



DUVAL COUNTY
PUBLIC SCHOOLS

PERFORMANCE AUDIT
FOLLOW-UP
OF
DUVAL COUNTY PUBLIC SCHOOLS

FINAL REPORT

August 28, 2020



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August 28, 2020

Dr. Diana L. Greene
Superintendent
Duval County Public Schools
1701 Prudential Drive
Jacksonville, Florida 32207

Dear Dr. Greene:

McConnell & Jones LLP (MJ) is pleased to submit our final report of the follow-up performance audit of the School District of Duval County, Florida (the District) pursuant to s. 212.055(11), *Florida Statutes*. The purpose of this follow-up audit report is to update the status of findings and recommendations contained in the August 30, 2019 performance audit of the Duval County School District. The report determines the validity of the findings and recommendations in the August 2019 performance audit based on an evaluation of all relevant information including any corrective actions implemented by the district or other significant changes that have occurred since the report's release. The August 2019 report is appended to our August 2020 follow-up report for easy reference.

In accordance with statutory requirements, the Office of Program Policy Analysis and Government Accountability (OPPAGA) selected MJ to conduct a performance audit of the program areas related to (1) facilities planning, use, and construction; (2) security and technology equipment purchasing; (3) facilities leasing & debt servicing associated with the discretionary sales surtax, and (4) distribution of funds to charter schools.

We conducted this follow-up performance audit in accordance with Government Auditing Standards issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on the audit objectives.

The objective of the audit was to fulfill the requirements of s. 212.055(11), *Florida Statutes*. This statute requires that Florida school districts, with a referendum on the discretionary sales surtax held after March 23, 2018, undergo a performance audit conducted of the programs associated with the proposed sales surtax adoption. The audit must be conducted at least 60 days before the referendum is held. OPPAGA is charged with procuring and overseeing the audit.



The objectives of the audit are consistent with the requirements of the statute, which are to evaluate the program associated with the proposed sales surtax adoption based on the following criteria:

1. The economy, efficiency, or effectiveness of the program
2. The structure or design of the program to accomplish its goals and objectives
3. Alternative methods of providing services or products
4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments
5. The accuracy or adequacy of public documents, reports, and requests prepared by the school district, which relate to the program
6. Compliance of the program with appropriate policies, rules, and laws

We developed a work plan outlining the procedures to be performed to achieve the audit objectives. Those procedures and the results of our work are summarized in the Executive Summary and discussed in detail in the body of the report.

Based upon the procedures performed and the results obtained, the audit objectives have been met. We conclude that, with the exception of the findings discussed in the report and based upon the work performed, the District's programs that will expend infrastructure sales surtax funds have sufficient policies and procedures in place, supported by appropriate documentation, reports, monitoring tools, and personnel to address the statutory criteria defined in s. 212.055(11), *Florida Statutes*.

McConnell + Jones LLP

Houston, Texas



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EXECUTIVE SUMMARY



EXECUTIVE SUMMARY

Governance Implications of Surtax Passage

If Duval County voters approve the ½ cent surtax referendum, the Florida Department of Revenue will distribute revenue generated by the ½ cent surtax to upgrade and modernize schools and facilities included in the District’s Master Plan. DCPS’ board plans to create an independent citizen oversight committee to review the spending, progress, and completion of projects funded by the ½ cent surtax. The board approved Policy 9.66, Sales Surtax Oversight Committee, in September 2019. The policy includes, among other provisions, the following elements related to the citizen oversight committee:

- defines the purpose of the committee;
- establishes the life of the committee;
- outlines the terms of individual committee members and the process for filling vacancies;
- identifies non-voting members of the committee;
- defines a quorum for the committee to formally conduct business;
- establishes the frequency of committee meetings;
- outlines the process for disclosing and addressing potential conflicts of interest;
- identifies specific stakeholder organizations; and
- identifies District staff who will provide support to the committee and the duration of the support provided.

Audit Objective

In accordance with s. 212.055(11), *Florida Statutes*, and Government Auditing Standards, McConnell & Jones, LLP conducted a review to update the status of findings and recommendations contained in its August 30, 2019 performance audit of the Duval County School District. The objective of the August 30, 2019, performance audit was to evaluate the programs associated with the proposed sales surtax adoption based on the following statutory criteria:

1. The economy, efficiency, or effectiveness of the program;
2. The structure or design of the program to accomplish its goals and objectives;
3. Alternative methods of providing services or products;
4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments;
5. The accuracy or adequacy of public documents, reports, and requests prepared by the school district, which relate to the program; and
6. Compliance of the program with appropriate policies, rules, and laws



The purpose of this review was to determine the current validity of the findings and recommendations in the August 30, 2019, performance audit based on an evaluation of all relevant information including any corrective actions implemented by the District or other significant changes that have occurred since the report's release. McConnell & Jones, LLP conducted the fieldwork necessary to verify the information and data provided by the school district. The final report states whether each finding and recommendation contained in the August 30, 2019 report is still valid or has been modified based on the McConnell & Jones, LLP's follow up review. In addition, McConnell & Jones, LLP conducted fieldwork necessary to provide a conclusion and any recommendations it deemed appropriate regarding whether the school district has processes to distribute funds to district charter schools and mechanisms for charter schools to report how the funds are used, as required by Florida law.

Project Scope

The Operations and Information Technology departments are the primary units that will expend infrastructure sales surtax funds. As such, they are the primary focus of the performance audit. Support units include the Purchasing Department and the Financial and Business Services Division. Within these units, program funds will be specifically used for Facilities Planning, Use, and Construction, Security and Technology Equipment Purchasing, and Facilities Leasing and Debt Servicing. The performance audit was conducted in accordance with *Generally Accepted Government Auditing Standards (GAGAS)*. Those standards require that the audit be conducted in a manner to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on the audit objectives. MJ believes that the evidence obtained provides a reasonable basis for our observations and conclusions.

Methodology

The MJ Team conducted all fieldwork virtually for the follow-up performance audit from July 6, – August 31, 2020 due to COVID-19. MJ held an introductory kick-off-meeting on July 6, 2020, to discuss the project scope via teleconference.

Fieldwork included the following:

- (a) Interviews with key district staff. All interviews were conducted via teleconference or using Zoom software due to COVID-19.
- (b) Survey questionnaires (current status by subtask from managers and process owners).
- (c) Follow up inquiries and data requests with program administrators/process owners.
- (d) Review of relevant documentation.



During interviews, process and procedure updates and supporting documentation that the District uses compared to the August 2019 surtax performance audit were discussed, as was how this documentation addresses the six (6) research tasks and underlying subtasks. MJ made follow-up inquiries and data requests to clarify information related to District processes, procedures, and management reports. Performance audit team members reviewed and analyzed extensive, relevant operational and financial data to support report findings and conclusions.



SUMMARY RESEARCH RESULTS



SUMMARY RESEARCH RESULTS

RESEARCH TASK 1 – THE ECONOMY, EFFICIENCY, OR EFFECTIVENESS OF THE PROGRAM.

Finding Summary: Overall, the Duval County School District Meets Task 1.

Based on the follow up work performed related to the seven (7) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Meets.

The District uses various reports that are adequate to monitor project performance and cost. It periodically evaluates its programs using performance information and other reasonable criteria to assess program performance and cost. Findings and recommendations have been included in relevant internal and external reports on program performance and costs, and management has taken actions to address deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. Management evaluates performance and costs based on reasonable measures, including best practices. Based on MJ’s review of available documentation, the five projects reviewed were completed within budget, completed well, and project costs were reasonable. However, only four of the five projects were completed timely for the 2019 audit. The District implemented a new Contract Time Extension Form to formally document reasons and authorizations for project extensions. However, two projects subsequently reviewed experienced project delays and the Contract Time Extension Form was completed after the projects were substantially complete. Finally, written policies and procedures exist to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

**FIGURE ES-1
SUMMARY OF DCPS’ RESEARCH RESULTS**

RESEARCH RESULTS					
1. The Economy, Efficiency, or Effectiveness of the Program.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
1.1	Based upon the follow up work performed for this subsection, no substantive changes have occurred to the management reports that MJ reviewed in 2019 that would	Based upon the follow up work performed for this subsection, no substantive changes have occurred to the management reports that MJ reviewed in 2019 that would result	Based upon the follow up work performed for this subsection, no substantive changes have occurred to the management reports that MJ reviewed in 2019 that would	Met August 2019 and No Change based on follow-up	N/A



RESEARCH RESULTS

1. The Economy, Efficiency, or Effectiveness of the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	result in a rating downgrade for this subtask.	in a rating downgrade for this subtask.	result in a rating downgrade for this subtask.	work performed.	
1.2	Based upon the follow up work performed for this subsection, management is continuing to evaluate programs using the management reports outlined in Subtask 1.1. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Based upon the follow up work performed for this subsection, management is continuing to evaluate programs using the management reports outlined in Subtask 1.1. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Based upon the follow up work performed for this subsection, management is continuing to evaluate programs using the management reports outlined in Subtask 1.1. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Met August 2019 and No Change based on follow-up work performed.	N/A
1.3	Based upon the follow up work performed for this subsection, there are findings and recommendations in relevant internal or external reports on program performance and costs. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Based upon the follow up work performed for this subsection, there are findings and recommendations in relevant internal or external reports on program performance and costs. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Based upon the follow up work performed for this subsection, there are findings and recommendations in relevant internal or external reports on program performance and costs. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Met August 2019 and No Change based on follow-up work performed.	N/A



RESEARCH RESULTS

1. The Economy, Efficiency, or Effectiveness of the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
1.4	Based upon the follow up work performed for this subsection, program administrators continue to take timely, reasonable actions to address deficiencies identified in relevant internal or external reports on program performance and costs. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Based upon the follow up work performed for this subsection, program administrators continue to take timely, reasonable actions to address deficiencies identified in relevant internal or external reports on program performance and costs. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Based upon the follow up work performed for this subsection, program administrators continue to take timely, reasonable actions to address deficiencies identified in relevant internal or external reports on program performance and costs. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Met August 2019 and No Change based on follow-up work performed.	N/A
1.5	Based upon the follow up work performed, in this subsection, the District continues to evaluate program performance and cost based on reasonable measures, including best practices. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Based upon the follow up work performed, in this subsection, the District continues to evaluate program performance and cost based on reasonable measures, including best practices. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.	Facilities Leasing & Debt Servicing was not deemed relevant to Subtask 1.5 in the original report because facility leasing and debt service involves making payments on debt, which is not an operation like construction projects with outputs and measurable outcomes that are subject to innovation in any reasonable sense. Accordingly, MJ did not perform an analysis of Facilities Leasing & Debt Servicing for this subtask.	Met August 2019 and No Change based on follow-up work performed.	N/A



RESEARCH RESULTS

1. The Economy, Efficiency, or Effectiveness of the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
1.6	<p>Based on MJ’s work in the facilities planning, use, and construction area, the five projects project costs were reasonable and projects were completed well and within budget. In 2019, only four out of five projects were completed timely.</p> <p>The District implemented the recommendation and developed a new Contract Time Extension form in March 2020 to formally document reasons and authorizations for project extensions. Two (2) projects subsequently reviewed in 2020 experienced project delays and the Contract Time Extension Form was completed after the projects were substantially complete instead of when significant project delays were identified.</p>	<p>Based on MJ’s review, there are no issues or concerns regarding the sample project reviewed for reasonable cost and if completed well, on time, and within budget.</p>	<p>Based on MJ’s work in the facilities leasing and debt servicing area, there are no issues regarding the sample of projects reviewed for timely payment.</p>	<p>Partially Met August 2019 and No Change based on follow-up work performed.</p>	<p>Based on the follow up review, continue to use the new Contract Time Extension Form and complete it on a timely basis when significant project delays are identified.</p>



RESEARCH RESULTS

1. The Economy, Efficiency, or Effectiveness of the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
1.7	<p>MJ did not divide Subtask 1.7 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's purchasing policies and procedures are universal and apply to all three areas. Based upon the follow up work performed, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.</p>	<p>MJ did not divide Subtask 1.7 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's purchasing policies and procedures are universal and apply to all three areas. Based upon the follow up work performed, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.</p>	<p>MJ did not divide Subtask 1.7 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's purchasing policies and procedures are universal and apply to all three areas. Based upon the follow up work performed, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.</p>	<p>Met August 2019 and No Change based on follow-up work performed.</p>	<p>N/A</p>



RESEARCH TASK 2 – The structure or design of the program to accomplish its goals and objectives.

Finding Summary: Overall, the Duval County School District Partially Meets Task 2.

Based on the follow up work performed related to the two (2) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Partially Meets.

Design and Construction Services and Financial and Business Services Division continued to demonstrate program organizational structures with clearly defined units, minimal overlapping functions, and minimal administrative layers and costs. However, during the August 2019 assessment, these program organizational structure attributes were lacking for the Application Development Department within the Information Technology Division, where non-supervisory staff were placed into the supervisor labor category with no supervisory responsibility. While the District has made an effort to properly classify these job titles, this project has not been completed. The District had experienced excessive vacancy rates for heating/air conditioning (HAR) mechanic positions (21 percent), which resulted in substantial work order backlogs to address equipment repair. The District reported that wage rates for HAR mechanics were often not competitive with the local Jacksonville labor market, which resulted in frequent turnover. MJ recommended that the District identify funds to raise wage levels to offer more competitive salaries for HAR mechanic positions. The District entered into extensive labor negotiations with the union representing its skilled maintenance employees and has substantially increased the compensation and entry level salaries, which has resulted in higher retention rates for HAR mechanics as well as plumbers and electricians.

**FIGURE ES-2
SUMMARY OF DCPS’ RESEARCH RESULTS**

RESEARCH RESULTS					
2. The Structure or Design of the Program to Accomplish Goals and Objectives.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
2.1	MJ had no issues or concerns related to the program organizational structure to ensure the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of	Our work revealed that 30 non-supervisory staff were placed into the supervisor labor category in the Application Development Department five (5) years ago as a result	MJ had no issues or concerns related to the program organizational structure to ensure the program has clearly defined units, minimizes overlapping functions and	Partially Met August 2019 and No Change based on follow-up work performed.	Continue to conduct a compensation and classification study in the Information Technology Division to correct



RESEARCH RESULTS

2. The Structure or Design of the Program to Accomplish Goals and Objectives.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	authority that minimize administrative costs.	of a salary survey conducted by the Human Resources Division. Assigning supervisory titles to staff with no supervisory responsibility blurs lines of authority and potentially creates unrealistic career paths for employees. Information Technology has made no changes in the positions that are categorized as supervisory when supervisory work is not performed. While progress has been made to conduct a salary survey and properly classify these position titles, this task has not been completed.	excessive administrative layers, and has lines of authority that minimize administrative costs.		supervisor position titles that have no supervisory responsibility and assess the appropriateness of associated salaries along with any other Information Technology Division positions that may be categorized incorrectly. Additionally, MJ recommends that the District conduct a study of the reasonableness of current staffing levels for specific types of positions to include comparisons with peer districts, use of other benchmarks, and staffing formulas.



RESEARCH RESULTS

2. The Structure or Design of the Program to Accomplish Goals and Objectives.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
2.2	MJ had no issues or concerns related to the reasonableness of current program staffing levels given the nature of the services provided and program workload. This subtask has been upgraded to a Met.	MJ had no issues or concerns related to the reasonableness of current program staffing levels given the nature of the services provided and program workload. This subtask has been upgraded to a Met.	MJ had no issues or concerns related to the reasonableness of current program staffing levels given the nature of the services provided and program workload. This subtask has been upgraded to a Met.	Partially Met August 2019 and upgraded to a Met based on follow-up work performed.	Follow-up Status: Based on the follow up work performed, we determined that the District implemented the recommendation from our August 2019 report and thereby addressed the deficiency identified in the August 2019 report.



RESEARCH TASK 3 – Alternative methods of providing services or products.

Finding Summary: Overall, the Duval County School District Meets Task 3.

Based on the follow up work performed related to the four (4) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Meets.

The District’s program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and their conclusions are reasonable. Program administrators have assessed contracted and/or privatized services to verify effectiveness and cost savings achieved, and their conclusions are reasonable. The District has made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services. Finally, there are possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other school districts, etc.).

**FIGURE ES-3
SUMMARY OF DCPS’ RESEARCH RESULTS**

RESEARCH RESULTS					
3. Alternative Methods of Providing Services or Products.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
3.1	Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and their	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing goods and services, and their	Facilities leasing and debt servicing is not relevant to Subtask 3.1 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District’s debt is not an operation like project construction, which is characterized by outputs and measurable outcomes.	Met August 2019 and No Change based on follow-up work performed.	N/A



RESEARCH RESULTS

3. Alternative Methods of Providing Services or Products.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	conclusions are reasonable as they relate to facilities planning, use, and construction.	conclusions are reasonable as they relate to facilities planning, use, and construction.	Consequently, program administrators do not get involved in this area.		
3.2	Based on MJ’s work in the facilities planning use and construction area, there are no issues or concerns related to whether program administrators assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and reached reasonable conclusions.	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and reached reasonable conclusions.	Facilities leasing and debt servicing is not relevant to Subtask 3.2 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District’s debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.	Met August 2019 and No Change based on follow-up work performed.	N/A
3.3	Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations and/or assessments found that such changes would reduce program cost without significantly affecting quality of services as	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations and/or assessments found that such changes would reduce program cost without significantly affecting quality of services as	Facilities leasing and debt servicing is not relevant to Subtask 3.3 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District’s debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program	Met August 2019 and No Change based on follow-up work performed.	N/A



RESEARCH RESULTS

3. Alternative Methods of Providing Services or Products.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	they relate to facilities planning, use, and construction.	they relate to security and technology equipment purchasing.	administrators do not get involved in this area.		
3.4	Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities as it relates to facilities planning, use, and construction.	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns to identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities as it relates to security and technology equipment purchasing.	Facilities leasing and debt servicing is not relevant to Subtask 3.4 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District’s debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.	Met August 2019 and No Change based on follow-up work performed.	N/A



RESEARCH TASK 4 – Alternative methods of providing services or products.

Finding Summary: Overall, the Duval County School District Partially Meets Task 4.

Based on the follow up work performed related to the three (3) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Partially Meets.

Program objectives documented in the District’s Operations Plan and Technology Plan align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and as a result, it is unclear whether they can be achieved within budget. Although the District maintains various project status reports and uses the performance measures reported by the Council of the Great City Schools, the District did not provide a standard management report by project which demonstrates that cost and timing variances are monitored and reported. Comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment.

**FIGURE ES-4
SUMMARY OF DCPS’ RESEARCH RESULTS**

RESEARCH RESULTS					
4. Goals, Objectives, and Performance Measures used by the Program to Monitor and Report Program Accomplishments.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
4.1	Based on MJ’s review, the program objectives align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget. Thus, the assessment is partially met regarding whether program goals and objectives are clearly stated, measurable, can be achieved within	Based on MJ’s review, the program objectives align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget. Thus, the assessment is partially met regarding whether program goals and objectives are clearly stated,	Facilities leasing and debt servicing is not relevant to Subtask 4.1 because facilities leasing and debt servicing involves making payments on existing debt. Accordingly, assessing whether program goals and objectives are clearly stated, measurable, can be achieved within budget, and are consistent with the District's	Partially Met August 2019 and No Change based on follow-up work performed.	Develop and document program objectives which are measurable and can be achieved within budget.



RESEARCH RESULTS

4. Goals, Objectives, and Performance Measures used by the Program to Monitor and Report Program Accomplishments.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	budget, and are consistent with the District's strategic plan.	measurable, can be achieved within budget, and are consistent with the District's strategic plan.	strategic plan is not relevant to these activities.		
4.2	Based on MJ's work, the District did not provide a standard management report by project that demonstrates that cost and timing variances are monitored and reported. Thus, this assessment is partially met regarding the measures, if any, the District uses to evaluate program performance and if they are sufficient to assess program progress toward meeting its stated goals and objectives.	Based on MJ's work, the District did not provide a standard management report by project that demonstrates that cost and timing variances are monitored and reported. Thus, this assessment is partially met regarding the measures, if any, the District uses to evaluate program performance and if they are sufficient to assess program progress toward meeting its stated goals and objectives.	Facilities leasing and debt servicing is not relevant to Subtask 4.2 because Facilities Leasing and Debt Servicing involves making payments on existing debt. Accordingly, assessing whether program goals and objectives are clearly stated, measurable, can be achieved within budget, and are consistent with the District's strategic plan is not relevant to these activities.	Partially Met August 2019 and No Change based on follow-up work performed.	Develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.
4.3	MJ did not divide Subtask 4.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's processes for the internal control environment are universal and applies to all three areas. Based on MJ's review, it was observed that	MJ did not divide Subtask 4.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's processes for the internal control environment are universal and applies to all three areas. See conclusion in the Facilities Planning, Use	MJ did not divide Subtask 4.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's processes for the internal control environment are universal and applies to all three areas.	Partially Met August 2019 and No Change based on follow-up work performed.	Develop detailed administrative procedures to strengthen internal controls.



RESEARCH RESULTS

4. Goals, Objectives, and Performance Measures used by the Program to Monitor and Report Program Accomplishments.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment. Thus, this subtask is partially met regarding internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.	and Construction column.	See conclusion in the Facilities Planning, Use and Construction column.		



RESEARCH TASK 5 – The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the school district Which Relate to the Program.

Finding Summary: Overall, the Duval County School District Meets Task 5.

Based on the follow up work performed related to the five (5) subtasks associated with this research task, MJ concludes that an improvement was made with documented procedures. No substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Meets.

The District continues to use its website as its primary communications vehicle to disseminate important financial and non-financial information to the public. Examples of information located on the website include the Comprehensive Annual Financial Report, which highlights information such as the organizational chart, general fund statement of revenues and expenditures, and information regarding the District’s facilities leasing and debt service arrangements. The District continues to use data analytics to evaluate website and social media content and its SCoPE on-line survey results to enhance strategies to improve districtwide communications. District management noted that the same processes to ensure program performance and cost data are accurate and complete are still used by financial and operations staff that were included in our last report. The District provided examples of taking timely actions to correct erroneous information and since the August 2019 report, has implemented the recommendation to develop a procedure to correct erroneous/incomplete information that has been provided to the public.

**FIGURE ES-5
SUMMARY OF DCPS’ RESEARCH RESULTS**

RESEARCH RESULTS					
5. The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the School District, which Relate to the Program.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
5.1	MJ did not divide Subtask 5.1 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing &	MJ did not divide Subtask 5.1 into facilities planning, use, and construction; security and technology equipment purchasing; and	MJ did not divide Subtask 5.1 into facilities planning, use, and construction; security and technology equipment purchasing; and	Met August 2019 and No Change based on follow-up work performed.	N/A



RESEARCH RESULTS

5. The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the School District, which Relate to the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	debt servicing categories because the District’s process to assess systems to provide useful, timely, and accurate financial and non-financial information is universal and applies to all three areas. MJ had no issues or concerns related to whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.	facilities leasing & debt servicing categories because the District’s process to assess systems to provide useful, timely, and accurate financial and non-financial information is universal and applies to all three areas. See results in the Facilities Planning, Use and Construction column.	facilities leasing & debt servicing categories because the District’s process to assess systems to provide useful, timely, and accurate financial and non-financial information is universal and applies to all three areas. See results in the Facilities Planning, Use and Construction column.		
5.2	MJ did not divide Subtask 5.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to review available documents, including relevant internal and external reports to evaluate accuracy and adequacy of data is universal and applies to all three areas. Our work revealed no issues or concerns related to the accuracy or adequacy	MJ did not divide Subtask 5.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to review available documents, including relevant internal and external reports to evaluate accuracy and adequacy of data is universal and applies to all three areas.	MJ did not divide Subtask 5.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to review available documents, including relevant internal and external reports to evaluate accuracy and adequacy of data is universal and	Met August 2019 and No Change based on follow-up work performed.	N/A



RESEARCH RESULTS

5. The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the School District, which Relate to the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	of public documents, reports, and requests prepared by DCPS related to the program.	See results in the Facilities Planning, Use and Construction column.	applies to all three areas. See results in the Facilities Planning, Use and Construction column.		
5.3	MJ did not divide Subtask 5.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the availability and accessibility of program and cost information is universal and applies to all three areas. Our work revealed no issues or concerns related to the availability and accessibility of program performance and cost information that is provided to the public.	MJ did not divide Subtask 5.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the availability and accessibility of program and cost information is universal and applies to all three (3) areas. See results in the Facilities Planning, Use and Construction column.	MJ did not divide Subtask 5.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the availability and accessibility of program and cost information is universal and applies to all three areas. See results in the Facilities Planning, Use and Construction column.	Met August 2019 and No Change based on follow-up work performed.	N/A
5.4	MJ did not divide Subtask 5.4 into facilities planning, use, and construction; security and technology equipment purchasing; and	MJ did not divide Subtask 5.4 into facilities planning, use, and construction; security and technology equipment	MJ did not divide Subtask 5.4 into facilities planning, use, and construction; security and technology equipment	Met August 2019 and No Change based on follow-up work performed.	N/A



RESEARCH RESULTS

5. The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the School District, which Relate to the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>facilities leasing & debt servicing categories because the District’s process to assess the accuracy and completeness of program and cost information that is provided to the public is universal and applies to all three areas.</p> <p>Our work revealed no issues or concerns related to processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.</p>	<p>purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the accuracy and completeness of program and cost information that is provided to the public is universal and applies to all three areas.</p> <p>See results in the Facilities Planning, Use and Construction column.</p>	<p>purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the accuracy and completeness of program and cost information that is provided to the public is universal and applies to all three areas.</p> <p>See results in the Facilities Planning, Use and Construction column.</p>		
5.5	<p>MJ did not divide Subtask 5.5 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to ensure that reasonable and timely actions are taken to correct erroneous/incomplete information provided to the public is</p>	<p>MJ did not divide Subtask 5.5 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to ensure that reasonable and timely actions are taken to correct erroneous/incomplete information provided to the</p>	<p>MJ did not divide Subtask 5.5 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to ensure that reasonable and timely actions are taken to correct erroneous/incomplete information</p>	<p>Partially Met August 2019 and upgraded to a Met based on follow-up work performed.</p>	<p>Follow-up Status: Based on the follow up work performed, we determined that the District implemented the recommendation from our August 2019 report and thereby addressed the deficiency identified in the August 2019 report.</p>



RESEARCH RESULTS

5. The Accuracy or Adequacy of Public Documents, Reports, and Requests Prepared by the School District, which Relate to the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>universal and applies to all three areas.</p> <p>Our work revealed that the District’s newly developed written procedure is adequate to ensure that there are specific, written guidelines in place that staff can follow when incorrect/erroneous information is provided to the public.</p>	<p>public is universal and applies to all three areas.</p> <p>See results in the Facilities Planning, Use and Construction column.</p>	<p>provided to the public is universal and applies to all three areas.</p> <p>See results in the Facilities Planning, Use and Construction column.</p>		



RESEARCH TASK 6 – Compliance of the program with appropriate policies, rules, and laws.

Finding Summary: Overall, the Duval County School District Partially Meets Task 6.

Based on the follow up work performed related to the five (5) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change of Partially Meets.

The District continues to have a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies through its chief legal counsel, director of Government Relations, and executive director of Policy and Compliance. Program internal controls could be improved with detailed policies and procedures. The District lacks clarification of the status of maintaining sufficient documentation to confirm the implementation of audit findings and the follow up for schools noncompliant in responding to school fund audit report recommendations. Program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations through board approved agenda items related to the surtax, the District's strategic plan outlining uses of the surtax, and working with the Jacksonville City council to have the referendum placed on the November 3, 2020 ballot. Although changes have occurred since the August 30, 2019, report, none would result in a rating downgrade. The District has processes to distribute funds to charter schools using written standard operating procedures; funding formulas; and automated clearing house payments, and there are mechanisms for charter schools to report how the funds are used through uploading their financial statements to the District's Charters.link web application where the District's charter school financial coordinators review them as well as procurement-related supporting documentation.

**FIGURE ES-6
SUMMARY OF DCPS' RESEARCH RESULTS**

RESEARCH RESULTS					
6. Compliance of the Program with Appropriate Policies, Rules, and Laws.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
6.1	MJ did not divide Subtask 6.1 into facilities planning, use, and construction; security and technology	MJ did not divide Subtask 6.1 into facilities planning, use, and construction; security and technology	MJ did not divide Subtask 6.1 into facilities planning, use, and construction; security and technology	Met August 2019 and No Change based on follow-up	N/A



RESEARCH RESULTS

6. Compliance of the Program with Appropriate Policies, Rules, and Laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>equipment purchasing; and facilities leasing & debt servicing categories because the District's process to assess legal compliance is universal and applies to all three areas. Based upon the follow up work performed, for this subsection, the District continues to have a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.</p>	<p>equipment purchasing; and facilities leasing & debt servicing categories because the District's process to assess legal compliance is universal and applies to all three areas. Based upon the follow up work performed, for this subsection, the District continues to have a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.</p>	<p>equipment purchasing; and facilities leasing & debt servicing categories because the District's process to assess legal compliance is universal and applies to all three areas. Based upon the follow up work performed, for this subsection, the District continues to have a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade.</p>	<p>work performed.</p>	



RESEARCH RESULTS

6. Compliance of the Program with Appropriate Policies, Rules, and Laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
6.2	<p>MJ did not divide Subtask 6.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s internal control environment is universal and applies to all three (3) areas. Based on MJ’s review, the District implemented the recommendation for the internal audit function including maintaining internal audit plans and drafting an Internal Audit Manual. However, additional documentation is required for the following areas:</p> <ol style="list-style-type: none"> Detailed procedure manuals for Facilities Planning, Use, and Construction which document the specific requirements including checklists, technology tools, 	<p>MJ did not divide Subtask 6.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s internal control environment is universal and applies to all three (3) areas.</p> <p>See the Facilities column for the results.</p>	<p>MJ did not divide Subtask 6.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s internal control environment is universal and applies to all three (3) areas.</p> <p>See the Facilities column for the results.</p>	<p>Partially Met August 2019 and No Change based on follow-up work performed.</p>	<p>Document detailed procedure manuals for Facilities Planning, Use, and Construction and maintain appropriate supporting documentation of the implementation of audit recommendations.</p>



RESEARCH RESULTS

6. Compliance of the Program with Appropriate Policies, Rules, and Laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>and reports to comply with the board policies.</p> <p>2. Clear and complete documentation to provide evidence that audit recommendations were fully implemented.</p> <p>Thus, the assessment is partially met regarding the review of program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.</p>				
6.3	<p>MJ did not divide Subtask 6.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's practice of taking reasonable and timely actions to address any noncompliance is universal and applies</p>	<p>MJ did not divide Subtask 6.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's practice of taking reasonable and timely actions to address any noncompliance is</p>	<p>MJ did not divide Subtask 6.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's practice of taking reasonable and timely actions to address any</p>	<p>Partially Met August 2019 and No Change based on follow-up work performed.</p>	<p>Maintain corrective action plans and management responses which explain the actions taken and reference the name and location of specific checklists and procedures developed or revised to implement the recommendation.</p>



RESEARCH RESULTS

6. Compliance of the Program with Appropriate Policies, Rules, and Laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>to all three areas. Based on MJ’s review, the District implemented recommendations and improvements in enforcing Board Policy 7.60 requiring schools to respond to activity fund audits within 10 business days. However, the District lacked documentation clarifying the implementation of two (2) external audit corrective action plans.</p> <p>Thus, this subtask is partially met regarding whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.</p>	<p>universal and applies to all three areas. See the Facilities column for results.</p>	<p>noncompliance is universal and applies to all three areas. See the Facilities column for results.</p>		



RESEARCH RESULTS

6. Compliance of the Program with Appropriate Policies, Rules, and Laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
6.4	MJ did not divide Subtask 6.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess legal compliance is universal and applies to all three areas. Based upon the follow up work performed, program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations. Although changes have occurred since the August 30, 2019, report, related to the requirement for the District to share sales surtax funds with its charters schools, no changes have occurred with this subtask that would result in a rating downgrade.	MJ did not divide Subtask 6.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess legal compliance is universal and applies to all three areas. Based upon the follow up work performed, program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations. Although changes have occurred since the August 30, 2019, report, related to the requirement for the District to share sales surtax funds with its charters schools, no changes have occurred with this subtask that would result in a rating downgrade.	MJ did not divide Subtask 6.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess legal compliance is universal and applies to all three areas. Based upon the follow up work performed, program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations. Although changes have occurred since the August 30, 2019, report, related to the requirement for the District to share sales surtax funds with its charters schools, no changes have occurred with this subtask that would result in a rating downgrade.	Met August 2019 and No Change based on follow-up work performed.	N/A
6.5	The District is required to share sales surtaxes proportionately	The District is required to share sales surtaxes proportionately with	The District is required to share sales surtaxes proportionately with	Met (August 2020)	N/A



RESEARCH RESULTS

6. Compliance of the Program with Appropriate Policies, Rules, and Laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>with its charter schools. Based on the analysis performed, the District has processes to distribute funds to charter schools using written standard operating procedures, funding formulas, and automated clearing house payments. In addition, there are mechanisms for charter schools to report how funds are used through uploading their financial statements to the District's Charters.link web application where the District's charter school financial coordinators review them along with procurement-related supporting documentation.</p>	<p>its charter schools. Based on the analysis performed, the District has processes to distribute funds to charter schools using written standard operating procedures, funding formulas, and automated clearing house payments. In addition, there are mechanisms for charter schools to report how funds are used through uploading their financial statements to the District's Charters.link web application where the District's charter school financial coordinators review them along with procurement-related supporting documentation.</p>	<p>its charter schools. Based on the analysis performed, the District has processes to distribute funds to charter schools using written standard operating procedures, funding formulas, and automated clearing house payments. In addition, there are mechanisms for charter schools to report how funds are used through uploading their financial statements to the District's Charters.link web application where the District's charter school financial coordinators review them along with procurement-related supporting documentation.</p>		



DETAILED FINDINGS AND RESULTS



DETAILED FINDINGS AND RESULTS

RESEARCH TASK 1

THE ECONOMY, EFFICIENCY, OR EFFECTIVENESS OF THE PROGRAM

FINDING SUMMARY – Overall, the Duval County School District Meets Task 1.

Based on the follow up work performed related to the seven subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Meets. The District uses various reports that are adequate to monitor project performance and cost. It periodically evaluates its programs using performance information and other reasonable criteria to assess program performance and cost. Findings and recommendations have been included in relevant internal and external reports on program performance and costs, and management has taken actions to address deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. Management evaluates performance and costs based on reasonable measures, including best practices. Based on MJ's review of available documentation, the five projects reviewed were completed within budget, completed well, and project costs were reasonable. However, only four of the five projects were completed timely for the 2019 audit. The District implemented a new Contract Time Extension Form to formally document reasons and authorizations for project extensions. However, two projects subsequently reviewed experienced project delays and the Contract Time Extension Form was completed after the projects were substantially complete. Finally, written policies and procedures exist to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

RESEARCH SUBTASK ANALYSIS AND CONCLUSIONS

SUBTASK 1.1 – Review any management reports/data that program administrators use on a regular basis and determine whether this information is adequate to monitor program performance and cost.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for the three subsections: Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing.

Based on our 2019 work, there were no issues or concerns related to the adequacy of management reports/data that program administrators use on a regular basis to monitor program performance and costs. Therefore, we determined that Subtask 1.1 was “Met” for all three subsections.



The District used a variety of management reports to monitor program performance and costs. Our conclusions in the August 30, 2019, report were based on our assessment that these reports were adequate to monitor program performance and cost. These reports are discussed below for each of the three subsections.

FACILITIES, PLANNING USE, & CONSTRUCTION

Facilities Master Plan (FMP) – entitled: *A Bold Plan for DCPS-Master Facility Plan Recommendations*, this is a 15-year master plan developed through a collaborative effort involving district and school staff, school communities, professional service firms, and the school board. District management uses the FMP regularly because it is the basis for how facilities construction and renovation funds will be used.

Five-Year Capital Plan (FYCP) – an ongoing five-year capital plan for construction and maintenance projects that is consistent with the FMP. The FYCP is an important budgeting tool for projecting and managing technology and facility capital and maintenance costs and is used by management to plan annual facilities-related expenditures.

Expenditure Reports – shows the budget, commitments, encumbrances, expenditures, and unexpended amounts by any selected element of the account coding string, for example fund, object, and account. Expenditure reports provide program administrators with the ability to track budgeted and actual expenditures for any fund, project, or account.

Annual Projects Report (APR) – shows summary information for each active project including completed projects and summer projects, including technology summer projects. The APR allows program administrators to track and monitor costs and operational data for existing and completed projects.

Major Maintenance Execution Report (MMER) – provides the approved funding amount for every project funded during the current fiscal year, expenditures, and other project information. The MMER provides summary and detailed information by project that allows program management to track approved funding, expenditures, and project-related information for each individual major maintenance project.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

Information Technology Project Status Report (ITPS) – maintained on SharePoint and is readily available for department management and project managers to view and update. This report is a useful tool that information technology (IT) management and project managers use to monitor the status and health of IT projects.

Weekly Technology Portfolio Updates (WTPU) – prepared from data in the project status report and is graphically illustrated in the form of a dashboard to allow a quick visual identification of IT project status. IT management and project managers use this report to view key project data points at a glance.



Capital Plan Tracking Workbook (CPTW) – tracks all IT funds approved in the capital budget, and it is reconciled to amounts in the District’s financial accounting system. IT management and project managers use the CPTW to monitor projects to ensure they stay within the approved budget and to determine when a budget amendment might be necessary.

FACILITIES LEASING & DEBT SERVICING

Debt Service Report (DSR) Fiscal Year 2020 – calculation of the amount of funds that will be needed to service debt for the current and coming year. This report is important to ensure that the District has the funds necessary to service its debt and that such payments are recorded timely and accurately.

Debt Service Payment Schedule (DSPS) – amortization schedules for each form of debt issued by the District. This report is important for tracking how much interest and principal is due on each debt issuance and when.

B. 2020 Follow Up Procedures

To determine whether district management continues to use these reports, we developed a questionnaire listing the reports and inquired as to whether they are still being used. MJ used the responses from the questionnaire, along with supporting documentation provided by the District, to determine whether management reports/data that program administrators use on a regular basis continue to be adequate to monitor program performance and cost. For each of the reports upon which we based our conclusion in the August 30, 2019, report, MJ posed the questions and received the responses discussed below:

1. Do program managers continue to use the reports on a regular basis?

The District’s response was “Yes” for all reports.

2. Has the nature and frequency of usage of the reports been modified?

The response was “No” for all reports except the District removed cost data from the Annual Projects Report to avoid conflicts with the MMER. MJ has determined that this change does not impact our August 30, 2019, conclusion.

3. Has the report been discontinued?

The District’s response was “No” for all reports.

4. Has the report been replaced with other reports or information?

The District’s response was “No” for all reports.

To verify the District’s responses, MJ requested and reviewed current versions of the reports upon which the August 30, 2019, conclusion was based. The results of this review are discussed below.



FACILITIES, PLANNING USE, & CONSTRUCTION

Facilities Master Plan (FMP) – The District provided the *A Bold Plan for DCPS-Master Facility Plan Recommendations* document. MJ noted no changes in or issues with the current FMP that would invalidate the District’s responses to the questionnaire or alter MJ’s conclusion in the August 30, 2019, report. Accordingly, MJ makes no changes to the August 30, 2019, assessment regarding the FMP.

Five-Year Capital Plan (FYCP) – Our conclusion in the August 30, 2019, report was based on our review of the Fiscal Year 2019 FYCP report dated September 5, 2018, which covers Fiscal Years 2019 through 2023. The District provided, and MJ reviewed, an updated version of the FYCP dated September 9, 2019, which covers Fiscal Years 2020 through 2024. MJ noted no changes in or issues with the updated FYCP that would invalidate District management’s responses to the questionnaire or alter MJ’s conclusion in the August 30, 2019, report. Accordingly, MJ makes no changes to the August 30, 2019, assessment regarding the FYCP.

Expenditure Reports – Our conclusion in the August 30, 2019, report was based on our review of expenditure reports generated from the District’s accounting system in August 2019. The District provided, and MJ reviewed, expenditure reports generated in August 2020. MJ noted no changes in or issues with the August 2020 expenditure reports that would invalidate District management’s responses to the questionnaire or alter MJ’s conclusion in the August 30, 2019, report. Accordingly, MJ makes no changes to the August 30, 2019, assessment regarding expenditure reports.

Annual Projects Report (APR) – Our conclusion in the August 30, 2019, report was based on our review of the APR as of July 18, 2019. MJ reviewed the current APR provided by the District in July 2020. District personnel indicated on the questionnaire that the APR had been modified to remove cost data. This change was made to avoid conflicts between the APR and the MMER, which also provides project cost data. Rather than keeping the reports in agreement, the District chose to show cost data only on the MMER. MJ noted that there were no other changes on the APR. Removal of cost data from the APR does not affect its usefulness as a management report. Accordingly, MJ makes no changes to the August 30, 2019, assessment regarding the APR.

Major Maintenance Execution Report – Our conclusion in the August 30, 2019, report was based on our review of the 2018-2019 MMER report. The District provided, and MJ reviewed, the 2019-2020 MMER report. MJ noted no changes in or issues with the 2019-2020 MMER report that would invalidate District management’s responses to the questionnaire or alter MJ’s conclusion in the August 30, 2019, report. Accordingly, MJ makes no changes to the August 30, 2019, assessment regarding the 2019-2020 MMER report.



SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

Information Technology Project Status Report

Our conclusion in the August 30, 2019, report was based on our review of the July 2019 ITPS report. The District provided, and MJ reviewed, the ITPS report dated July 2020. MJ noted no changes in or issues with the July 2020 ITPS report that would invalidate District management's responses to the questionnaire or alter MJ's conclusion in the August 30, 2019, report. Accordingly, MJ makes no changes to the August 30, 2019, assessment regarding the ITPS report.

Weekly Technology Portfolio Updates

Our conclusion in the August 30, 2019, report was based on our review of the August 5, 2019, WTPU report. The District provided, and MJ reviewed, the WTPU report dated July 13, 2020. MJ noted no changes in or issues with the July 13, 2020 WTPU report that would invalidate District management's responses to the questionnaire or alter MJ's conclusion in the August 30, 2019 report. Accordingly, MJ makes no changes to the August 30, 2019 assessment regarding the WTPU report.

Capital Plan Tracking Workbook

Our conclusion in the August 30, 2019, report was based on our review of the Fiscal Year 2019 CPTW. The District provided, and MJ reviewed, the Fiscal Year CPTW dated June 18, 2020. Although there were slight changes in the format of the two reports in terms of layout and organization, there were no changes in the report's substance or purpose. MJ noted no issues with the June 18, 2020, CPTW report that would invalidate District management's responses to the questionnaire or alter MJ's conclusion in the August 30, 2019, report. Accordingly, MJ makes no changes to the August 30, 2019, assessment regarding the CPTW report.

FACILITIES LEASING & DEBT SERVICING

Debt Service Report Fiscal Year 2020

Our conclusion in the August 30, 2019, report was based on our review of the Fiscal Year 2020 DSR. The District provided the Fiscal Year 2021 DSR report, which was formatted differently than the 2020 DSR. The two reports do not look the same; however, the substance and purpose did not change. Since the same DSR continues to be used, there are no issues that would invalidate District management's responses to the questionnaire. Accordingly, MJ makes no change to the August 30, 2019, assessment regarding the DSR report.

Debt Service Payment Schedule

Our conclusion in the August 30, 2019, report was based on our review of the most recent DSPS schedules at the time of our 2019 review. The District provided, and MJ reviewed, the most recent DSPS schedules for the follow up review. MJ noted no changes in or issues with the DSPS schedules that would invalidate the District's responses to the questionnaire. Accordingly, MJ makes no changes to the August 30, 2019, assessment regarding the DSPS.



C. 2020 Follow Up Conclusion

Based upon the follow up work performed related to Subtask 1.1, no substantive changes have occurred to the management reports that MJ reviewed in 2019 that would result in a rating downgrade. Therefore, Subtask 1.1 continues to be “Met” for the three subsections.

SUBTASK 1.2 – Determine whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost.

A. 2019 Assessment

To address the requirements of this subtask, MJ reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for the three subsections: Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing.

During our 2019 work, MJ reviewed the reports discussed in Subtask 1.1 to determine how they are used to evaluate program performance and cost. We outlined who prepares and maintains the reports, the source of the data, frequency of use, and how the report satisfied the requirements of Subtask 1.2.

Based on our 2019 work, there were no issues or concerns related to whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost. Therefore, we determined that Subtask 1.2 was “Met” for all three subsections.

B. 2020 Follow Up Procedures

To determine whether district management continues to evaluate programs using the reports discussed in Subtask 1.1, we developed a questionnaire listing the reports and asked district management to describe how the management reports are currently being used to evaluate and assess performance and costs. MJ used the responses from the questionnaire, along with supporting documentation provided by the District, to determine whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost.

FACILITIES PLANNING, USE, AND CONSTRUCTION

For each of the reports upon which we based our conclusion in the August 30, 2019, report, MJ posed the questions and received the responses shown in **Figure 1-1**. To verify the responses, MJ examined Outlook calendar entries, which provided evidence that meetings occurred to discuss program-related topics. MJ also examined budget memo reports, which indicated that actual expenditures were being tracked and assessed against budgeted amounts.



FIGURE 1-1
QUESTIONNAIRE RESPONSES-SUBTASK 1.2
FACILITIES PLANNING, USE, AND CONSTRUCTION

Report Name	Date of Most Recent Evaluation	Evaluators	Description of Evaluation	What Documentation is Available to Prove the Evaluation Occurred?
<i>Facilities Master Plan</i>	June 18, 2020	Assistant Superintendent of Operations and Executive Director of Facilities	Periodic review	Outlook Calendar
<i>Five-Year Capital Plan</i>	June 22, 2020	Assistant Superintendent of Operations, Chief Financial Officer, and Executive Director of Facilities	Periodic review	Outlook Calendar Draft 2020-21 Five Year Capital Plan.
<i>Expenditure Reports</i>	Continually	Used by all departments and budget managers that have funds allocated	Assess actual expenditures against budget, and review outstanding commitment	MJ reviewed budget memo reports that validate facilities spending and ensure that each project is tracked from creation to project completion. Updated quarterly to ensure the budgeted amount for facilities is managed.
<i>Annual Projects Report</i>	Weekly	Director of Projects & Project Managers	Weekly Project Review	Outlook Calendar
<i>Major Maintenance Execution Report</i>	August 2019	Executive Director of Facilities, Executive Director of Maintenance, Shop Supervisors	Yearly requirement to develop MM list by category based upon District need and budget allocations	Outlook Calendar

Source: Duval County Public Schools Performance Audit Follow Up, July 2020.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

For each of the reports upon which we based our conclusion in the August 30, 2019, report, MJ posed the questions and received the responses shown in **Figure 1-2**.



FIGURE 1-2
QUESTIONNAIRE RESPONSES-SUBTASK 1.2
SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

Report Name	Date of Most Recent Evaluation	Evaluators	Description of Evaluation	What Documentation is Available to Prove the Evaluation Occurred?
<i>Information Technology Project Status Report</i>	7/10/2020	Information Technology Project Manager	Weekly Project Review	Weekly Project Portfolio Status Update
<i>Weekly Technology Portfolio Updates</i>	7/10/2020	Information Technology Project Manager	Weekly Project Review	Weekly Project Portfolio Status Update
<i>Capital Plan Tracking</i>	7/09/2020	Director of Technology Innovation	Ongoing review of expenditures and fund balances	Capital Plan Tracking Spreadsheet 2018-2020

Source: Duval County Public Schools Performance Audit Follow Up, July 2020.

To verify the responses, MJ examined the Weekly Project Portfolio Status Update. This report has a column for current status where notations are made evidencing evaluation of program activities. Examples include the following:

- *“Working on screen shots for system architecture document.”*
- *“This project is being pushed back as other others become a higher priority.”*
- *“Developers working on cleaning up code and items that need to be addressed during this time.”*

During the previous audit, MJ learned that the projects on the Capital Plan Tracking Spreadsheet track are aligned with the capital plan, which is approved by the school board. MJ noted that projects on the spreadsheet were identified as having been board approved, which is evidence that evaluations of these projects occurred.

FACILITY LEASING & DEBT SERVICING

For each of the reports upon which we based our conclusion in the August 30, 2019, report, MJ posed the questions and received the responses shown in **Figure 1-3**. To verify the responses, MJ compared the debt service reports from the last audit to those provided for this audit. MJ noted that the debt schedules had been updated, which indicates that debt evaluations had taken place.



**FIGURE 1-3
QUESTIONNAIRE RESPONSES-SUBTASK 1.3
FACILITY LEASING & DEBT SERVICING**

Report Name	Date of Most Recent Evaluation	Evaluators	Description of Evaluation	What Documentation is Available to Prove the Evaluation Occurred?
<i>Debt Service Report (DSR)</i>	7/14/2020	Senior Budget Analyst	Update of individual debt schedules	Debt Service Payment Schedule
<i>Debt Service Payment Schedules</i>	7/14/2020	Senior Budget Analyst	Update of individual debt schedules	Debt Service Payment Schedule

Source: Duval County Public Schools Performance Audit Follow Up, July 2020.

C. 2020 Follow Up Conclusion

Based upon the follow up work performed related to Subtask 1.2, management is continuing to evaluate programs using the management reports outlined in Subtask 1.1. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade. Therefore, Subtask 1.2 continues to be “Met” for the three subsections.

SUBTASK 1.3 – Review findings and recommendations included in any relevant internal or external reports on program performance and cost.

SUBTASK 1.4 – Determine whether program administrators have taken reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc.

A. 2019 Assessment

Although MJ evaluated Subtasks 1.3 and 1.4 separately in the August 30, 2019 audit, in the follow up review, we evaluated them together since they are so closely related. Subtask 1.3 addresses whether reports exist that include findings and recommendations while Subtask 1.4 seeks to determine whether management responded to the findings and recommendations. To address the requirements of these subtasks, MJ reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for the three subsections: Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing.

During the 2019 audit, the District provided reports with findings and recommendations related to program performance and costs in each of the three subsections. We deemed the reports to be adequate for the intended purpose. We reviewed findings and recommendations in the reports that were relevant to administrative units that would receive sales surtax revenues and determined if management took timely and reasonable actions to address deficiencies in the reports. Each of the 2019 reports we reviewed are discussed in the 2020 Follow Up procedures section below.



Based on our 2019 work, there were no issues or concerns related to findings and recommendations included in relevant internal or external reports on program performance and cost, nor were there issues or concerns with management responding to findings and recommendations identified in such reports. Therefore, we determined that Subtask 1.3 was “Met” for all three subsections.

B. 2020 Follow Up Procedures

Follow up procedures for Subtasks 1.3 and 1.4 involved inquiring whether follow up or new reports had been issued that contained findings and recommendations relevant to the sales surtax. The reports identified during the 2019 audit and any new reports that the district identified are discussed in each subsection below.

FACILITIES PLANNING, USE, AND CONSTRUCTION

State of Florida Auditor General-Report No. 2017-145 / March 2017 - Operational Audit

State of Florida Auditor General-Report No. 2020-134 / February 2020 - Operational Audit

In February 2020, the State of Florida Auditor General (AG) issued audit report No. 2020-134, which focused on selected district processes and administrative activities. This report included follow up on findings noted in the AG’s report No. 2017-145 issued March 2017, which MJ examined during our 2019 audit. The March 2017 report identified ten (10) findings and recommendation across a broad range of areas from bank account reconciliations to background screenings to ad valorem taxation. During the 2019 audit, MJ reviewed two findings and recommendations that were the most relevant to the sales surtax focus areas. MJ reviewed the District’s response to the recommendations in the report noting that the District stated that it had addressed the issue. MJ also reviewed a letter from the FDOE dated June 12, 2017, referencing the audit findings and stating that *“appropriate corrective measures have been taken to resolve these findings.”*

The 2020 AG report noted that the District had taken corrective actions for relevant findings in the AG’s 2019 audit. This conclusion is consistent with MJ’s 2019 audit report conclusion where we found that District management addressed deficiencies noted in the AG’s March 2017 audit report. **Figure 1-4** summarizes the relevant findings and recommendations in the AG’s February 2020 report and demonstrates that the District also addressed these deficiencies in this most recent report.



FIGURE 1-4
AUDITOR GENERAL REPORT NUMBER 2020-134 (FEBRUARY 2020)
SUMMARY OF FINDINGS, RECOMMENDATIONS, AND MANAGEMENT’S RESPONSE

Findings IN 2020 AG Report	Recommendation in 2020 AG Report	Management Response to 2020 AG Report
<p><i>Finding 3 – District records did not always evidence that ad valorem tax levy proceeds used for school bus costs were limited to statutory thresholds, resulting in questioned costs totaling \$284,318.</i></p>	<p>Enhance procedures to ensure that ad valorem tax levy proceeds are used only for authorized purposes. Such enhancements should include documented, supervisory review procedures to verify the accuracy of transfer amounts for the cost of school buses provided by private entities. In addition, the District should restore \$284,318 to the LCI Fund or provide documentation to the FDOE supporting the allowability of those costs.</p>	<p>The District responded to the findings and recommendations in a letter to the Auditor General’s Office dated February 27, 2020 as follows: Enhanced procedures will include management review to verify the accuracy of transfer amounts and to ensure ad valorem tax levy proceeds are used for their authorized purposes. Additionally, the District will restore \$284,318 to the Local Capital Improvement Fund. MJ examined a copy of the enhanced SOP procedures.</p>
<p><i>Finding 4 – Contrary to State law, the District credited interest earnings totaling \$737,674 to the General Fund that were produced by and should have been credited to other funds.</i></p>	<p>Enhance procedures to comply with State law by properly crediting interest earnings to the funds that produced the earnings. Such procedures should include appropriate employee training and effective supervisory oversight to ensure that interest is credited to the appropriate fund. In addition, the District should take action to properly credit the 2018-19 fiscal year interest earnings totaling \$737,674 to the funds that produced the earnings.</p>	<p>Management has met with staff to discuss the current interest allocation process and to reiterate that interest must be allocated to the funds that earned the interest. The current interest allocation process and any enhancements have been formalized in a written document. Additionally, the District will properly credit the 2018-2019 fiscal year interest earnings totaling \$737,674 to the funds that produced the earnings. MJ examined the journal voucher dated February 21, 2020, making the entry to credit the interest earnings.</p>
<p><i>Finding 5 – District distributions of discretionary millage to the District charter schools were \$276,239 less than required by State law.</i></p>	<p>Enhance procedures to ensure that charter school funding allocations are recalculated when Federal interest rate subsidies are received and that accurate capital outlay amounts are distributed to applicable charter schools. In addition, the District should consult with the Florida Department of Education (FDOE) regarding the appropriate disposition of the \$276,239 under-distributed amount.</p>	<p>The District will consult with the Florida Department of Education regarding the appropriate disposition of the \$276,239 amount. MJ examined an email dated April 28, 2020, from the District to the FDOE inquiring about the appropriate disposition of the \$276,239 under-distributed amount.</p>

Source: State of Florida Auditor General Operational Audit-Report No. 2020-134-February 2020.



State of Florida Auditor General-Report No. 2017-210 / June 2017 - Full-Time Equivalent Student Enrollment and Student Transportation Audit

MJ assessed this report during the 2019 audit. There were no follow up reports to this report during the follow up audit period.

State of Schools Facility Report / December 2018

This report identified \$243.0 million in facility needs. The District used this report as the foundation for developing its five-year Master Facility Plan entitled: *A Bold Plan for Duval County Public Schools*. The district updates this report each year. In December 2019, the amount of facilities needs increased to \$384 million.

Enrollment Projections Report / March 2019

The District used this report as the foundation for developing its five-year Master Facility Plan entitled: *A Bold Plan for Duval County Public Schools*. The District indicated in the questionnaire that there have been no updates or follow up actions related to this report.

Three-year Asbestos Hazard Emergency Response Act (AHERA) Asbestos Reinspection Report / February 2019

The District contracts with an asbestos consultant to perform three-year AHERA Asbestos Reinspection Reports for all schools that contain known asbestos containing materials. During Fiscal Year 2019, the consultant completed 106 inspection reports. MJ determined in the August 30, 2019, report that the District has taken reasonable, timely actions to address the deficiencies noted in the 2019 reinspection reports by hiring an environmental engineer to monitor materials containing asbestos.

The District's response to the follow up audit questionnaire was that the asbestos consulting firm continues to monitor known or suspected asbestos containing materials every six months. To verify the District's response, MJ examined a letter dated December 20, 2019, from the District to the asbestos consultant authorizing the firm to perform six-month asbestos updates in accordance with its contract with the District.

MJ also examined an email from the asbestos consultant to the District listing 16 schools it planned to complete during between May 4th and 8th 2020. In addition, MJ examined a listing of follow up surveillance actions since the last full asbestos reinspection noting that after the August 30, 2019, report, the asbestos consultant completed 105 surveillance inspections from September 17, 2019 through June 9, 2020, indicating that the District continues to perform reasonable, timely actions to address deficiencies identified in the February 2019 AHERA Asbestos Reinspection Report.



SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

Florida Safe Schools Assessment Tool (FSSAT) / 2018-2019 Aggregate Report Summary and Recommendations

State law requires every Florida school district to complete a FSSAT every year. All assessments must be submitted electronically through a web portal to the School Safety Center within the Florida Department of Education. Based on the assessment's findings, the district's school safety specialist must provide recommendations to the school board that identify strategies and activities the District should implement to improve school safety and security.

During the 2019 audit, MJ learned that the District had completed 157 assessments and used the recommendations from the FSSAT report to apply for a \$4.5 million grant with the Florida Department of Education to enable implementation of the report's recommendations, which had been accepted by the school board. Therefore, MJ concluded that the District took timely and reasonable actions to address safety deficiencies noted.

District staff responded on the follow up audit questionnaire that the District's 2019-2020 assessments were completed for each school and that the results were reported to and approved by the school board. In addition, the District submitted a confirmation letter to the Florida Department of Education (FDOE). Due to security concerns, the District cannot share individual school safety issues or initiatives.

To verify the District's responses, MJ examined a summary of the 2019-2020 assessment dated May 4, 2020, which covered 156 assessments in the form of graphic survey results. MJ examined the action where the school board approved the assessment and accepted its recommendations at its October 15, 2019, regularly scheduled meeting. MJ also examined the confirmation letter to FDOE dated October 18, 2019, stating that the findings of the 2019-2020 school security risk assessment had been submitted to the superintendent and the school board. These actions indicate that the District continues to perform reasonable, timely actions to address deficiencies noted during the annual FSSAT process.

FACILITY LEASING & DEBT SERVICING

Arbitrage Rebate Analysis - 2013A Certificates of Participation / February 2019

Arbitrage Rebate Analysis - 2014A Certificates of Participation / February 2019

These reports summarize the results of the arbitrage rebate analysis for the 2013A and 2014A bond issuances. Arbitrage earnings are investment earnings on bond proceeds that exceed the bond yield. Every five years during the life of a bond, issuers must calculate whether an arbitrage rebate is due to the federal government.

During the 2019 audit, MJ reviewed the arbitrage reports prepared by the District's bond advisors noting that no arbitrage rebate was due to the federal government; therefore, no action was required by the District. On the follow up audit questionnaire, the District reported that there were no additional follow up audits or reviews related to this report.



C. 2020 Follow Up Conclusion

Based upon the follow up work performed, there are findings and recommendations in relevant internal or external reports on program performance and costs, and program administrators continue to take timely, reasonable actions to address deficiencies identified in such reports. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade. Therefore, Subtasks 1.3 and 1.4 continue to be “Met” for the three (3) subsections.

SUBTASK 1.5 – Evaluate program performance and cost based on reasonable measures, including best practices.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report only for subsections Facilities Planning, Use, and Construction; and Security and Technology Equipment Purchasing. Facilities Leasing & Debt Servicing was not deemed relevant to Subtask 1.5 in the original report because facility leasing and debt service involves making payments on debt, which is not an operation like construction projects with outputs and measurable outcomes that are subject to innovation in any reasonable sense. Accordingly, MJ did not perform an analysis of Facilities Leasing & Debt Servicing for Subtask 1.5.

During the 2019 audit, MJ determined that this subtask was closely related to Subtask 1.2, which MJ found to be “Met”. Since program performance was addressed in Subtask 1.2, this subtask focused on best practices as they relate to program operations, performance, and cost. Best practices refer to ways of performing work and achieving outcomes that have proven effective for a given industry, discipline, or business process.

In the previous audit, MJ examined evidence of the use of innovative practices in operations as well as efforts by District staff to stay abreast of emerging trends in their respective disciplines through memberships in professional organizations, certifications, and participation in seminars. Based on our work, there were no issues or concerns related to the evaluation of program performance and cost based on reasonable measures including best practices.

Therefore, we determined that Subtask 1.5 was “Met” for the three subsections.

B. 2020 Follow Up Procedures

To determine whether management is continuing to evaluate programs and use best practices, MJ developed a questionnaire listing the performance measures, best practices, and cost saving initiatives that existed in August 2019 to determine if they are still being used. MJ’s questions/ requests and the District’s responses are discussed by subsection below.



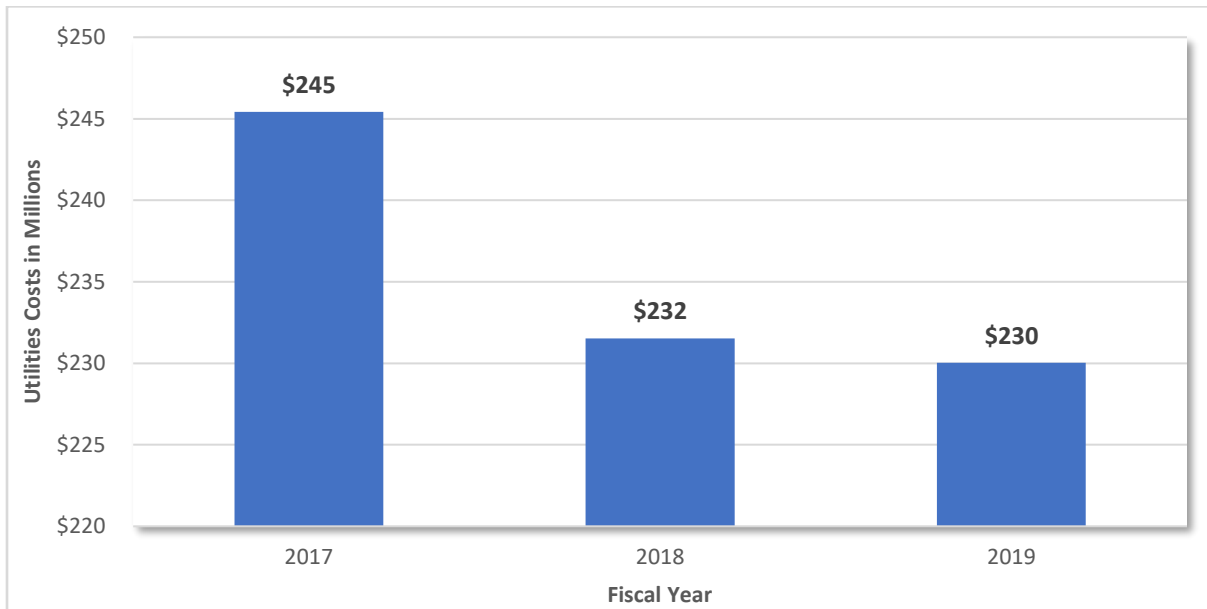
FACILITIES PLANNING, USE, AND CONSTRUCTION

Comprehensive Energy Management Program

During the 2019 audit, MJ determined that the District began a comprehensive energy management program in 2005 to reduce total utility costs, which includes electricity and water costs. Since that time, the District has reduced costs by implementing electricity and water conservation strategies. On the questionnaire, MJ asked the District to provide updates to the performance measures, best practices, and cost saving initiatives that existed in August 2019 and to describe any new initiatives implemented since that time. In response, the District indicated that energy and water costs have continued to decline and that reduced occupancy due to COVID-19 reduced energy costs more than projected.

To verify the District’s responses, MJ analyzed historical utilities costs data provided by the District. **Figure 1-5** demonstrates that utility costs declined steadily from Fiscal Years 2017 to Fiscal Year 2019. The District’s Fiscal Year ends June 30th.

FIGURE 1-5
TOTAL UTILITY COSTS
FISCAL YEARS 2017 THROUGH 2019 - AMOUNTS IN MILLIONS

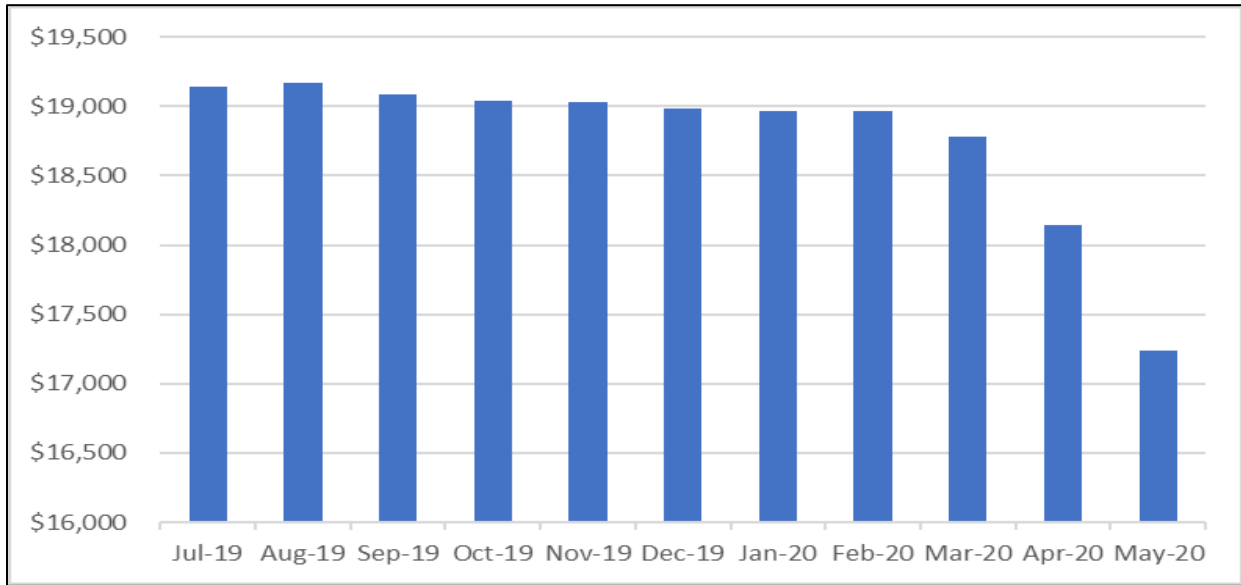


Source: Historical Data by Service Report, Fiscal Years 2017-2019.

Figure 1-6 provides a month-to-month comparison for Fiscal Year 2020 since MJ’s 2019 audit. It demonstrates that total utility costs have continued to decline from July 2019 through May 2020. District staff indicated that the drop from March through May was due to COVID-19 when buildings were not fully occupied thereby lowering energy consumption and costs.



FIGURE 1-6
TOTAL UTILITY COSTS
JULY 2019 THROUGH MAY 2020 - AMOUNTS IN THOUSANDS



Source: Historical Data by Service Report, July 2019 through May 2020. Report Run on July 13, 2020.

Energy Management and Control Systems (EMCS)

During the 2019 audit, MJ learned that some of the District’s schools had no EMCS so the District could not monitor energy performance remotely at these schools. Other schools had obsolete EMCS systems that were more than 35 years old. Newer systems save energy and speed up the process of identifying and correcting heating/air conditioning problems. Newer systems also provide remote monitoring and troubleshooting capability resulting in improved indoor air quality and increased occupant comfort.

In response to the follow up question regarding new energy saving initiatives implemented since the 2019 audit, program managers indicated that eight more EMCS systems have been brought online since August 2019. To verify this response, MJ examined energy consumption reports for 18 EMCS school installations completed during the 2019-2020 school year. Of this total, 12 schools have received new EMCS installations since August 2019. These installations provide evidence that the District continues to reduce utility costs using best practices and methods.

Participation in Professional Groups and Associations

During the 2019 audit, MJ learned that district personnel participate in various groups and activities that promote facilities management best practices. For example, the District was instrumental in forming and managing a network of energy directors and managers across Florida called the Florida Schools Conservation Consortium (FSCC). This group meets every few months and sometimes at professional association meetings like the Florida Association of School Business Officials.



In response to the follow up audit questionnaire, staff indicated that the District continues to help manage the FSCC. Staff indicated that the District hosted the first virtual FSCC conference on July 8, 2020 and an employee of the District was guest speaker at the FDOE Green Schools Virtual Conference held on July 14, 2020. To verify these responses, MJ examined lists of participants, conference agendas, and brochures provided by the District. This information provided evidence that the District continues to participate in and support the FSCC.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

Comprehensive Public Address (PA) System Assessment

MJ learned during the 2019 audit that district schools participated in a comprehensive public address (PA) system assessment. The assessment was in response to a recommendation from the Marjory Stoneman Douglas High School Public Safety Commission that all schools adopt best practices to ensure school PA systems were effective in notifying students and staff of on campus emergencies.

On the follow up audit questionnaire, the District indicated that outdoor speaker arrays have been purchased and are in the process of being installed. A speaker array is a series of loudspeakers that cover the same frequency range and are stacked above one another to create a near-line source of sound. A line source has no vertical dispersion at any frequency. Hence, there is no sound bouncing from either the floor or the ceiling. Installation began on July 9, 2020 and is expected to be completed on August 29, 2020.

To verify the District's response, MJ examined meeting notes and calendar entries related to the equipment; a list of schools that would receive the equipment showing school, cost, project number, and purchase order number; vendor invoices for the equipment; and pictures of the equipment in the District's warehouse. This information provides evidence that the District is continuing with its PA system initiative.

Gartner Group Services Agreement and Subscriptions

During the 2019 audit, MJ learned that the District has a service agreement with Gartner, a leading provider of IT research and advisory services. Gartner provides research, benchmarking data, problem-solving methodologies and hands-on experience to enable IT organizations to operate more effectively and successfully. The District indicated that the Gartner service agreement has been renewed for Fiscal Year 2021. MJ examined the new contract dated June 16, 2020, noting that it extended the agreement for Fiscal Year 2021.



Information Technology Infrastructure Library (ITIL) Certifications

During the 2019 audit, MJ learned that four IT Department staff members have Infrastructure Library (ITIL) certifications. ITIL is a set of best practices designed to describe common approaches that IT management can take to align IT services with business needs and deliver value to their organizations. District staff indicated in the questionnaire that six (6) IT staff members are ITIL certified. To verify the District's response, MJ examined evidence of ITIL certification for four (4) of the six (6) individuals.

Membership and Participation in Professional IT-Related Organizations

The District continues to be involved with professional IT-related organizations. MJ examined evidence of involvement in the Northeast Florida CIO Council. This organization provides a non-commercial collaborative forum for senior technology leaders to share best practices, which enables chief information officers (CIO) to meet the evolving, challenging, and demanding role of their positions. The organization creates a forum for CIOs to engage in discussion related to their profession and promotes growth, professional development, and peerage by hosting executive events that facilitate interaction among its membership.

MJ also examined a July 2020 report published by the Council of Great City Schools (CGCS) entitled, "*Guidelines for Supporting Technology-based Learning Environments.*" CGCS is a coalition of the nation's 76 largest urban public school systems dedicated to improving education for inner-city children. The District's CIO was on the task force that produced this report.

C. 2020 Follow Up Conclusion

Based upon the follow up work performed, the District continues to evaluate program performance and cost based on reasonable measures, including best practices. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade. Therefore, Subtask 1.5 continues to be "Met" for the subsections evaluated.

SUBTASK 1.6 – Evaluate the cost, timing, and quality of current program efforts based on a reasonably sized sample of projects to determine whether they were of reasonable cost and completed well, on time, and within budget.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for the three subsections: Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing.



Based on our 2019 work, there were no issues or concerns related to Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing based on a reasonably sized sample of projects to determine whether they were of reasonable cost and completed well, on time, and within budget. However, Facilities Planning, Use and Construction was rated “Partially Met”. Therefore, we determined that Subtask 1.6 was “Partially Met” overall.

This conclusion was based on the fact that four (4) out of five (5) projects were not completed on a timely basis and there were no change orders to authorize project extensions.

B. 2020 Follow Up Procedures

To determine whether district management continues to use the same processes to monitor projects, we developed a questionnaire listing the processes and inquired whether they are still being used. MJ used the responses from the questionnaire, along with supporting documentation provided by the District, for the follow up assessment. Our conclusion in the August 30, 2019 report was based on our assessment that processes to monitor and document if projects were completed timely required improvement. An executed change order was not provided to support the project delay.

Figure 1-7 provides an overview of the sample testing results at the time we issued the August 2019 report. The figure demonstrates that the District implemented a Contract Time Extension Form.

FIGURE 1-7

STATUS OF THE RELEVANT RECOMMENDATION IN AUGUST 2019 AUDIT REPORT

2019 Recommendation	2020 Follow Up Procedures	Implementation Status	2019 Recommendation Fully Implemented?
Facilities Planning, Use and Construction			
<i>The District should maintain sufficient project file information to document acknowledgment and action taken for projects not completed on a timely basis.</i>	Requested updates from the District regarding any new procedures implemented.	The District implemented a new Contract Time Extension form to formally document reasons and authorizations for project extensions.	Yes, the District is using the Contract Time Extension Form implemented in March 2020.
	Requested a sample of files to test if they were completed timely and if the new Contract Time Extension form was completed if applicable.	Based on a sample of two projects, the Contract Time Extension form was completed.	No. Although the District implemented the Contract Time Extension Form, it was not completed until the two sample projects were substantially complete instead of closer to the scheduled completion date. (See Figure 1-8 for more information.)

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.



Figure 1-8 presents the results of reviewing two sample projects to determine whether they were of reasonable cost and completed well, on time, and within budget. Both projects were determined to be of reasonable cost, completed well, and within budget. Both projects were delayed and the Time Extension Form was completed. However, the Time Extension Form was completed after the projects were substantially complete.

For the Project No. M-83580, the following factors were assessed to determine if the cost was reasonable.

- This particular contract for paving, ITB-034-17/JR is based on a fixed unit pricing as established in their contract. The MJ Team reviewed the unit price in the contractor’s proposal and compared it to the bid sheet for this project. Unit prices agreed except for \$3,770 for additional items included in the project scope.
- Facilities staff indicated that the architect/engineer (A&E) provided an estimated construction cost of \$63,525 based on industry standards which exceeds the contractor’s bid of \$51,274.
- As a third check, the District typically assigns project managers (PM) by project type, which allows the PM’s to use their historical knowledge for comparison on similar projects. The assigned PM manages all asphalt paving jobs, and also the bid proposal to similar projects.

For the Project No. M-83970, the following factors were assessed to determine if the cost was reasonable.

- Bid results indicating the lower of two bids was accepted.
- Letter from the A&E recommending the lowest bidder.

FIGURE 1-8

SAMPLE OF DESIGN AND CONSTRUCTION SERVICES’ PROJECTS SELECTED FOR TESTING

Project	M-83580: Palm Avenue ESC—Mill, overlay, widen bus drive	M-83970: Lake Shore MS—New intercom and fire alarm systems
Status	Complete	95% Complete
Project Category	Design & Construction-Gas Tax	Design & Construction-PECO 19-Fire
School Name	Palm Avenue ESC	Lake Shore MS
Basis for Contractor Selection (such as lowest bidder)	Continuing service contract	Lowest of 2 bids and A&E recommendation from Haddad Engineering
Project Budget	\$51,274	\$996,575
How to Determine if Costs are Reasonable	Unit price agree to continuing service contract	Lowest bidder and A& E recommendation
Change Order #1	Memo for PO Revision \$1,120	PO Change 7/24/19– Owner Purchased Equipment \$(106,324)
Change Order #2	N/A	PO 3/31/20 – Additional Costs \$210,148
Revised Budget	\$52,394	\$1,100,472



Project	M-83580: Palm Avenue ESC—Mill, overlay, widen bus drive	M-83970: Lake Shore MS—New intercom and fire alarm systems
<i>Notice to Proceed Date</i>	Start: 4/1/2020 Substantial Completion: 4/14/2020 Final Completion: 4/30/2020	Start: 6/20/2019 Final Completion: 12/17/2019
<i>Actual Punch List/ Substantial Completion Date</i>	4/23/2020 Per Engineer’s Field Report	6/10/2020 Per Substantial Completion Certificate and Inspection Report
<i>Actual Final Completion Date</i>	4/27/2020 Final Inspection – Pass	N/A; 95% complete
<i>Actual Final Project Costs</i>	\$52,394	\$1,100,472
<i>Time Extension Form: Date and Action</i>	Date: 8/11/2020 Action: Extend substantial completion date to 4/21/2020	Date: 7/8/2020 Action: Extend substantial completion date to 6/10/2020

Source: Duval County Public Schools Facilities Staff.

**FIGURE 1-9
CONTRACT TIME EXTENSION FORM**

Duval County Public Schools---- Office of Facilities Design and Construction

Instructions: Submit three (3) originals of this form with back-up letter from Contractor detailing reasons for time extension request and letter from A/E acknowledging concurrence with Contractor’s time extension request.

**DUVAL COUNTY PUBLIC SCHOOLS
CONTRACT TIME EXTENSION**

DCPS PROJECT NAME AND NUMBER:		CONTRACT TIME EXTENSION NO.:	
ARCHITECT/ENGINEER:		DATE:	
TO: CONTRACTOR ADDRESS		PROJECT NO.:	
		A/E JOB NO.:	

YOUR PROPOSAL DATED _____ HAS BEEN ACCEPTED FOR MAKING THE FOLLOWING TIME CHANGES:

REASON FOR TIME EXTENSION:	DAYS
TOTAL TIME EXTENSION:	DAYS

THE ORIGINAL SUBSTANTIAL COMPLETION DATE WAS:	
INCREASE FROM PREVIOUSLY AUTHORIZED TIME EXTENSIONS:	
THE SUBSTANTIAL COMPLETION DATE PRIOR TO THIS TIME EXTENSION WAS:	
DAYS THE CONTRACT TIME WILL BE INCREASED BY THIS TIME EXTENSION:	DAYS
THE NEW SUBSTANTIAL COMPLETION DATE AFTER THIS TIME EXTENSION WILL BE:	

Architect/Engineer

By: _____
Date: _____

Contractor

By: _____
Date: _____

Duval County Public Schools
Owner

By: _____
Date: _____

DCPS Time Extension Form 03/2020

Source: Duval County Public Schools Facilities Staff.



C. 2020 Follow Up Conclusion

Based on our review, the new Contract Time Extension form has been implemented since the August 2019 audit report. However, both projects sampled were delayed and the Contract Time Extension form was not completed on a timely basis. Based on the follow up work performed, we determined that the District implemented the recommendation from our August 2019 report. However, the follow up review indicated that the Contract Time Extension was not completed on a timely basis and thereby partially addressed the deficiency identified in the August 2019 report. Therefore, Subtask 1.6 remains “Partially Met.”

RECOMMENDATION 1.6

Continue to use the new Contract Time Extension Form and complete it on a timely basis when significant project delays are identified.

SUBTASK 1.7 – Determine whether the school district has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

A. 2019 Assessment

To address the requirements of this subtask, MJ reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report. MJ did not divide Subtask 1.7 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories in the original report because the District’s purchasing policies and procedures are universal and apply to all three areas.

Based on our 2019 work, there were no issues or concerns related to this subtask, therefore, we determined it was “Met”. This conclusion was based on the fact that we examined the District’s written procurement policies and procedures and determined that they positioned the District to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

B. 2020 Follow Up Procedures

The District’s Board Policy 7.70 establishes policies related to the procurement of goods and services within the District. In addition, the District’s written purchasing guidelines, updated December 2018, reflect Board Policy 7.70. Both of these documents constitute the District’s written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. To determine if these policies and procedures are still in effect, we developed a questionnaire and inquired whether there had been any revisions or updates to the District’s procurement policies and procedures.



The District responded that Board Policy 7.70 was under review and that an initial draft of suggested revisions had been prepared. Upon being finalized, the revised policy will be presented to the school board for approval and subsequent adoption. The District provided, and MJ reviewed, the drafted changes to the policy noting that none of the changes will impact the District's ability to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. The District requested that MJ not publish the changes since they are still in draft form.

C. 2020 Follow Up Conclusion

Based upon the follow up work performed, the District has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade. Therefore, Subtask 1.7 continues to be "Met" for the subsections evaluated.

Overall Research Task 1 Conclusion: Based on the follow up work performed related to the seven (7) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Meets.



RESEARCH TASK 2

THE STRUCTURE OR DESIGN OF THE PROGRAM TO ACCOMPLISH ITS GOALS AND OBJECTIVES.

FINDING SUMMARY – Overall, the Duval County School District Partially Meets Task 2.

Based on the follow up work performed related to the two subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Partially Meets. Design and Construction Services and Financial and Business Services Division continued to demonstrate program organizational structures with clearly defined units, minimal overlapping functions, and minimal administrative layers and costs. However, during the August 2019 assessment, these program organizational structure attributes were lacking for the Application Development Department within the Information Technology Division, where non-supervisory staff were placed into the supervisor labor category with no supervisory responsibility. While the District has made an effort to properly classify these job titles, this project has not been completed. The District had experienced excessive vacancy rates for heating/air conditioning (HAR) mechanic positions (21 percent), which resulted in substantial work order backlogs to address equipment repair. The District reported that wage rates for HAR mechanics were often not competitive with the local Jacksonville labor market, which resulted in frequent turnover. MJ recommended that the District identify funds to raise wage levels to offer more competitive salaries for HAR mechanic positions. The District entered into extensive labor negotiations with the union representing its skilled maintenance employees and has substantially increased the compensation and entry level salaries, which has resulted in higher retention rates for HAR mechanics as well as plumbers and electricians.

RESEARCH SUBTASK ANALYSIS AND CONCLUSIONS

SUBTASK 2.1 – Review program organizational structure to ensure the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for the three (3) subsections: Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing.

Based on our 2019 work, Design and Construction and Services, and Business and Financial Services organizational units both demonstrated program organizational structures with clearly defined units, minimal overlapping functions, and minimal administrative layers and costs.



However, the Application Development unit within the Information Technology Division had excessive administrative layers and administrative costs.

The Application Development organizational unit had 32 supervisors assigned as direct reports to one (1) director position, but only two (2) supervisors supervised staff. The two (2) supervisor positions with supervisory responsibility were the technical support services supervisor and the IT security supervisor. The remaining 30 position titles were administrators and assigned a supervisory title to increase their pay grade to make their salary more competitive in the local Jacksonville job market.

The MJ Team recommended that the District conduct a compensation and classification study in the Information Technology Division to correct supervisor position titles that have no supervisory responsibility and assess the appropriateness of associated salaries along with any other Information Technology Division positions that may be categorized incorrectly. Additionally, the MJ Team recommended that the District conduct a study of the reasonableness of current staffing levels for specific types of positions to include comparisons with peer districts, use of other benchmarks, and staffing formulas. Accordingly, Subtask 2.1 was partially met.

B. 2020 Follow Up Procedures

To evaluate any differences in the District's organizational structure, we submitted a questionnaire and requested that any substantive changes be noted. The District reported that no substantive organizational changes have been made since the August 2019 report.

Based on the recommendations rendered by the MJ Team, the District's Human Resources Department developed an implementation timeline incorporating five (5) specific tasks. Tasks 1-4 have been completed. Task 5 is partially completed. The tasks are outlined as follows:

- **Task 1** – Conduct a review of job descriptions from a sampling of school districts to gain insight of districts' Instructional Technology positions (coordinator, supervisor and director) that do and do not have direct reports.
- **Tasks 2 & 3** – Conduct an internal review of the current IT classification system. Survey current district coordinators and supervisors to determine the extent to which they do or do not supervise other employees:
- **Task 4** – Work with IT to develop a list of key IT administrative positions that would be uniform across school districts. HR will then develop a classification and compensation survey for distribution to comparable Florida school districts.
- **Task 5** – Compile data for surveys and job description analysis into a report with recommendations.

A survey was developed and administered by Human Resources staff. The survey was sent to 20+ school districts. A total of six (6) school districts—one out-of-state (Charlotte-Mecklenburg, North Carolina) and the remaining in-state (Leon, Lafayette, Nassau, Bay, and Bradford)—responded. The Human Resources Department reported that multiple follow-up emails and



phone calls were made to increase the response rate, but only a few districts replied. In addition, upon review of the responses received, only two (2) school districts completed all questions on the survey. One of those districts submitted two (2) responses from two (2) different staff members. The responses did not match, resulting in the elimination of that district's responses. This left the District with only one completed response to the survey, which was not sufficient for comparison.

Due to the lack of adequate survey responses, the District reported that it will outsource the project to either a national or local management company that can conduct the survey and provide comprehensive recommendations.

C. 2020 Follow Up Conclusion

Based on our review of the information provided by the District, the MJ Team concludes that Design and Construction and Services and Business and Financial Services continue to have organizational units with clear lines of authority, minimal administrative layers and reasonable costs. However, Information Technology has made no changes in the positions that are categorized as supervisory when no supervisory work is performed. While progress has been made to conduct a salary survey and properly classify these position titles, this task has not been completed. Based on the follow up work performed, we determined that the District has not implemented the recommendation (or an acceptable alternative). Therefore, Subtask 2.1 remains "Partially Met".

RECOMMENDATION 2.1

Continue to conduct a compensation and classification study in the Information Technology Division to correct supervisor position titles that have no supervisory responsibility and assess the appropriateness of associated salaries along with any other Information Technology Division positions that may be categorized incorrectly. Additionally, MJ recommends that the District conduct a study of the reasonableness of current staffing levels for specific types of positions to include comparisons with peer districts, use of other benchmarks, and staffing formulas.

SUBTASK 2.2 – Assess the reasonableness of current program staffing levels given the nature of the services provided and program workload.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for the three (3) subsections: Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing.

Based on our 2019 work, Information Technology and Business and Financial Services demonstrated adequate staffing levels and reasonable workloads. In contrast, Design and Construction and Services (Maintenance Services) encountered difficulties attracting qualified workers for heating/air conditioning (HAR) mechanic positions because the salaries offered



were substantially lower than those offered at other local employers such as the city of Jacksonville. During the 2019 assessment, the vacancy rate in HAR positions was 21 percent, which resulted in substantial work order backlogs to address equipment repair. As a result, the MJ Team learned that over 40 schools experienced air conditioning malfunctions on the first day of school for the 2019-2020 school year. Facilities also had several administrative positions, such as project manager positions and an Interior Design Coordinator position, which were vacant.

Therefore, we determined that Subtask 2.2 was “Partially Met”.

MJ recommended that the District identify funds to raise wage levels to offer more competitive salaries for HAR Mechanic positions to alleviate the excessive vacancy rates.

B. 2020 Follow Up Procedures

The MJ Team submitted a questionnaire and requested that updates be provided regarding staffing levels and workloads for departments related to Design and Construction and Services, Information Technology, and Business and Financial Services. The MJ Team specifically requested updates regarding progress toward decreasing vacancy rates and low salaries for HAR positions in the Facilities area that had been identified in the August 2019 report.

Based on the survey responses, the MJ Team learned that the District, through extensive negotiation with the union representing its maintenance employees, has substantially increased the compensation and entry level salaries for journeyman licensed skilled trades positions. Additionally, the District has restructured its skilled trades by creating three new positions for trained but unlicensed skilled trades workers. These new positions are Electrical Technician, HAR Technician, and Plumbing Technician. The new positions increase the size of the pool of skilled trades personnel qualified for employment at the District. Additionally, to maintain resolution of this issue for the long term, it is expected that personnel working in the new unlicensed positions will attain the requisite skills and experience enabling their attainment of their journeyman’s license. This will provide a continuous pool of in-house, qualified applicants, who have achieved a substantial contribution into the Florida Retirement System, as the higher paid licensed positions become vacant.

In the collective bargaining agreement that was approved at the District’s March 2020 School Board meeting, all maintenance worker pay minimums and maximums, as well as personnel pay, were adjusted up 2.8% effective July 1, 2019. To improve recruiting, an advanced start rate for HAR Mechanic and HAR Mechanic Tradesman has been implemented at \$22.00 per hour, an increase of \$2.35 per hour over the previous starting pay rate. For retention purposes, incumbent members in the HAR Mechanic positions who were employed on June 30, 2019 received the greater of a 2.8% increase to their base pay or the advanced start rate of \$22.00 retroactive to July 1, 2019.

Effective July 1, 2020, for purposes of retention and recruitment, Electricians and Plumbers who have an active Duval County journeyman’s license shall receive an annual supplement of \$1,750. HAR Mechanics who have an active Duval County journeyman’s license shall receive an



annual supplement of \$2,500. Vacancy rates have stabilized since the contract was approved in March 2020 and retention since that time has been 100% for HAR Mechanic, 100% for Plumber, and 96% for Electrician. For the three (3) skilled trades, this amounts to 1 net loss in the 4.5 months since the contract was approved, an annualized rate of 2.7. This compares with a net loss of 11 skilled tradesman for the 12 months immediately preceding the approval of the contract.

Within the Facilities Design and Construction Services organizational unit, the Project Manager positions have been filled, but they still have a vacant Interior Design Coordinator position. The individual who held the position of Executive Director of Facilities in August 2019 has become the Assistant Superintendent of Operations and a new Executive Director of Facilities Design & Construction was hired in November 2019.

C. 2020 Follow Up Conclusion

Based on our review of the information provided, the MJ Team concludes that Design and Construction and Services, Information Technology, and Business and Financial Services all have reasonable staffing levels. The District entered union labor negotiations that substantially increased the compensation and entry level salaries for journeyman licensed skilled trades positions and it restructured its skilled trades by creating three new positions for trained but unlicensed skilled trades workers. These new positions are Electrical Technician, HAR Technician, and Plumbing Technician. The District reported where it once had excessive vacancy rates for HAR mechanic positions, since March 2020, HAR mechanic retention rates have improved to 100%; plumber retention rates are currently 100%; and electrician retention rates are at 96%. Based on the follow up work performed, we determined that the District implemented the recommendation and thereby addressed the deficiency identified in the August 2019 report. Accordingly, Subtask 2.2 has been upgraded to a “Met”.

Overall Research Task 2 Conclusion: Based on the follow up work performed related to the two (2) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Partially Meets.



RESEARCH TASK 3

ALTERNATIVE METHODS OF PROVIDING SERVICES OR PRODUCTS.

FINDING SUMMARY – Overall, Duval County School District Meets Task 3.

Based on the follow up work performed related to the four subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Meets. The District’s program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and their conclusions are reasonable. Program administrators have assessed contracted and/or privatized services to verify effectiveness and cost savings achieved, and their conclusions are reasonable. The District has made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services. Finally, there are possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.).

ANALYSIS RESULTS & CONCLUSION

SUBTASK 3.1 – Determine whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and determine the reasonableness of their conclusions.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for two (2) of the three (3) subsections Facilities Planning, Use, and Construction and Security and Technology Equipment Purchasing. Facilities Leasing & Debt Servicing was not relevant to this subtask and therefore was not evaluated.

Based on our 2019 work, there were no issues or concerns related to whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization. Therefore, we determined that Subtask 3.1 was “Met” for both subsections.

This conclusion was based on the fact that the District implemented a process flow to determine delivery options for construction projects and Consultant’s Competitive Negotiations Act (CCNA) guidelines in the Requests for Quotations for contracted professional services. For security and technology, the District used a project management methodology and the Florida State School Assessment Tool (FSSAT) to evaluate in-house



services. We deemed those resources to be adequate for the intended purpose of evaluating in-house and alternative methods of providing products and services.

B. 2020 Follow Up Procedures

To determine whether district management continues to use the same resources, we developed a questionnaire listing the resources and inquired whether they are still being used. MJ used the responses from the questionnaire, along with supporting documentation provided by the District, for the follow up assessment. Our August 30, 2019 report conclusion was based on our assessment that these methods were adequate to evaluate in-house and alternative methods of providing products and services.

Figure 3-1 provides an overview of the resources the District was using at the time we issued the August 2019 report. The figure demonstrates that these resources or similar resources continue to be used and deemed adequate.

**FIGURE 3-1
FOLLOW UP OF PROCESSES USED AS OF AUGUST 2019 AUDIT REPORT**

Resource Name	Purpose	Changes Since August 2019	Evidence Examined/Work Performed to Support/Refute August 2019 Conclusion
FACILITIES, PLANNING USE, & CONSTRUCTION			
<i>Construction Project Delivery Option Selection Process Map</i>	Process flow used to determine delivery options for construction projects including whether work can be conducted in-house.	Tool currently not being used. Replaced with the Simplified Contract Acquisition Selection Procedure (SCASP), since August 2019. See Figure 3-1.1 in this 2020 Follow Up Report.	Verified through survey responses, review of the completed SCASP process flow map used for two projects, and a follow up meeting that the resource is being used. The SCASP process flow map is used to determine optimal contractor selection to implement a specific construction/repair project estimated under \$1.8 million. Projects over \$1.8 million on initial estimate should be procured via separate construction contracts (versus existing continuing service AE design contract). This process is assessed as adequate because it represents a formal evaluation of using existing continuing service agreements versus alternatively bidding for new contractors to perform a project. Therefore, MJ determined that the SCASP adequately meets the alternative sourcing objectives.



Resource Name	Purpose	Changes Since August 2019	Evidence Examined/Work Performed to Support/Refute August 2019 Conclusion
<i>Professional Services Selection Matrix</i>	Florida’s Consultants’ Competitive Negotiations Act (CCNA) guidelines are included in the professional services selection matrix.	No changes. The District continues to use this process.	Reviewed an example of the blank form noting that the report format has not changed. Also reviewed one example of the evaluation committee’s summary of the bid tabulations dated June 26, 2020, using the criteria on the form and the subsequent recommendation to the Board on August 4, 2020. Also determined through survey responses and follow up meeting that the resource is still being used in the same manner as was being done in August 2019.
SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING			
<i>Technology: Project Management Methodology Process Map</i>	Process map of steps in the project management methodology used to identify, source, and manage technology initiatives.	No changes. The District continues to use this process.	Determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019.
<i>Security: Florida Safe School Assessment Tool (FSSAT)</i>	The Florida Safe School Assessment Tool is used to evaluate in-house services and activities including school security and school police staffing. The assessment of safety vulnerabilities is required to be completed by each individual school annually.	No changes. The District continues to use this process.	Reviewed an example of a completed FSSAT Assessment Report for one school dated July 27, 2020, and reviewed the Florida Department of Education’s Project Award Notification for a Safety and Security of School Buildings grant. Also determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019.

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.

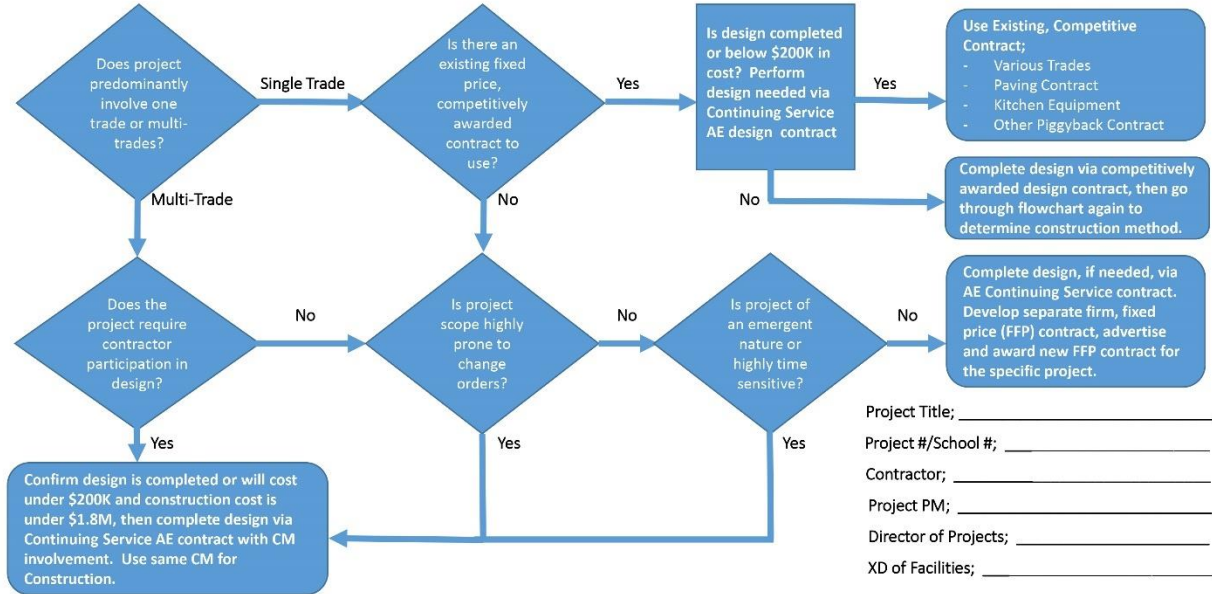


FIGURE 3-1.1
SIMPLIFIED CONTRACT ACQUISITION SELECTION PROCEDURE

Simplified Contract Acquisition Selection Procedure – Office of Facilities Design, Construction, and Contracts – Aug 2019 Version

*Purpose: To enable selection of most cost efficient, effective, and timely acquisition method possible to implement a specific construction/repair project.
Boundary: Only for projects beyond the technical capability or available capacity of in-house shop forces and under \$1.8M construction for initial estimate and \$2M for final cost. Projects over \$1.8M construction on initial estimate should be procured via separate construction contracts.*

[SharePoint > Facilities Engineering > Admin > All Forms](#)



Source: Duval County School District Staff.

C. 2020 Follow Up Conclusion

MJ inquired about whether the processes upon which the conclusions in our August 2019 report were based, were still being used to determine whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services.

To validate the District’s responses, we examined recent examples of supporting documents and determined that their purpose and use had not changed from when we reviewed them during the initial audit, with one exception. The Construction Project Delivery Option Selection Process form is no longer used but was replaced with the Simplified Contract Acquisition Selection Procedure, which represents a formal evaluation and documentation of using in-house versus alternative methods of providing services.

Accordingly, based upon the follow up work performed related to Subtask 3.1, no changes occurred since the August 30, 2019, report that would result in a rating downgrade. Therefore, this subtask continues to be “Met”.



SUBTASK 3.2 – Determine whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and determine the reasonableness of their conclusions.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in its August 30, 2019, performance audit report for two of the three subsections Facilities Planning, Use, and Construction and Security and Technology Equipment Purchasing. Facilities Leasing & Debt Servicing was not relevant to this subtask and therefore was not evaluated.

Based on our 2019 work, there were no issues or concerns related to whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved. Therefore, we determined that Subtask 3.2 was “Met” for both subsections.

This conclusion was based on the fact that the District used the Overall Project Status Report, Annual Project Status Report, and Contractor Application for Payment Checklist to assess contracted and/or privatized services. For security/technology, the Project Management Methodology and periodic review meetings with contract service providers were used. We deemed those tools to be adequate for the intended purpose.

B. 2020 Follow Up Procedures

To determine whether district management continues to use the same resources, we developed a questionnaire listing the resources and inquired whether they are still being used. MJ used the responses from the questionnaire, along with supporting documentation provided by the District, for the follow up assessment. Our August 30, 2019 conclusion was based on our assessment that these methods were adequate regarding whether program administrators assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved.

Figure 3-3 provides an overview of the resources the District was using at the time we issued the August 2019 report. The figure demonstrates that these resources or similar resources continue to be used and deemed adequate.



**FIGURE 3-3
FOLLOW UP OF PROCESSES USED AS OF AUGUST 2019 AUDIT REPORT**

Resource Name	Purpose	Changes Since August 2019	Evidence Examined/Work Performed to Support/Refute August 2019 Conclusion
FACILITIES, PLANNING USE, & CONSTRUCTION			
<i>Project Status Report – Overall</i>	Report used during management’s construction project and maintenance work order status meetings to discuss internal and contractors’ performance.	No changes. The District continues to use this process.	Reviewed example of a 2020 Project Status Report and determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019.
<i>Annual Project Status Report</i>	Report used during management’s construction project and maintenance work order status meetings to discuss internal and contractors’ performance.	No changes. The District continues to use this process.	Reviewed an example of the Annual Project Status Report as of July 9, 2020 which includes the contractor’s name and project completion status and comments such as “contractor has submitted close out paperwork.” Also determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019.
<i>Contractor Application for Payment Checklist</i>	Checklist to assess contractor services and verify performance and effectiveness before invoice payments are made. This tool is adequate as it formally indicates that program administrators review the performance of contracted and/or privatized services.	No changes. The District continues to use this process.	Reviewed a completed Contractor Application for Payment Checklist and Application and Certificate for Payment approved on August 4, 2020 by the Architect/Engineer. Documents include the purchase order and invoice to verify amounts. Also determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019.
SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING			
<i>Technology Project Management Methodology</i>	Methodology steps require project managers to monitor effectiveness and costs. Procedures include to compare deliverables to project plan, budget and requirements; conduct weekly status meetings; and report performance metrics and project logs.	No changes. The District continues to use this process.	Determined through survey responses and follow up meeting that the process methodology is still being used in the same manner as was being done in August 2019.

Source: MJ Performance Audit of The School District of Duval County Florida, August 2019 and Follow Up Information.



C. 2020 Follow Up Conclusion

MJ inquired about whether the processes upon which the conclusions in our August 2019 report were based, were still being used to determine whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved.

To validate the District's responses, we examined recent examples of supporting documents and determined that their purpose and use had not changed from when we reviewed them during the initial audit.

Accordingly, based upon the follow up work performed related to Subtask 3.2, no changes have occurred, since the August 30, 2019, report that would result in a rating downgrade. Therefore, this subtask continues to be "Met".

SUBTASK 3.3 – Determine whether program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in its August 30, 2019, performance audit report for two (2) of the three (3) subsections Facilities Planning, Use, and Construction and Security and Technology Equipment Purchasing. Facilities Leasing & Debt Servicing was not relevant to this subtask and therefore was not evaluated.

Based on our 2019 work, there were no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services. Therefore, we determined that Subtask 3.3 was "Met" for both subsections.

This conclusion was based on the fact that the District reviewed work backlog and budgets to determine the need for service delivery method changes. For security/technology, the District evaluated options such as using student interns and off-duty Jacksonville Sheriff's Office officers for optional service delivery methods. We deemed those methods to be adequate for the intended purpose.

B. 2020 Follow Up Procedures

To determine whether district management continues to use the same resources, we developed a questionnaire listing the resources and inquired whether they are still being used. MJ used the responses from the questionnaire, along with supporting documentation provided by the District, for the follow up assessment. Our August 2019 conclusion was based on our assessment that these methods were adequate regarding whether program administrators



made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services.

Figure 3-4 provides an overview of the resources the District was using at the time we issued the August 2019 report. The figure demonstrates that these resources or similar resources continue to be used and deemed adequate.

**FIGURE 3-4
FOLLOW UP OF PROCESSES USED AS OF AUGUST 2019 AUDIT REPORT**

Benefit to the District & Basis of Conclusion Service Delivery Method Change	Changes Since August 2019	Evidence Examined/Work Performed to Support/Refute August 2019 Conclusion
FACILITIES, PLANNING USE, & CONSTRUCTION		
<p>Management outsourced construction projects to reduce departmental costs, prioritize the work order backlog, and better utilize the Design and Construction Services budget.</p>	<p>No changes. The District continues to use this process.</p>	<p>Determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019. In addition, the sample of projects tested in Subtask 1.6 represent outsourced construction-related projects.</p>
SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING		
<p><u>Information Technology</u> Management evaluated the cost-benefit of using contractors versus in-house employees and determined it was cost beneficial to use in-house employees.</p>	<p>No changes. The District continues to use this process.</p>	<p>Determined by review of list of former contractors hired and through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019.</p>
<p>Management evaluated the cost-benefit of using interns to augment the technical staff for maintenance and deployment of hardware/software and found that it was a viable solution.</p>	<p>No changes. The District continues to use this process.</p>	<p>Determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019.</p>
<p>Management evaluated the cost-benefit of leasing as a viable option for acquiring technology equipment and determined that it was the best solution. The District used the RFP process to select a technology solutions provider.</p>	<p>No changes. The District continues to use this process</p>	<p>Reviewed various lease agreements for laptops and other hardware and software approved by the Board on August 4, 2020. Determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019. In addition, in August 2020 as a result of the COVID-19 impact, management plans to lease student laptops to further support Distance Learning.</p>



Benefit to the District & Basis of Conclusion Service Delivery Method Change	Changes Since August 2019	Evidence Examined/Work Performed to Support/Refute August 2019 Conclusion
<p><i>Security</i> Management evaluated the cost-benefit of using off-duty Jacksonville Sheriff’s Office officers to provide security for the district and schools’ special events versus in-house employees. Determined that this was the best solution.</p>	<p>No changes. The District continues to use this process.</p>	<p>Determined through review of the cost benefit analysis and survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019</p>

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.

C. 2020 Follow Up Conclusion

MJ inquired about whether the processes upon which the conclusions in our August 2019 report were based, were still being used to determine whether program administrators have made changes to service delivery methods when their evaluations/ assessments found that such changes would reduce program cost without significantly affecting the quality of services.

We examined various lease agreements for laptops and other hardware and software to validate that the District continues to assess the cost-benefit of leasing as a viable option for acquiring technology equipment.

Accordingly, based upon the follow up work performed related to Subtask 3.3, no changes have occurred, since the August 30, 2019, report that would result in a rating downgrade. Therefore, this subtask continues to be “Met” as of the date of this report.

SUBTASK 3.4 – Identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other school districts, etc.).

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in its August 30, 2019, performance audit report for two (2) of the three (3) subsections Facilities Planning, Use, and Construction and Security and Technology Equipment Purchasing. Facilities Leasing & Debt Servicing was not relevant to this subtask and therefore was not evaluated.

Based on our 2019 work, there were no issues or concerns related to identifying possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services. Therefore, we determined that Subtask 3.4 was “Met” for both subsections.



This conclusion was based on the fact that the District was considering the use of an outside security service provider at a reduced cost and an Energy Management and Control System for facilities with outdated or complex systems. We deemed these tools to be adequate for the intended purpose.

B. 2020 Follow Up Procedures

To determine whether district management continues to use the same processes, we developed a questionnaire listing the processes and inquired whether they are still being used. The MJ Team used the responses from the questionnaire, along with supporting documentation provided by the District, for the follow up assessment. Our conclusion in the 2019 audit report was based on our assessment that these processes were adequate regarding identifying possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services.

Figure 3-5 provides an overview of the processes the District was using at the time we issued the August 2019 report. The figure demonstrates that these methods continue to be used and are deemed adequate.

**FIGURE 3-5
FOLLOW UP OF PROCESSES USED AS OF AUGUST 2019 AUDIT REPORT**

Description of Process	Changes Since August 2019	Evidence Examined/ Work Performed to Support/Refute August 2019 Conclusion
FACILITIES, PLANNING USE, & CONSTRUCTION		
<p>Ongoing Alternative Service Delivery Process—The District is a member of the Council of Great City Schools (CGCS) which performs an annual benchmark study of the operations of large urban school districts nationally. Benchmarking with CGCS is an adequate resource to identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs.</p>	<p>No changes. The District continues to use this process.</p>	<p>Determined through survey responses and follow up meeting that the process is still being used in the same manner as was being done in August 2019.</p>
<p>Opportunity to Expand Alternative Service Delivery — Some schools do not have an Energy Management and Control System (EMCS) or it is outdated and difficult to maintain. The installation or upgrade of an EMCS is an example of identifying alternative service delivery methods that have the potential to significantly reduce cost.</p>	<p>Management indicated that the District’s newly constructed Data Center is in the process of adding an EMCS energy and performance management system.</p>	<p>Reviewed the recommendation included in the June 16, 2020 Board meeting agenda to authorize funds for capital projects including replacing some obsolete school-wide EMCS.</p>



Description of Process	Changes Since August 2019	Evidence Examined/ Work Performed to Support/Refute August 2019 Conclusion
SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING		
<p><i>Ongoing Alternative Service Delivery Process</i>—The District is a member of the Council of Great City Schools (CGCS) which performs an annual benchmark study of the operations of large urban school districts nationally.</p>	<p>No changes. The District continues to benchmark its operations using CGCS data. In addition, the Chief Information Officer served on the IT Task for CGCS to address challenges in organizational structure, systems, instruction, and technology instruction as a result of COVID-19. The District’s CIO obtained recommendations from other school districts as well.</p>	<p>Reviewed the CGCS report Guidelines for Supporting Technology-based Learning Environments dated July 2020 which listed all participating school districts.</p>
<p><i>Opportunity to Expand Alternative Service Delivery</i> — The use of an outside security service provider on the State of Florida Term Contract could provide required additional security staff at a reduced cost. This is an example of the District identifying possible opportunities for alternative service delivery methods that have the potential to reduce program costs.</p>	<p>Management indicated that in Senate Bill 7030, the option to use private armed security in schools was created. After evaluating this option and performing a cost/ benefits analysis, a decision was made to continue the contract arrangement with the Jacksonville Sheriff’s Office (JSO) for police officer presence in the schools where the Duval County School Police were unable to staff.</p>	<p>Reviewed the Legislature’s changes to 1006.12, F.S., which authorizes contracting with a security agency to employ school security guards. Reviewed the cost/benefit analysis section showing the calculation of the cost for private armed security versus the continued use of JSO’s staff.</p>

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.

C. 2020 Follow Up Conclusion

MJ inquired about whether the processes upon which the conclusions in our August 2019 report were based — were still being used to identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services.

To validate the District’s responses, we examined recent examples of supporting documents and determined that their purpose and use had not changed from when we reviewed them during the initial audit.

Accordingly, based upon the follow up work performed related to Subtask 3.4, no changes have occurred since the August 30, 2019, report that would result in a rating downgrade. Therefore, this subtask continues to be “Met”.

Overall Research Task 3 Conclusion: Based upon the follow up work performed, and conclusions reached in the four (4) subtasks, we deem overall that MJ’s conclusion from the August 30, 2019, report remains unchanged and this research task continues to be Met.



RESEARCH TASK 4

GOALS, OBJECTIVES, AND PERFORMANCE MEASURES USED BY THE PROGRAM TO MONITOR AND REPORT PROGRAM ACCOMPLISHMENTS.

FINDING SUMMARY – Overall, the Duval County School District Partially Meets Task 4.

Based on the follow up work performed related to the three subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Partially Meets. Program objectives documented in the District’s Operations Plan and Technology Plan align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and as a result, it is unclear whether they can be achieved within budget. Although the District maintains various project status reports and uses the performance measures reported by the Council of the Great City Schools, the District did not provide a standard management report by project which demonstrates that cost and timing variances are monitored and reported. Comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment.

ANALYSIS RESULTS & CONCLUSION

SUBTASK 4.1 – Review program goals and objectives to determine whether they are clearly stated, measurable, can be achieved within budget, and are consistent with the school district's strategic plan.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for the two (2) subsections Facilities Planning, Use, and Construction and Security and Technology Equipment Purchasing. Facilities Leasing & Debt Servicing was not relevant to this subtask and therefore was not evaluated.

Based on our 2019 work, the MJ Team found that while goals and objectives were identified, some were not measurable. This conclusion was based on the results of our review of District’s program goals and objectives for consistency with the District’s strategic plan. Therefore, we determined that Subtask 4.1 was “Partially Met”.

B. 2020 Follow Up Procedures

To determine whether the District implemented the recommendation to develop and document program objectives which are measurable and can be achieved within budget, we submitted a questionnaire regarding the status of actions taken. MJ used the responses from the questionnaire, along with supporting documentation provided by the District, to determine if recommendations were implemented. **Figure 4-1** provides an overview of the status of the



recommendations issued the August 2019 report. The figure demonstrates that the recommendations were not implemented based on the lack of supporting documentation.

FIGURE 4-1
STATUS OF THE RELEVANT RECOMMENDATION IN AUGUST 2019 AUDIT REPORT

2019 MJ Recommendation	2020 Follow Up Procedures	2019 Recommendation Implementation Status	2019 Recommendation Fully Implemented?
Facilities Planning, Use and Construction			
Develop and document program objectives which are measurable and can be achieved within budget.	Requested documentation supporting the status of implementing the recommendations.	No changes implemented.	No
Security and Technology Equipment Purchasing			
Develop and document program objectives which are measurable and can be achieved within budget.	Requested documentation supporting the status of implementing the recommendations.	No changes implemented.	No

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.

C. 2020 Follow Up Conclusion

Based on our review, no changes were implemented. Accordingly, based upon the follow up work performed related to Subtask 4.1, no changes have occurred since the August 30, 2019, report that would result in a rating upgrade. Based on the follow up work performed, we determined that the District has not implemented the recommendation (or an acceptable alternative). Therefore, Subtask 4.1 remains “Partially Met”.

RECOMMENDATION 4.1

Develop and document program objectives which are measurable and can be achieved within budget.

SUBTASK 4.2 – Assess the measures, if any, the District uses to evaluate program performance and determine if they are sufficient to assess program progress toward meeting its stated goals and objectives.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report for the two (2) subsections Facilities Planning, Use, and Construction and Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing. Facilities Leasing & Debt Servicing was not relevant to this subtask and therefore was not evaluated.



Based on our 2019 work, the MJ Team found that while some performance measures are used, reports did not adequately document basic performance measures including costs and schedule variances. This conclusion was based on our review of documented performance measures and key performance indicators. Therefore, we determined that Subtask 4.2 was “Partially Met”.

B. 2020 Follow Up Procedures

To determine whether the District implemented the recommendation to develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates, we submitted a questionnaire regarding the status of actions taken. MJ used the responses from the questionnaire, along with supporting documentation provided by the District to determine if recommendations were implemented. **Figure 4-2** provides an overview of the status of the recommendations issued the August 2019 report. The figure demonstrates that the recommendations were not implemented.

**FIGURE 4-2
STATUS OF THE RELEVANT RECOMMENDATION IN AUGUST 2019 AUDIT REPORT**

2019 MJ Recommendation	2020 Follow Up Procedures	2019 Recommendation Implementation Status	2019 Recommendation Fully Implemented?
Facilities Planning, Use and Construction			
Develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.	Requested documentation supporting the status of implementing the recommendations.	No changes implemented.	No
Security and Technology Equipment Purchasing			
Develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.	Requested documentation supporting the status of implementing the recommendations.	No changes implemented.	No

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.



C. 2020 Follow Up Conclusion

Based on our review, no changes were implemented. Accordingly, based upon the follow up work performed related to Subtask 4.2; no changes have occurred since our August 30, 2019 report that would result in a rating upgrade. Based on the follow up work performed, we determined that the District has not implemented the recommendation (or an acceptable alternative). Therefore, Subtask 4.2 remains “Partially Met”.

RECOMMENDATION 4.2

Develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.

SUBTASK 4.3 – Evaluate internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.

A. 2019 Assessment

MJ did not divide Subtask 4.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s processes for the internal control environment is universal and applies to all three (3) areas.

Based on our 2019 work, the MJ Team found that while some internal controls were implemented, the environment could be strengthened by enhancing documented policies and procedures and transferring the purchasing function from the facilities division. This conclusion was based on the review of various policies and procedures that were not recently updated. Therefore, we determined that Subtask 4.3 was “Partially Met”.

B. 2020 Follow Up Procedures

To determine whether the District implemented the recommendation to develop detailed administrative procedures to strengthen internal controls. We submitted a questionnaire regarding the status of actions taken. MJ used the responses from the questionnaire, along with supporting documentation provided by the District to determine if recommendations were implemented. **Figure 4-3** provides an overview of the status of the recommendations issued the August 2019 report. The figure demonstrates that the recommendations were partially implemented.



**FIGURE 4-3
STATUS OF THE RELEVANT RECOMMENDATION IN AUGUST 2019 AUDIT REPORT**

2019 MJ Recommendation	2020 Follow Up Procedures	Implementation Status	Recommendation Fully Implemented?
<p><i>Develop detailed administrative procedures to strengthen internal controls.</i></p>	<p>Requested documentation supporting the status of implementing the recommendations.</p>	<p>Updated and created additional Facilities Standard Operating Procedures (SOP) which strengthened internal controls over procedures. Purchasing procedures have been revised to include a formalized process for obtaining procurement review and authorization from the Purchasing Department for all contracts flowing through the Office of General Counsel or the Office of Policy & Compliance.</p>	<p>Partially. Received draft SOP pages without a cover, table of contents, signature, date and other pages of the SOP. Sections in the draft SOP include: Contract Acquisition Selection Procedure; Contract Time Extension; Creating Electronic Project Folders; and Project Status Report Procedure</p>
<p><i>Also, consider revising the organizational structure to require the purchasing director to report to Finance management.</i></p>	<p>Requested documentation supporting the status of implementing the recommendations.</p>	<p>Purchasing Director moved to report to Policy & Compliance. This is a compliance function that reports to the superintendent versus a finance function. The function is separate from Operations. The position formerly reported to the executive director Facilities Planning and the executive director reports to the assistant superintendent Operations.</p>	<p>Yes</p>

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.



C. 2020 Follow Up Conclusion

Based on our review, the District transferred the purchasing function from the facilities division and prepared drafts of updated standard operating procedures without examples of checklists, forms, and other supporting documentation. Accordingly, based upon the follow up work performed related to Subtask 4.3, although improvements have been made, insufficient documentation of changes relative to policies and procedures have occurred since our August 30, 2019 report that would result in a rating upgrade. Based on the follow up work performed, we determined that the District has not implemented the recommendation (or an acceptable alternative). Therefore, Subtask 4.3 remains “Partially Met”.

RECOMMENDATION 4.3

Develop detailed administrative procedures to strengthen internal controls.

Overall Research Task 4 Conclusion: Based on the follow up work performed related to the three (3) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Partially Meets.



RESEARCH TASK 5

THE ACCURACY OR ADEQUACY OF PUBLIC DOCUMENTS, REPORTS, AND REQUESTS PREPARED BY THE SCHOOL DISTRICT WHICH RELATE TO THE PROGRAM.

FINDING SUMMARY – Overall, the Duval County School District Meets Task 5.

Based on the follow up work performed related to the five subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Meets. The District continues to use its website as its primary communications vehicle to disseminate important financial and non-financial information to the public. Examples of information located on the website include the Comprehensive Annual Financial Report, which highlights information such as the organizational chart, general fund statement of revenues and expenditures, and information regarding the District's facilities leasing and debt service arrangements. The District continues to use data analytics to evaluate website and social media content and its SCoPE on-line survey results to enhance strategies to improve districtwide communications. District management noted that the same processes to ensure program performance and cost data are accurate and complete are still used by financial and operations staff that were included in our last report. The District provided examples of taking timely actions to correct erroneous information and since the August 2019 report, has implemented the recommendation to develop a procedure to correct erroneous/incomplete information that has been provided to the public.

RESEARCH SUBTASK ANALYSIS AND CONCLUSIONS

SUBTASK 5.1 – Assess whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report. MJ did not divide Subtask 5.1 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories because the District's process to ensure that the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public is universal and applies to all three (3) areas.



Based on our 2019 work, MJ had no issues or concerns related to whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public. The District had a variety of financial and non-financial information posted on its website such as the annual financial report, budget guidelines and annual budget, monthly financial statements, master facility plan and various news releases. Therefore, we determined that Subtask 5.1 was “Met”.

B. 2020 Follow Up Procedures

To determine whether District management continues to make these reports available to the public, we developed a questionnaire listing the reports and inquired as to whether they are still being used. (See below). The MJ Team also validated that the documents below are posted on the District’s website.

1. Are the current versions of the following reports available for public view on the website? District Response “Yes”

Comprehensive Annual Financial Report (CAFR), Fiscal Year Ended June 30, 2019

Duval County Public Schools 2020-2021 Budget Guidelines

Monthly Budgets

Monthly Financial Statements

Annual Financial Report of Unweighted Full-time Equivalent (UFTE)

Debt Management Website Link

A Bold Plan for DCPS, Master Facility Plan, 2018

2. Does District management continue to use these reports on a regular basis?

The District’s response was “Yes” for all reports.

3. Has District management modified the nature and frequency of usage?

The District’s response was “No” for all reports.

4. Has District management discontinued usage of these reports?

The District’s response was “No” for all reports.

5. Has District management replaced with other reports or information?

The District’s response was “No” for all reports.

C. 2020 Follow Up Conclusion

Based upon the follow up work performed related to Subtask 5.1, the District has continued to provide useful, timely, and accurate information to the public for financial and non-financial information systems pertaining to the program. Therefore, Subtask 5.1 continues to be “Met”.



SUBTASK 5.2 – Review available documents, including relevant internal and external reports that evaluate the accuracy or adequacy of public documents, reports, and requests prepared by the District related to the program.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report. Based on our 2019 work, MJ had no issues or concerns regarding the accuracy or adequacy of public documents, reports, and requests prepared by the District related to the program. MJ did not divide Subtask 5.2 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories because the District’s process to review relevant internal and external reports that evaluate the accuracy/adequacy of public documents, reports, and requests prepared by the District is universal and applies to all three (3) areas.

The District demonstrated the use of data analytics and the deployment of an on-line survey that compared internal responses to national survey responses to develop a long-term Communications Plan. The on-line survey was deployed by the School Communication Performance Evaluation (SCoPE) program, which partners with the National School Public Relations Association. SCoPE provides easy-to-understand data to evaluate school district communications strategies so that the results can be used to make improvements where needed.

The District used the SCoPE survey results to target and strengthen communications to stakeholders based on feedback. In addition to the survey results, qualitative information derived from a series of internal focus groups conducted with parents and staff and independent interviews with community leaders was also incorporated into the strategic communication plan.

Based on our 2019 work, MJ had no issues or concerns regarding the accuracy or adequacy of public documents, reports, and requests prepared by the District related to the program. Therefore, we determined that Subtask 5.2 was “Met”.

B. 2020 Follow Up Procedures

To determine whether District management continues to use data analytics and the survey results to strengthen communications practices, we developed a questionnaire requesting information regarding how and if both data sources are still being used.

The District responded that no changes have been made to its Communications Plan. Updated data analytics reports demonstrating that website and social media usage continue to be monitored. The District has continued to use existing SCoPE survey responses to strengthen communications practices and plans to conduct another SCoPE survey in 2021 to measure the Communication’s Plan impact.



C. 2020 Follow Up Conclusion

Based upon the follow up work performed related to Subtask 5.2, the District has continued to use data analytics to evaluate the accuracy and adequacy of its website and social media postings. Additionally, the District uses its Communications Plan and SCoPE survey results to refine communications strategies regarding the accuracy and adequacy of information provided to the public. Therefore, Subtask 5.2 continues to be “Met”.

SUBTASK 5.3 – Determine whether the public has access to program performance and cost information that is readily available and easy to locate.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report. MJ did not divide Subtask 5.3 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories because readily available and easily locatable public access to program performance and cost information is universal and applies to all three (3) areas.

Based on our 2019 work, the MJ Team revealed no issues or concerns related to the availability and accessibility of program performance and cost information that is provided to the public. The District provided a variety of management reports that contained program performance and cost information on its website and we deemed those reports to be adequate for the intended purpose. Sample reports included: the 2019-2020 Proposed Budget – Snapshot; Design and Construction Services’ Webpage; Detailed project Status Report; 2018-2019 Five-Year Long-Range Capital Plan; and the Duval Half Penny Surtax Webpage. These reports provided specific examples of performance and cost information, which were summarized and updated monthly and posted on the District’s website. Therefore, we determined that Subtask 5.3 was “Met”.

B. 2020 Follow Up Procedures

To determine whether district management continues to use the reports, the MJ Team used the responses from the questionnaire we developed, along with supporting documentation provided by the District to determine whether management reports containing program and cost information continue to be available and easy to locate on the District’s website.

MJ inquired about whether the management reports upon which the conclusions in our August 2019 report were based, were still being placed on the District’s website for the public to access. The District’s response was “Yes” for all reports. To validate the District’s response, we examined recent examples of such reports and determined that their purpose and use had not changed from when we reviewed them during the initial audit.

The District provided a Public Project Status Report (PSR) which is posted every six months to the website homepage. The District last posted a Public PSR dated February 6, 2020 and is



scheduled to post a new Public PSR in January 2021 and will begin reporting on a January/July cycle thereafter.

C. 2020 Follow Up Conclusion

Based on the follow-up work performed, the District demonstrated that pertinent program performance and cost information is still maintained on the District's website and updated information has been added. Therefore, Subtask 5.3 continues to be "Met".

SUBTASK 5.4 – Review processes the program has in place to ensure to ensure the accuracy and completeness of any program performance and cost information provided to the public.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report. MJ did not divide Subtask 5.4 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories because the District's processes to ensure the accuracy and completeness of any program performance and cost information provided to the public are universal and apply to all three (3) areas.

Based on our 2019 work, the MJ Team identified no issues or concerns related to whether processes were in place to ensure the accuracy/completeness of program performance and cost information. The District demonstrated that it had clear "checks and balances" in place related to its accounting and reporting procedures that ensured data reported to the public was accurate. Therefore, we determined that Subtask 5.4 was "Met".

B. 2020 Follow Up Procedures

To determine whether district management continues to use these processes, we developed a questionnaire and inquired whether processes to check data accuracy are still being used. MJ used the responses from the questionnaire provided by the District to determine whether management reports and data that program administrators use on a regular basis continues to be adequate to monitor program performance and cost.

The District reported that the same accounting processes are still in place. The most recent Comprehensive Annual Financial Report (CAFR) is available on the District's website <https://dcps.duvalschools.org/domain/11226>. Upon review of the management comments in the reports, no deficiencies regarding incorrect or inaccurate information were noted.



C. 2020 Follow Up Conclusion

The District's response indicating that the same processes to ensure accuracy and completeness of data are still in place and financial reports such as the annual CAFR has been completed and posted for the current year, with no deficient information noted. Therefore, Subtask 5.4 continues to be "Met".

SUBTASK 5.5 – Determine whether the program has procedures in place that ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the school district and that these procedures provide for adequate public notice of such corrections.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report. MJ did not divide Subtask 5.5 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories because the District's process to ensure that reasonable and timely actions are taken to correct erroneous/incomplete information provided to the public is universal and applies to all three (3) areas.

Based on our 2019 work, the MJ Team found that while the District provided examples of taking timely actions to correct erroneous and/or incomplete information, no formal procedures were in place to: (1) document the process/procedure that should be followed, (2) ensure all appropriate staff are knowledgeable of the process/procedure, and (3) to ensure consistency. Accordingly, this subtask was "Partially Met".

B. 2020 Follow Up Procedures

To determine whether the District still corrects information timely and developed a written procedure as recommended, we submitted a questionnaire and requested that current practices be documented. MJ used the responses from the questionnaire, along with supporting documentation provided by the District, to determine if corrections continue to be made timely and whether written procedures were developed. The MJ Team recommended that written procedures be developed to provide formal guidelines for correcting information. Written procedures are useful to ensure processes are documented and followed when employee absences, turnover, or retirements occur.

The MJ Team was provided with a copy of the newly developed written procedure which provides evidence that there is a documented process in place to ensure corrections are made to published data timely when errors are made. We were also provided with a training schedule that demonstrates how the District plans to educate staff on the new procedure.



C. 2020 Follow Up Conclusion

Based on our review, the newly developed written procedure is adequate to ensure that the District has specific, written guidelines in place that staff members can follow when incorrect/erroneous information is provided to the public. Based on the follow up work performed, we determined that the District implemented the recommendation and thereby addressed the deficiency identified in the August 2019 report. Accordingly, Subtask 5.5 has been upgraded to a “Met”.

Overall Research Task 5 Conclusion: Based on the follow up work performed related to the five (5) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a rating change from Meets.



RESEARCH TASK 6

COMPLIANCE OF THE PROGRAM WITH APPROPRIATE POLICIES, RULES, AND LAWS.

FINDING SUMMARY – Overall the Duval County School District Partially Meets Task 6.

Based on the follow up work performed related to the five subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a change to the rating of Partially Meets. The District continues to have a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies through its chief legal counsel, director of Government Relations, and executive director of Policy and Compliance. Program internal controls could be improved with detailed policies and procedures. The District lacks clarification of the status of maintaining sufficient documentation to confirm the implementation of audit findings. Program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations through board approved agenda items related to the surtax, the District's strategic plan outlining uses of the surtax, and working with the Jacksonville City council to have the referendum placed on the November 3, 2020 ballot. Although changes have occurred since the August 30, 2019, report, none would result in a rating downgrade. The District has processes to distribute funds to charter schools using written standard operating procedures; funding formulas; and automated clearing house payments, and there are mechanisms for charter schools to report how the funds are used through uploading their financial statements to the District's Charters.link web application where the District's charter school financial coordinators review them as well as procurement-related supporting documentation.

ANALYSIS RESULTS & CONCLUSION

SUBTASK 6.1 – Determine whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

A. 2019 Assessment

To address the requirements of this subtask, the MJ Team reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report. MJ did not divide Subtask 6.1 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories in the original report because the District's process to assess legal compliance is universal and applies to all three areas.



Based on our 2019 work, there were no issues or concerns related to this subtask, therefore, we determined that it was “Met”. This conclusion was based upon an examination of the roles and responsibilities of the key players who constitute the District’s process for ensuring legal compliance. These individuals occupy the following positions:

- **Chief Legal Counsel** – provides transactional and governance legal services to the District and reviews all contracts requiring board approval for compliance with legal requirements and board policy.
- **Director of Government Relations** – responsible for keeping board members, the superintendent, department heads, and other District stakeholders apprised of new or changes to federal, state, and local laws that may impact the District.
- **Executive Director of Policy and Compliance** – responsible for interpreting and updating board policies and ensuring that all policies comply with *Florida Statutes*. Also addresses student issues and reviews school contracts that can be approved by the superintendent but do not require board approval.

B. 2020 Follow Up Procedures

To determine if these positions were still operating in the District and whether there had been any changes in their roles or responsibilities since August 2019, MJ asked on the follow up audit questionnaire whether the positions still existed and whether the roles had changed. The District responded that there had been no changes in the positions or the roles. MJ reached out to each of the individuals currently in the positions to verify the District’s responses. The executive director of Policy and Compliance indicated that his responsibilities had expanded to include oversight of Purchasing; however, this change does not impact MJ’s August 2019 conclusion. No other exceptions were noted.

C. 2020 Follow Up Conclusion

Based upon the follow up work performed, the District continues to have a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies through its chief legal counsel, director of Government Relations, and executive director Policy and Compliance. No changes have occurred since the August 30, 2019, report that would result in a rating downgrade. Therefore, Subtask 6.1 continues to be “Met.”



SUBTASK 6.2 – Review program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.

A. 2019 Assessment

MJ did not divide Subtask 6.2 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories because the District’s internal control environment is universal and applies to all three areas.

Based on our 2019 work, the MJ Team found that there were issues regarding internal controls in the following three areas: (1) documentation of procedure manuals and timely revising board policies; (2) verifying implementation of internal and external audit recommendations; and (3) ensuring that the internal school board auditor function (which reports directly to Board) does not remain vacant for over one year.

B. 2020 Follow Up Procedures

To determine whether the District implemented the recommendation to document detailed procedure manuals, maintain appropriate supporting documentation of the implementation of audit recommendations, and ensure that the internal school board auditor (reports directly to Board) functions continue through outsourcing or other alternatives if vacancies occur.

We submitted a questionnaire regarding the status of actions taken. MJ used the responses from the questionnaire, along with supporting documentation provided by the District to determine if recommendations were implemented. **Figure 6-1** provides an overview of the status of the recommendations issued the August 2019 report. The figure demonstrates that the recommendations were partially implemented).

Figure 6-1

STATUS OF THE RELEVANT RECOMMENDATION IN AUGUST 2019 AUDIT REPORT

2019 MJ Recommendation	2020 Follow Up Procedures	2019 Recommendation Implementation Status	2019 Recommendation Fully Implemented?
<i>Document detailed procedure manuals.</i>	Requested documentation supporting the status of implementing the recommendations.	Facilities still maintains written policies and procedures on its website, which are outdated or not dated. According to District staff, the administrative procedures maintained on the Facilities’ website will be updated. All contracting functions were transferred to DCPS Purchasing department for consolidation of service and consistency of contract documentation. As such, the links on the Facilities website “List of Upcoming Bids	No



2019 MJ Recommendation	2020 Follow Up Procedures	2019 Recommendation Implementation Status	2019 Recommendation Fully Implemented?
		and Proposals” and “Professional Services Selection Booklets” will be removed and transferred to Purchasing’s website. Other sections including “Design Guidelines”, “Non-Technical Specification”, “Contractor Application for Payment Checklist”, and “Architect/ Engineer Project Close-Out Checklist will be reviewed, updated as applicable and dated.	
<i>Maintain appropriate supporting documentation of the implementation of audit recommendations.</i>	Requested documentation supporting the status of implementing the recommendations.	No changes implemented.	No
<i>Ensure that the internal school board auditor (reports directly to Board) functions continue through outsourcing or other alternatives if vacancies occur.</i>	Requested documentation supporting the status of implementing the recommendations.	<ol style="list-style-type: none"> 1. School internal audit plans were presented to the Board on September 10, 2019. 2. Internal audit reports were presented to the Board on December 10, 2019 and June 16, 2020. 3. A draft Internal Audit Manual is in progress. 4. The position of Executive Director, Board Internal Auditor, has been maintained and the incumbent has been in the position since February 2019. 	Yes

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.

In addition to reviewing examples of detailed procedures manuals, the MJ Team reviewed if a sample of Board policies were updated. While some board policies are revisited annually, the School Board conducts a review of all the board policies over a two-year rotation. This is to ensure that policies reflect current practices and legislative mandates. In some instances, policies must be updated prior to the scheduled review. All policy review subcommittee meetings are noticed, posted, and open to the public. Although policies are reviewed, the status log at the end of each policy documents the adoption or revision date; the last review date is



not documented. **Figure 6-2** presents an example of the documentation of the policy review process.

FIGURE 6-2
EXAMPLE OF BOARD POLICY REVIEW PROCESS

From: [Young, Sonita D.](#)
To: [Greene, Diana L.](#); [*All School Board Members-A](#)
Cc: [Mcduffie, Brian K.](#); [Chastain, Karen](#); [Schultz, Victoria N.](#); [Begley, Michelle G.](#); [Loehnert, Lisa B.](#); [Sparrow, Nena](#); [Mavcott, Cathy S.](#); [Burke, Lisa M.](#)
Subject: Policy Review Subcommittee Meeting - March 12 2019
Date: Friday, March 8, 2019 4:16:18 PM
Attachments: [Board Policy 6.33-Redline.docx](#)
[Board Policy 7.10 - Redline-Revised.docx](#)
[Board Policy 7.29 - Redline.docx](#)
[Board Policy 7.33 - Redline - Revised.docx](#)
[Board Policy 7.34 - Redline - Revised.docx](#)
[Board Policy 7.35 - Redline.docx](#)
[Board Policy 7.37 - Redline - Revised.docx](#)
[Board Policy 7.39-Redline - Revised.docx](#)
[Board Policy 7.44-Redline - Revised.docx](#)
[Board Policy 7.50-Redline - Revised.docx](#)
[Board Policy 7.54-Redline - Revised.docx](#)
[Board Policy 7.60-Redline - Revised.docx](#)
[Board Policy 7.67 - Redline-Update.docx](#)
[Board Policy 7.74 - Redline-3-7-19 - Revised Draft KMC.docx](#)
[Board Policy 7.83 - Gimenez Redline-Updated - BKM Edits-Review Edits.docx](#)
[Board Policy 7.64-Redline-Revised.docx](#)

Importance: High

Dr. Greene and Board Members,

In preparation for the Board Policy Subcommittee meeting on Tuesday, March 12th, attached are recommended changes to Chapter 7 of Board Policy. Additionally, proposed revisions to Board Policy 6.33 is provided for your consideration. Please let me know if you have any questions.

Chapter 7 – School Budget Systems

- 7.10 School Budget System
- 7.29 Debt Management
- 7.33 Advancements to School Internal Funds
- 7.34 Petty Cash Funds
- 7.35 Hospitality Promotion and Public Relation Funds
- 7.37 Investment Management
- 7.39 Bonded Personnell
- 7.44 Depositories, Depositing, Withdrawing and Transfer of Funds
- 7.50 Payroll Procedures
- 7.54 Travel Expense Reimbursement
- 7.60 Audits
- 7.64 Internal Controls
- 7.67 Antifraud
- 7.74 Purchases for Students
- 7.83 Sale, Transfer or Disposal of Property

Additional Policies

Source: School District's Policy & Compliance Office.



C. 2020 Follow Up Conclusion

Based on our review, the internal school board auditor position remains filled and audit plans and audit reports have been submitted. However, additional documentation is pending regarding policies and procedures and maintaining documentation to support implementation of audit recommendations. Accordingly, based upon the follow up work performed related to Subtask 6.2; insufficient changes have occurred since our August 30, 2019 report that would result in a rating upgrade. Based on the follow up work performed, we determined that the District has not implemented two of the three recommendations. Therefore, Subtask 6.2 remains “Partially Met”.

RECOMMENDATION 6.2

The District should document detailed procedure manuals for Facilities Planning, Use, and Construction and maintain appropriate supporting documentation of the implementation of audit recommendations.

SUBTASK 6.3 – Determine whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.

A. 2019 Assessment

MJ did not divide Subtask 6.2 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories because the District’s actions to address noncompliance are universal and apply to all three areas.

Based on our 2019 work, the MJ Team found that while some areas of noncompliance were addressed in a reasonable and timely manner, there were issues regarding the following areas: ensuring that schools timely responded to activity fund audits and documentation of corrective actions taken is maintained and comprehensive. School principals inconsistently responded to audit recommendations within ten (10) days as required by policy. Also, documentation supporting that responses were provided from the schools was inconsistent.

B. 2020 Follow Up Procedures

To determine whether the District implemented the recommendations from the August 2019 report, we submitted a questionnaire regarding the status of actions taken. MJ used the responses from the questionnaire, along with supporting documentation provided by the District to determine if recommendations were implemented. **Figure 6-3** provides an overview of the status of the recommendations issued the August 2019 report. The figure demonstrates that the recommendations were not implemented.



**FIGURE 6-3
STATUS OF THE RELEVANT RECOMMENDATION IN AUGUST 2019 AUDIT REPORT**

2019 Recommendation	2020 Follow Up Procedures	2019 Recommendation Implementation Status	2019 Recommendation Fully Implemented?
<p><i>Enforce Board Policy 7.60 requiring schools to respond to activity fund audits within 10 business days, and the Internal Audit Department should enhance follow up efforts including early reporting of noncompliant schools to the board audit committee.</i></p>	<p>Requested documentation supporting the status of implementing the recommendations.</p>	<p>Effective January 2020, the Regional Superintendents are provided a copy of the final audit report and are notified if the principal has prepared a response to the audit report or not. This action has resulted in some principals providing responses subsequent to the release of the final audit report. In order to obtain a response prior to the release of the final report, the following direction was provided by the Chief Financial Officer to the Director of Internal Audit: When the draft audit report is provided to the principal, the appropriate Regional Superintendent will be copied on the email and additional wording regarding Board Policy 7.60 will be included in the email to the principal. This action will be implemented after April 23, 2020.</p>	<p>Yes.</p> <ol style="list-style-type: none"> 1. Reviewed a draft audit report issued on 5/13/2020 which included the following reference. "Per Board Policy 7.60, each principal shall report in writing to the Director of Internal Auditing within ten (10) business days of receiving an audit report." 2. Reviewed the email distributing the final report on 6/1/2020 indicating that a response was not received. 3. The Regional Superintendent was included in the email distribution. 4. Reviewed the July 2020 presentation to the Audit Committee reporting on principals not responding to the school funds audit report recommendations.
<p><i>Corrective action plans and management responses should clearly explain the actions taken and reference the name and location of specific checklists and procedures developed or revised to implement the recommendation.</i></p>	<p>Requested documentation supporting the status of implementing the recommendations.</p>	<p>No changes implemented.</p>	<p>No</p>

Source: MJ Performance Audit of the School District of Duval County Florida, August 2019 and Follow Up Information.



In addition, the MJ Team reviewed the findings and recommendations in external audit reports issued since the August 2019 audit report. **Figure 6-4** provides management’s response and the implementation status of the recommendations. The figure demonstrates that one of the two recommendations was implemented since January 2020.

FIGURE 6-4
STATUS OF EXTERNAL AUDIT REPORT FINDINGS SINCE THE AUGUST 2019 AUDIT REPORT

Finding	Recommendation	Management’s Response	Implementation Status Per District Management
Comprehensive Annual Financial Report Auditor General State of Florida Fiscal Year Ended June 30, 2019, Report Dated January 29, 2020			
<p>Finding #2019-001 <i>District financial reporting procedures need improvement to ensure that account balances and transactions are properly reported.</i></p>	<p>Improve procedures to ensure that financial statement accounts and transactions are properly reported. Such procedures should include appropriate review of the financial statements before the AFR is finalized to detect and resolve such errors.</p>	<p>Existing procedures to prepare the financial statements will be reviewed to determine what enhancements to and additions to procedures are necessary to ensure that financial statement accounts and transactions are properly reported.</p>	<p>As indicated in the Management’s Corrective Action Plan (page 247 of 249 of the 2018-2019 Comprehensive Annual Financial Report), the anticipated completion date of the Planned Corrective Action will be September 2020, which is when the 2019-2020 Annual Financial Report is due to the Florida Department of Education.</p>
<p>Finding #2019-002 CNC <i>The district did not properly allocate interest earnings for the 2018-19 fiscal year from the District’s pooled cash and cash equivalent and investment accounts to the CNC food service program, resulting in questioned costs totaling \$60,826.</i></p>	<p>Document to the grantor that CNC food service program interest earnings totaling \$60,826 were used only for the operation or improvement of the program or these moneys should be restored to the CNC. The District should also provide employee training and effective supervisory oversight to ensure that interest earnings are properly allocated to the food service program as required.</p>	<p>This error occurred due to a lack of employee training and effective supervisory oversight. Existing procedures will be reviewed to determine what enhancements to and additions to procedures are necessary to ensure the error does not occur going forward.</p>	<p>As indicated in the Management’s Corrective Action Plan (page 247 of 249 of the 2018-2019 Comprehensive Annual Financial Report), the anticipated completion date of the Planned Corrective Action was February 2020 and has been completed.</p>

Source: External Audit Reports.



C. 2020 Follow Up Conclusion

Based on our review, the District improved processes to enforce Board Policy 7.60 requiring schools to respond to activity fund audits within ten business days. However, the documentation of corrective action plans and management responses requires implementation. One of the two recommendations in the January 2020 external audit report is not scheduled for implementation until September 2020. Another recommendation was implemented in February 2020. Accordingly, based upon the follow up work performed related to Subtask 6.3, insufficient changes have occurred since our August 30, 2019 report that would result in a rating upgrade. Based on the follow up work performed, we determined that the District implemented one (1) of the recommendations from our August 2019 report and thereby partially addressed the deficiency identified in the August 2019 report. Therefore, Subtask 6.3 remains “Partially Met”.

RECOMMENDATION 6.3

Maintain corrective action plans and management responses which explain the actions taken and reference the name and location of specific checklists and procedures developed or revised to implement the recommendation.

SUBTASK 6.4 – Determine whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations.

A. 2019 Assessment

To address the requirements of this subtask, MJ reviewed the analyses performed and conclusions reached in the August 30, 2019, performance audit report. MJ did not divide Subtask 6.4 into Facilities Planning, Use, and Construction; Security and Technology Equipment Purchasing; and Facilities Leasing & Debt Servicing categories in the original report because the determination of whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations is universal and applies to all three (3) areas.

Based on our 2019 work, there were no issues or concerns related to this subtask. MJ reviewed s. 212.055(6), *Florida Statutes*, school Agenda Item #47 from the board’s regular May 7, 2019, meeting regarding the surplus sales tax referendum, proposed City Ordinance 2019-380 calling for a special election on November 5, 2019, and certain sections of the City of Jacksonville’s Charter related to consolidated government. From this review, we determined that program administrators had taken reasonable and timely actions to determine whether planned uses of the surtax were in compliance with applicable state laws, rules, and regulations. Therefore, we determined that Subtask 6.4 was “Met”.



B. 2020 Follow Up Procedures

To determine if this was still the case, we developed a questionnaire and asked the District to describe any revisions, amendments, or updates, since August 2019, to the items examined in our August 2019 report. The district's responses are presented below.

1. ***City ordinances or actions*** – On April 14, 2020, city council approved the resolution to allow a November election for the sales surtax. On April 16, 2020, the mayor signed the resolution into law. The ordinance includes the sharing of sales surtax proceeds with the District's charter schools.
2. ***School board resolutions, actions, or agenda items*** – No changes, amendments, or updates.
3. ***Original sales surtax resolution*** – No changes, amendments, or updates. However, as noted in 1 above, the City ordinance, which placed the referendum on the ballot includes the sharing of sales surtax proceeds with the charter schools.
4. ***Planned uses of the surtax funds*** – No changes, amendments, or updates.
5. ***Superintendent's master plan recommendations*** – On April 9, 2020, the governor signed legislation that requires a proportionate share of school surtax funding to go to charter schools. This action did not alter the master plan, which the District developed based on facility needs. The requirement to share sales surtax funds with charter schools will not change such needs. These needs will exist whether or not funds are shared with the charters. As capital projects are completed, the District anticipates that other capital funds will be available to eliminate any gap in funding caused by sales surtax fund sharing.

To verify the District's responses to questions for Subtask 6.4, MJ examined City of Jacksonville Ordinance 2020-161-E noting that it called for a referendum on November 3, 2020, to allow voters to determine whether to allow the County to levy a ½ cent sales tax to fund the District's capital needs. The ordinance provides that charter schools would receive a proportionate share of the funds. MJ also reviewed CS/HB 7097 noting that it required a sharing of surtax funds with charter schools.

C. 2020 Follow Up Conclusion

Based upon the follow up work performed, program administrators took reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations through board approved agenda items related to the surtax, the District's strategic plan outlining uses of the surtax, and working with the Jacksonville City council to have the referendum placed on the November 3, 2020 ballot. Although changes have occurred since the August 30, 2019, report related to the requirement for the District to share sales surtax funds with its charters schools, no changes have occurred with this subtask that would result in a rating downgrade. Therefore, Subtask 6.4 continues to be "Met."



SUBTASK 6.5 – Determine whether the school district has processes to distribute funds to district charter schools and mechanisms for charter schools to report how the funds are used.

On April 9, 2020, Florida’s governor signed legislation requiring sales surtaxes to be shared proportionately with charter schools. Accordingly, Subtask 6.5 has been added to the performance audit criteria.

To address the requirements of this subtask, the MJ Team requested and reviewed information to assess processes and procedures used to ensure charters schools receive their proper and accurate share of sales surtax funds.

In 1973, The Florida Legislature enacted the Florida Education Finance Program (FEFP), which is the primary mechanism for funding Florida school districts. Charter schools receive other types of funding from the District, but the FEFP is the primary source.

As shown in **Figure 6-4**, the District has 35 charter schools. During Fiscal Year 2021, the District’s K-8 and elementary charter schools will receive approximately 81 percent of the FEFP funding distributed to charter schools.

**FIGURE 6-4
CHARTER SCHOOL PROFILE AS OF AUGUST 13, 2020**

Type	Number	Current Enrollment as of 8/13/2020	Net FY 2020 FEFP Allocation	Net FY 2021 FEFP Allocation	FY 2021 Funding Percentage
K-8	13	12,391	\$76,928,471	\$88,454,934	63%
Elementary	11	3,193	14,357,112	25,840,657	18%
Middle/High Schools	2	1,497	7,684,116	9,632,378	7%
High Schools	2	735	3,269,530	5,472,362	4%
Alternative (Drop-Out Prevention) High Schools	3	499	3,995,734	4,078,927	3%
Virtual School	1	756	3,624,820	3,796,436	3%
Middle	3	397	2,621,209	2,937,654	2%
Total	35	19,468	\$112,480,992	\$140,213,348	100%

Source: Charter School Profile Provided by District in MJ Data Request, August 2020.

In addition to funding received through the FEFP, House Bill 7097, passed during the 2020 Florida Legislative Session, amends s. 212.055 (6), *Florida Statutes* by requiring school districts to share sales surtax funds with charter schools based on the charter school’s proportionate share of total district enrollment. The law outlines the allowable uses of the funds and requires charter schools to account for and report all of their revenues and expenditures.



The District has a written standard operating procedure (SOP) that describes charter school funding procedures. This is the procedure the district plans to use to provide surtax revenues to charter schools. The SOP provides the *Florida Statute* sections upon which it is based; identifies responsible staff positions; describes payment frequency; and lists specific step-by-step procedures for calculating, verifying, and paying charter school allocations. The SOP also describes charter school allocations other than FEFP such as federal and state grants.

Generally, charter schools receive 12 monthly payments that must be remitted with 10 days of the District receiving funds from the state. The District pays by the 10th business day of each month. Charter school accounting personnel within the District's School Choice Department calculate the amounts due to each charter school monthly by using a revenue estimate worksheet that accounts for the school's FTE allocation minus any applicable administration fees.

Once the monthly amount is calculated, a payment request form is submitted to the District's Accounts Payable Department for payment. Charter schools are set up as separate vendors in the system and are usually paid through an Automated Clearing House (ACH) payment.

Public Education Capital Outlay (PECO) funds are a pass through from the FDOE, which calculates allowable funding based on statutory guidelines. Each month FDOE informs the District of the amount of PECO funding charter schools will receive. The FDOE website contains information regarding the charter school amount by district, by charter school, and by month. State and federal grant payments are paid out based on the terms and conditions of the grant.

Charter schools report how funds are used by submitting their financial statements to the District's charter school coordinators via Charters.link, the District's web-based platform for submitting statutory and contract deliverables. The school district plans to use this same process for charter schools to report their use of surtax revenues. Charter schools submit monthly (or quarterly for high performing schools) financial statements that include an unaudited Statement of Revenue, Expenditures, and Changes in Fund Balances and a Balance Sheet. The District's charter school financial coordinators review these documents, which show the actual use of the funds. Orders for goods purchased with PECO, state, and federal grant funds require a copy of the purchase order or internet order. In addition, invoices with date of receipt and person receiving the order as well as proof of payment must be submitted to the financial coordinators for review.



Based on the analysis performed, the District has processes to distribute funds to charter schools using written standard operating procedures, funding formulas, and automated clearing house payments. In addition, there are mechanisms for charter schools to report how funds are used through uploading their financial statements to the District's Charters.link web application where the District's charter school financial coordinators review them along with procurement-related supporting documentation. Therefore, Subtask 6.5 is "Met".

Overall Research Task 6 Based on the follow up work performed related to the five (5) subtasks associated with this research task, MJ concludes that no substantive changes have occurred since the August 30, 2019, report that would result in a change to the rating of Partially Meets.



MANAGEMENT RESPONSE



MANAGEMENT RESPONSE



Dr. Diana Greene
Superintendent

1701 Prudential Drive | Jacksonville, FL 32207
904.390.2115
GreeneD@duvalschools.org | www.duvalschools.org

August 28, 2020

Gilbert R. Hopkins, Director
McConnell & Jones, LLP
4828 Loop Central Drive
Suite 1000
Houston, TX 77081

Re: Management Response to the Performance Audit Follow-Up Report – Duval County Public Schools

Please see below the District's response to the Performance Audit Follow-Up Subtasks rated Partially Met.

Subtask 1.6 - Continue to use the new Contract Time Extension Form and complete it on a timely basis when significant project delays are identified.

District Response – The District will continue to ensure that sufficient documentation exists for projects not completed on time and that all requirements for approved extensions and/or changes are received and memorialized in the project file. Staff will modify the “Substantial Completion” checklist to require all change orders (time and/or money) to be completed before substantial completion form is dated and completed.

Subtask 2.1 – Continue to conduct a compensation and classification study in the Information Technology Division to correct supervisor position titles that have no supervisory responsibility and assess the appropriateness of associated salaries along with any other Information Technology Division positions that may be categorized incorrectly. Additionally, MJ recommends that the District conduct a study of the reasonableness of current staffing levels for specific types of positions to include comparisons with peer districts, use of other benchmarks, and staffing formulas.

District Response – The district conducted a review of job descriptions from a sampling of school districts and conducted initial surveys for over twenty school districts. The responses to electronic surveys were sporadic and did not yield sufficient data to thoroughly evaluate the appropriateness of Information Technology Division positions. As a result, DCPS Human Resources will host a virtual series with clusters of peer districts as a means to aid in implementing the district's next steps. These include an analysis of IT structures with like size peer districts, a review of classification language and submission of recommended changes to job descriptions, job classification and/or salary schedules as appropriate.

Subtask 4.1 - Develop and document program objectives which are measurable and can be achieved within budget.

District Response – Department staff currently develop program objectives which are measurable and can be achieved within budget. Staff will ensure clear evidence is available to reflect program objectives. Specifically, the existing monthly metric reports for projects underway/completed will be modified to specifically address the number of projects completed on time and on budget and which projects required time extensions and/or change orders prior to substantial completion. The District will reinstitute



a modified version of its former strategic plan monitoring process, to increase transparency. This will also ensure program objectives and goals are monitored by senior Operations leadership staff on an ongoing basis and to allow for adjustments as needed.

Subtask 4.2 - Develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.

District Response – The district’s Facilities and Information Technology departments will work together to develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates. The District is implementing BMC’s Remedy ITSM to provide a seamless data-driven platform that will provide oversight, cost control, and measurable goals and objectives. This software solution integrates with SAP to provide detailed cost and budget data to every project as recommended by MJ’s review. This product will be utilized by IT and Operations to track all project goals and ensure they can be met within the corresponding budget.

Subtask 4.3 - Develop detailed administrative procedures to strengthen internal controls.

District Response – District staff will continue to develop more detailed administrative procedures to strengthen internal controls. Updates have been underway with several new 2019-20 Standard Operating Procedures already developed.

Subtask 6.2 - The District should document detailed procedure manuals for Facilities Planning, Use, and Construction and maintain appropriate supporting documentation of the implementation of audit recommendations.

District Response – The District will ensure procedural documents for Facilities Planning, Use and Construction are updated and include detailed procedures for implementing and monitoring audit recommendations.

Subtask 6.3 - Maintain corrective action plans and management responses which explain the actions taken and reference the name and location of specific checklists and procedures developed or revised to implement the recommendation.

District Response – The District will maintain corrective action plans and management responses which will explain the actions to be taken. In addition, such documents will contain the name and location of specific checklists and procedures developed or revised to implement the recommendation.

Sincerely,

Diana L. Greene, Ph.D.

Superintendent of Schools



2019 DUVAL COUNTY PUBLIC SCHOOLS PERFORMANCE AUDIT REPORT



DUVAL COUNTY
PUBLIC SCHOOLS

PERFORMANCE AUDIT
of
THE SCHOOL DISTRICT
OF DUVAL COUNTY, FLORIDA

FINAL REPORT

AUGUST 30, 2019



McCONNELL & JONES LLP

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August 30, 2019

Dr. Diana L. Greene
Superintendent
Duval County Public Schools
1701 Prudential Drive
Jacksonville, FL 32207

Dear Dr. Greene:

McConnell & Jones LLP (MJ) is pleased to submit our final report of the performance audit of the School District of Duval County, Florida (the District) pursuant to 212.055(10), *Florida Statutes*. In accordance with the requirements of Ch. 2018-118, *Laws of Florida*, the Office of Program Policy Analysis and Government Accountability (OPPAGA) selected MJ to conduct a performance audit of the program areas related to (1) facilities planning, use, and construction; (2) security and technology equipment purchasing; and (3) facilities leasing & debt servicing associated with the discretionary sales surtax. Huerta & Associates Architects, PC, based in Houston, Texas, served as technical advisor for the project.

We conducted this performance audit in accordance with Government Auditing Standards issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on the audit objectives.

The objective of the audit was to fulfill the requirements of 212.055(10) *Florida Statutes*. This statute requires that Florida school districts, with a referendum on the discretionary sales surtax held after March 23, 2018, undergo a performance audit conducted of the program associated with the proposed sales surtax adoption. The audit must be conducted at least 60 days before the referendum is held. OPPAGA is charged with procuring and overseeing the audit.

The objectives of the audit are consistent with the requirements of the statute, which are to evaluate the program associated with the proposed sales surtax adoption based on the following criteria:

1. The economy, efficiency, or effectiveness of the program
2. The structure or design of the program to accomplish its goals and objectives

3. Alternative methods of providing services or products
4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments
5. The accuracy or adequacy of public documents, reports, and requests prepared by the school district, which relate to the program
6. Compliance of the program with appropriate policies, rules, and laws

We developed a work plan outlining the procedures to be performed to achieve the audit objectives. Those procedures and the results of our work are summarized in the Executive Summary and discussed in detail in the body of the report.

Based upon the procedures performed and the results obtained, the audit objectives have been met. We conclude that, with the exception of the findings discussed in the report and based upon the work performed, the District's programs that will expend infrastructure sales surtax funds have sufficient policies and procedures in place, supported by appropriate documentation, reports, monitoring tools, and personnel to address the statutory criteria defined in 212.055(10) *Florida Statutes*.



Houston, Texas



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EXECUTIVE SUMMARY



THE SCHOOL DISTRICT OF DUVAL COUNTY, FLORIDA OVERVIEW

Duval County Public Schools (DCPS or the District), located in the City of Jacksonville, Florida in Duval County, Florida, is the 20th largest school district in the nation and the sixth largest school district in the state of Florida. DCPS is the second largest employer in Duval County, with 11,876 full-time employees (including 8,284 teachers) and 1,237 part-time employees. The school district is governed by seven (7) elected members of the DCPS School Board and one superintendent hired by the board. DCPS serves 129,181 students, in more than 196 school sites including 99 elementary schools, three (3) K-6 schools, two (2) K-8 schools, 24 middle schools, two (2) 6-12 schools, 19 high schools, 33 charter schools, and 14 specialty schools.

The DCPS graduation rate is 85.1 percent. In 2019, the Florida Department of Education recognized DCPS for having the highest increase in overall graduation rate among the seven (7) largest school districts in the state of Florida since 2011-2012. According to statistics released by the Trial Urban District Assessment in 2019—a voluntary National Assessment of Educational Progress (NAEP) accountability program for 4th and 8th Grade Reading and Math—DCPS also ranked Number 1 in the nation in 4th Grade and 8th Grade Reading and Math in the All Students, African American Students, and Students with Disabilities categories.

2019 BUDGET SUMMARY

The District is required to prepare an annual budget under *Florida State Law* and the Florida State Board of Education Rules. According to the DCPS Fiscal Year Budget Summary, Fiscal Year(s) 2017-2018 and 2018-2019, the total budget for the 2018-2019 Fiscal Year was \$1,494,674,677. This is a decrease of 1.35 percent from the Fiscal Year 2017-2018 budget, or \$20,528,843. **Figure ES-1** below shows the budget comparison for Fiscal Year 2017-2018 and Fiscal Year 2018-2019:

FIGURE ES-1
BUDGET COMPARISON FOR FISCAL YEARS 2017-2018 AND 2018-2019

Description	FY 2017-2018	FY 2018-2019	Percent Increase (Decrease)
General Fund	\$1,051,228,616	\$1,056,251,394	0.48%
Special Revenue Funds	177,162,018	168,427,763	(4.93%)
Debt Service Funds	24,369,346	23,829,527	(2.22%)
Capital Projects Funds	77,360,328	84,937,962	9.80%
Trust Fund	117,098	44,143	(62.30%)
Internal Service Funds	184,966,114	160,092,496	(13.45%)
Enterprise Fund Funds	0	1,091,392	N/A
Total	\$1,515,203,520	\$1,494,674,677	(1.35%)

Source: Duval County Public School Final Budget Summary FY 2017-2018 & FY 2018-2019.

Capital Project Funds include financial resources that are restricted, committed, or assigned to expenditures for capital outlays, including the acquisition, construction, modernization and upgrade of facilities and other capital assets. Projects included in DCPS' Master Plan are capital projects, the cost of which is included in the Capital Projects Fund. All revenue from the ½ cent



surtax will be used to cover the cost of capital projects included in DCPS' Master Plan. DCPS departments that will administer revenue generated by the ½ cent surtax include primarily Operations and Information Technology.

GOVERNANCE IMPLICATIONS OF SURTAX PASSAGE

If Duval County voters approve the ½ cent surtax referendum, the Florida Department of Revenue will distribute revenue generated by the ½ cent surtax to upgrade and modernize schools and facilities included in the District's Master Plan. DCPS' board plans to create an independent citizen oversight committee to review the spending, progress, and completion of projects funded by the ½ cent surtax. The board discussed adopting a board policy creating the citizen oversight committee in a board workshop and DCPS' general counsel prepared a draft policy for the board to review and approve. While the draft policy has not been made available to the public, the policy includes, among other provisions, the following elements related to the citizen oversight committee:

- defines the responsibilities of the committee;
- establishes the life of the committee;
- establishes residency requirements for committee members;
- outlines the terms of individual committee members and the process for filling vacancies;
- identifies non-voting members of the committee, like the superintendent and students;
- defines a quorum for the committee to formally conduct business;
- establishes the frequency of committee meetings;
- outlines the process for disclosing and addressing potential conflicts of interest;
- identifies specific stakeholder organizations; and
- identifies District staff who will provide support to the committee and the duration of the support provided.

As of August 6, 2019, the board had taken no formal action to approve the draft policy.

AUDIT OBJECTIVE

In accordance with s. 212.055(10), *Florida Statutes*, and Government Auditing Standards, the certified public accountant must conduct a performance audit of the School District of Duval County program areas within the administrative unit(s) that will receive funds through the referendum.

The performance audit must include a review of program areas for the District related to: (1) Facilities Planning, Use, and Construction, (2) Security and Technology Equipment Purchasing, and (3) Facilities Leasing and Debt Servicing and must specifically examine the following processes:

- (a) Upgrading and modernizing schools and facilities, including security and technology improvements;



- (b) Acquiring land, constructing, demolishing, reconstructing and improving school facilities, in addition to technology implementation;
- (c) Reducing portable classrooms as appropriate to improve school facilities;
- (d) Designing and engineering costs;
- (e) Acquiring equipment including safety and security;
- (f) Acquiring technology hardware and software;
- (g) Making lease payments pursuant to sections 1001.42(11)(b) 5. and 1013.15(2), *Florida Statutes*; and
- (h) Servicing of bond indebtedness.

Audit fieldwork must include interviews with program administrators, review of relevant documentation, and other applicable methods to complete the assessment of the six (6) research tasks.

PROJECT SCOPE

The Operations and Information Technology departments are the primary units that will expend infrastructure sales surtax funds. As such, they are the primary focus of the performance audit. Support units include the Purchasing Department and the Financial and Business Services Division. Within these units, program funds will be specifically used for Facilities Planning, Use, and Construction, Security and Technology Equipment Purchasing, and Facilities Leasing and Debt Servicing. The performance audit was conducted in accordance with *Generally Accepted Government Auditing Standards (GAGAS)*. Those standards require that the audit be conducted in a manner to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on the audit objectives. MJ believes that the evidence obtained provides a reasonable basis for our observations and conclusions.

METHODOLOGY

MJ conducted fieldwork for the performance audit from August 5-9, 2019. During fieldwork, an introductory kickoff meeting was conducted to discuss the project scope regarding each of the six (6) audit research tasks. Audit team members conducted 38 individual and/or group interviews with management and executive-level staff during the fieldwork period (Note – some individual interviews were conducted by more than one (1) consultant).

During interviews, management team members' roles were discussed along with processes and procedures the District follows to address the six (6) research tasks and underlying subtasks. MJ made follow-up inquiries and data requests to clarify information related to District processes, procedures, and management reports. Performance audit team members reviewed and analyzed extensive, relevant operational and financial data to support report findings and conclusions.



SUMMARY OF RESULTS



The School District of Duval County Florida’s (the District) Operations and Information Technology Divisions are the primary operational units that will expend the discretionary sales surtax funds should the referendum be placed on the November 5, 2019 ballot and if voters pass the measure. Support units include the Purchasing Department and the Financial and Business Services Division.

Figure ES-3 through Figure ES-8 present a summary of the overall results of the performance audit of the District in the six (6) research tasks required by statute. The six (6) research tasks contain a total of 25 subtasks. MJ’s assessment of District performance when evaluated against the subtasks revealed that 16 of the 25 subtasks were met, nine (9) were partially met, and zero (0) was not met.

RESEARCH TASK 1 – The Economy, Efficiency, or Effectiveness of the Program.

Finding Summary: Overall, the School District of Duval County, Florida Meets Task 1.

The District uses various reports that are adequate to monitor project performance and cost. It periodically evaluates its programs using performance information and other reasonable criteria to assess program performance and cost. Findings and recommendations have been included in relevant internal and external reports on program performance and costs, and management has taken actions to address deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. Management evaluates performance and costs based on reasonable measures, including best practices. Based on MJ’s review of available documentation, the five projects were completed within budget, completed well, and project costs were reasonable. However, only four of the five projects were completed timely. Finally, written policies and procedures exist to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

**FIGURE ES-3
Summary of Results**

RESEARCH RESULTS					
1. The Economy, Efficiency, or Effectiveness of the Program.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
1.1	Based on MJ’s work in the facilities, planning, use, and construction area, there are no issues or concerns related	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to	Based on MJ’s work in the facilities leasing & debt servicing area, there are no issues or concerns related to	Met	N/A



RESEARCH RESULTS

1. The Economy, Efficiency, or Effectiveness of the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	to management reports/data that program administrators use on a regular basis to monitor program performance and costs as they relate to facilities planning, use, and construction.	management reports/ data that program administrators use on a regular basis to monitor program performance and costs as they relate to security and technology equipment purchasing.	management reports/data that program administrators use on a regular basis to monitor program performance and costs as they relate to facilities leasing & debt servicing.		
1.2	Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost as they relate to facilities planning, use, and construction.	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost as they relate to security and technology equipment.	Facilities leasing and debt servicing is not relevant to Subtask 1.2 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District’s debt is not an operation like project construction, which is characterized by outputs and measurable outcomes and subject to periodic evaluation. Accordingly, periodic evaluation using performance information to assess program performance and cost is not relevant to these activities.	Met	N/A



RESEARCH RESULTS

1. The Economy, Efficiency, or Effectiveness of the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
1.3	Based on MJ’s work in the facility planning, use, and construction area, there are no issues or concerns related to findings and recommendations included in any relevant internal or external reports on program performance and cost as they relate to facilities planning, use, and construction.	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to findings and recommendations included in any relevant internal or external reports on program performance and cost as they relate to security and technology equipment purchasing.	Based on MJ’s work in the facilities leasing & debt servicing area, there are no issues or concerns related to findings and recommendations included in any relevant internal or external reports on program performance and cost as they relate to facilities leasing & debt servicing.	Met	N/A
1.4	Based on MJ’s work in the facility planning, use, and construction area, there are no issues or concerns with program administrators taking reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. as they relate to facilities planning, use, and construction	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns with program administrators taking reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/ data, periodic program evaluations, audits, etc. as they relate to security and technology equipment purchasing.	Based on MJ’s work in the facilities leasing & debt service area, there are no issues or concerns with program administrators taking reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. as they relate to facilities leasing & debt servicing.	Met	N/A



RESEARCH RESULTS

1. The Economy, Efficiency, or Effectiveness of the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
1.5	Based on MJ's work in the facilities planning, use, and construction area, there are no issues or concerns with the District evaluating program performance and cost based on reasonable measures, including best practices as they relate to facilities planning, use, and construction.	Based on MJ's work in the security and technology equipment purchasing area, there are no issues or concerns with the District evaluating program performance and cost based on reasonable measures, including best practices as they relate to security and technology equipment purchasing.	Facilities leasing and debt servicing is not relevant to Subtask 1.5 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like project construction, which is characterized by outputs and measurable outcomes and subject to periodic evaluation. Accordingly, periodically evaluating program performance based on best practices is not relevant to these activities.	Met	N/A
1.6	Based on MJ's work in the facilities planning, use, and construction area, the five projects project costs were reasonable and projects were completed well and within budget. However, only four out of five projects were completed timely. An executed change order for the project delay was not provided.	Based on MJ's review, there are no issues or concerns regarding the sample project reviewed for reasonable cost and if completed well, on time, and within budget.	Based on MJ's work in the facilities leasing and debt servicing area, there are no issues regarding the sample of projects reviewed for timely payment.	Partially Met	Maintain sufficient project file information to document the acknowledgment and action taken for projects not completed on a timely basis.



RESEARCH RESULTS

1. The Economy, Efficiency, or Effectiveness of the Program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
1.7	<p>MJ did not divide Subtask 1.7 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's purchasing policies and procedures are universal and apply to all three areas. Based on MJ's review, there are no issues or concerns regarding whether the District has established written purchasing policies and procedures that position the District to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.</p>	<p>MJ did not divide Subtask 1.7 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's purchasing policies and procedures are universal and apply to all three areas. Based on MJ's review, there are no issues or concerns regarding whether the District has established written purchasing policies and procedures that position the District to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.</p>	<p>MJ did not divide Subtask 1.7 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's purchasing policies and procedures are universal and apply to all three areas. Based on MJ's review, there are no issues or concerns regarding whether the District has established written purchasing policies and procedures that position the District to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.</p>	Met	N/A



RESEARCH TASK 2 – The structure or design of the program to accomplish its goals and objectives.

Finding Summary: Overall the School District of Duval County, Florida Partially Meets Task 2.

The Design and Construction Services and Financial and Business Services Division both demonstrated program organizational structures with clearly defined units, minimal overlapping functions, and administrative layers that minimize costs. However, these program organizational structure attributes were lacking for the Application Development Department within the Information Technology Division, where non-supervisory staff were placed into the supervisor labor category and they have no supervisory responsibility. Adequate leadership and management positions were in place for the Design and Construction Services, the Information Technology Division, and Financial and Business Services Division. Overall, vacancy rates were 9 percent or below for Design and Construction Services, the Information Technology Division, and the Financial Services Division, which will have primary fund oversight if the referendum passes. Of the individual position titles that were evaluated, heating/air conditioning (HAR) mechanics have been the most difficult for the District to fill. The current vacancy rate for this position is 21 percent, which results in substantial work order backlogs to address equipment repair. The District reported that wage rates for HAR mechanics are often not competitive with the local Jacksonville labor market, which results in frequent turnover. The District often uses contract services to mitigate this issue. MJ recommends that a compensation and classification study be performed to address staff assigned to the wrong labor category and funds be identified to increase wages for HAR mechanics. MJ recommends that the District identify funds to raise wage levels to offer more competitive salaries for HAR mechanic positions to avoid further disruption to Design and Construction Services. MJ recommends the District conduct a compensation and classification study to address issues such as salary levels and job classifications. Additionally, MJ recommends that the District conduct a study of the reasonableness of current staffing levels for specific types of positions to include comparisons with peer districts, use of other benchmarks, and staffing formulas.

**Figure ES-4
Summary of Results**

RESEARCH RESULTS					
2. The structure or design of the program to accomplish its goals and objectives.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
2.1	MJ had no issues or concerns related to the program organizational structure to ensure the program has	Our work revealed that 30 non-supervisory staff were placed into the supervisor labor category in the	MJ had no issues or concerns related to the program organizational structure to ensure the program has	Partially Met	Conduct a compensation and classification study in the Information Technology Division to correct



RESEARCH RESULTS

2. The structure or design of the program to accomplish its goals and objectives.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.	Application Development Department five (5) years ago as a result of a salary survey conducted by the Human Resources Division. Assigning supervisory titles to staff with no supervisory responsibility blurs lines of authority and potentially creates unrealistic career paths for employees.	clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.		supervisor position titles that have no supervisory responsibility and assess the appropriateness of associated salaries along with any other Information Technology Division positions that may be categorized incorrectly. Additionally, MJ recommends that the District conduct a study of the reasonableness of current staffing levels for specific types of positions to include comparisons with peer districts, use of other benchmarks, and staffing formulas.
2.2	Our work revealed that Facilities and Maintenance Services has encountered some difficulties attracting qualified workers for HAR Mechanic positions reflecting the rising wage levels in the city. Contract staff is used where needed and project budgets and backlogs are within reason when contract staff is utilized.	MJ had no issues or concerns related to the reasonableness of current program staffing levels given the nature of the services provided and program workload.	MJ had no issues or concerns related to the reasonableness of current program staffing levels given the nature of the services provided and program workload.	Partially Met	Identify funds to raise wage levels to offer more competitive salaries for HAR Mechanic positions.



RESEARCH TASK 3 – Alternative methods of providing services or products.

Finding Summary: Overall, the School District of Duval County, Florida meets Task 3.

The School District of Duval County, Florida’s (the District) program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and their conclusions are reasonable. Program administrators have assessed contracted and/or privatized services to verify effectiveness and cost savings achieved, and their conclusions are reasonable. The District has made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services. Finally, there are possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.).

FIGURE ES-5
Summary of Results

RESEARCH RESULTS					
3. Alternative methods of providing services or products.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
3.1	Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and their conclusions are reasonable as they relate to facilities planning, use, and construction.	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing goods and services, and their conclusions are reasonable as they relate to facilities planning, use, and construction.	Facilities leasing and debt servicing is not relevant to Subtask 3.1 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District’s debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.	Met	N/A



RESEARCH RESULTS

3. Alternative methods of providing services or products.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
3.2	Based on MJ’s work in the facilities planning use and construction area, there are no issues or concerns related to whether program administrators assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and reached reasonable conclusions, as they relate to facilities planning, use, and construction.	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and reached reasonable conclusions, as they relate to security and technology equipment purchasing.	Facilities leasing and debt servicing is not relevant to Subtask 3.2 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District’s debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.	Met	N/A
3.3	Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations and/or assessments found that such changes would reduce program cost without significantly affecting quality of services as they relate to facilities planning, use, and construction.	Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations and/or assessments found that such changes would reduce program cost without significantly affecting quality of services as they relate to security and technology equipment purchasing.	Facilities leasing and debt servicing is not relevant to Subtask 3.3 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District’s debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.	Met	N/A



RESEARCH RESULTS

3. Alternative methods of providing services or products.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
3.4	Based on MJ's work in the facilities planning, use, and construction area, there are no issues or concerns related to possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities as it relates to facilities planning, use, and construction.	Based on MJ's work in the security and technology equipment purchasing area, there are no issues or concerns to identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities as it relates to security and technology equipment purchasing.	Facilities leasing and debt servicing is not relevant to Subtask 3.4 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.	Met	N/A



RESEARCH TASK 4 – Goals, objectives, and performance measures used by the program to monitor and report program accomplishments.

Finding Summary: Overall, the School District of Duval County, Florida Partially Meets Task 4.

Program objectives documented in the District’s Operations Plan and Technology Plan align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget. Although the District maintains various project status reports and uses the performance measures compiled by the Council of the Great City Schools, the District did not provide a standard management report by project, which demonstrates that cost and timing variances are monitored and reported. Comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment. In addition, the purchasing director reports to the executive director of Facilities Planning. In most organizations, the purchasing function reports within the chief financial officer’s organizational unit.

**FIGURE ES-6
Summary of Results**

RESEARCH RESULTS					
4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
4.1	Based on MJ’s review, the program objectives align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget. Thus, the assessment is partially met regarding whether program goals and objectives are clearly stated, measurable, can be	Based on MJ’s review, the program objectives align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget. Thus, the assessment is partially met regarding whether program goals and objectives are clearly stated, measurable, can be achieved within budget, and are consistent with the District’s strategic plan.	Facilities leasing and debt servicing is not relevant to Subtask 4.1 because facilities leasing and debt servicing involves making payments on existing debt. Accordingly, assessing whether program goals and objectives are clearly stated, measurable, can be achieved	Partially Met	Develop and document program objectives which are measurable and can be achieved within budget.



RESEARCH RESULTS

4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	achieved within budget, and are consistent with the District's strategic plan.		within budget, and are consistent with the District's strategic plan is not relevant to these activities.		
4.2	Based on MJ's work, the District did not provide a standard management report by project that demonstrates that cost and timing variances are monitored and reported. Thus, this assessment is partially met regarding the measures, if any, the District uses to evaluate program performance and if they are sufficient to assess program progress toward meeting its stated goals and objectives.	Based on MJ's work, the District did not provide a standard management report by project that demonstrates that cost and timing variances are monitored and reported. Thus, this assessment is partially met regarding the measures, if any, the District uses to evaluate program performance and if they are sufficient to assess program progress toward meeting its stated goals and objectives.	Based on MJ's assessment in the Facilities Leasing & Debt Servicing area, there were no issues regarding the measures the District uses to evaluate program performance. Thus, this subtask is met.	Partially Met	Develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.
4.3	MJ did not divide Subtask 4.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's	MJ did not divide Subtask 4.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's processes for the internal control environment are	MJ did not divide Subtask 4.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories	Partially Met	Developed detailed administrative procedures to strengthen internal controls. Also, consider revising the organizational structure to require the purchasing director to



RESEARCH RESULTS

4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>processes for the internal control environment are universal and applies to all three areas. Based on MJ's review, it was observed that comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment. In addition, the purchasing director reports to the executive director of Facilities Planning. In most organizations, the purchasing function reports to the Financial Division. Thus, this subtask is partially met regarding internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.</p>	<p>universal and applies to all three areas. Based on MJ's review, it was observed that comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment. In addition, the purchasing director reports to the executive director of Facilities Planning. In most organizations, the purchasing function reports to the Financial Division. Thus, this subtask is partially met regarding internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.</p>	<p>because the District's processes for the internal control environment are universal and applies to all three areas. Based on MJ's review, it was observed that comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment. In addition, the purchasing director reports to the executive director of Facilities Planning. In most organizations, the purchasing function reports to the Financial Division. Thus, this subtask is partially met regarding internal controls, including policies and procedures, to determine</p>		<p>report to Finance management.</p>



RESEARCH RESULTS

4. Goals, objectives, and performance measures used by the program to monitor and report program accomplishments.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
			whether they provide reasonable assurance that program goals and objectives will be met.		



RESEARCH TASK 5 – The accuracy or adequacy of public documents, reports, and requests prepared by the school district which relate to the program.

Finding Summary: Overall, the School District of Duval County, Florida meets Task 5.

The School District of Duval County, Florida (the District) uses its primary website to disseminate important financial and non-financial information. Examples of information located on the website include the Comprehensive Annual Financial Report which highlights information such the organizational chart, general fund statement of revenues and expenditures, as well as information regarding the District’s facilities leasing and debt service arrangements. The District also created the website, www.ourduvalschools.org, in May 2019 to keep the community apprised of issues related to the proposed Long-Range Facilities Plan and the infrastructure sales tax referendum. In addition to the websites, news and social media releases, electronic media (television), and mass notification, calls and emails are used to inform community members of events that require immediate attention. The District effectively executed an online survey to evaluate the accuracy and adequacy of public data. Multiple examples of program and cost information that is available and accessible to the public were provided to the review team as well as examples of documented processes that ensure the program maintains accurate and complete performance and cost information. Lastly, while the District provided examples of taking timely actions to correct erroneous and/or incomplete information that has been provided to the public, no formal procedures are in place to ensure erroneous and/or incomplete information is corrected promptly. MJ recommends that a procedure be developed and implemented to address this issue.

**FIGURE ES-7
Summary of Results**

RESEARCH RESULTS					
5. The accuracy or adequacy of public documents, reports, and requests prepared by the school district which relate to the program.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
5.1	MJ did not divide Subtask 5.1 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing	MJ did not divide Subtask 5.1 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s	MJ did not divide Subtask 5.1 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing &	Met	N/A



RESEARCH RESULTS

5. The accuracy or adequacy of public documents, reports, and requests prepared by the school district which relate to the program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>categories because the District’s process to assess systems to provide useful, timely, and accurate financial and non-financial information is universal and applies to all three areas.</p> <p>MJ had no issues or concerns related to whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.</p>	<p>process to assess systems to provide useful, timely, and accurate financial and non-financial information is universal and applies to all three areas.</p> <p>MJ had no issues or concerns related to whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.</p>	<p>debt servicing categories because the District’s process to assess systems to provide useful, timely, and accurate financial and non-financial information is universal and applies to all three areas.</p> <p>MJ had no issues or concerns related to whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.</p>		
5.2	<p>MJ did not divide Subtask 5.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to review available documents, including relevant internal and external reports to evaluate accuracy and adequacy of data is universal and applies to all three areas.</p>	<p>MJ did not divide Subtask 5.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to review available documents, including relevant internal and external reports to evaluate accuracy and adequacy of data is universal and applies to all three areas.</p> <p>Our work revealed no issues or concerns</p>	<p>MJ did not divide Subtask 5.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to review available documents, including relevant internal and external reports to evaluate accuracy and adequacy of data is universal and</p>	Met	N/A



RESEARCH RESULTS

5. The accuracy or adequacy of public documents, reports, and requests prepared by the school district which relate to the program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	Our work revealed no issues or concerns related to whether available documents, including relevant internal and external reports that evaluate the accuracy or adequacy of public documents, reports, and requests prepared by DCPS related to the program.	related to whether available documents, including relevant internal and external reports that evaluate the accuracy or adequacy of public documents, reports, and requests prepared by DCPS related to the program.	applies to all three areas. Our work revealed no issues or concerns related to whether available documents, including relevant internal and external reports that evaluate the accuracy or adequacy of public documents, reports, and requests prepared by DCPS related to the program.		
5.3	MJ did not divide Subtask 5.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the availability and accessibility of program and cost information is universal and applies to all three areas. Our work revealed no issues or concerns related to the availability and accessibility of program performance and cost	MJ did not divide Subtask 5.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the availability and accessibility of program and cost information is universal and applies to all three (3) areas. Our work revealed no issues or concerns related to the availability and accessibility of program performance and cost information that is provided to the public.	MJ did not divide Subtask 5.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the availability and accessibility of program and cost information is universal and applies to all three areas. Our work revealed no issues or concerns related to the availability and accessibility of program	Met	N/A



RESEARCH RESULTS

5. The accuracy or adequacy of public documents, reports, and requests prepared by the school district which relate to the program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	information that is provided to the public.		performance and cost information that is provided to the public		
5.4	<p>MJ did not divide Subtask 5.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the accuracy and completeness of program and cost information that is provided to the public is universal and applies to all three areas.</p> <p>Our work revealed no issues or concerns related to whether processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.</p>	<p>MJ did not divide Subtask 5.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the accuracy and completeness of program and cost information that is provided to the public is universal and applies to all three areas.</p> <p>Our work revealed no issues or concerns related to whether processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.</p>	<p>MJ did not divide Subtask 5.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the accuracy and completeness of program and cost information that is provided to the public is universal and applies to all three areas.</p> <p>Our work revealed no issues or concerns related to whether processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.</p>	Met	N/A
5.5	<p>MJ did not divide Subtask 5.5 into facilities planning, use, and construction; security and technology equipment purchasing; and</p>	<p>MJ did not divide Subtask 5.5 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt</p>	<p>MJ did not divide Subtask 5.5 into facilities planning, use, and construction; security and technology equipment</p>	Partially Met	<p>Establish and implement a formal procedure to ensure timely actions are taken to correct erroneous</p>



RESEARCH RESULTS

5. The accuracy or adequacy of public documents, reports, and requests prepared by the school district which relate to the program.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>facilities leasing & debt servicing categories because the District's process to ensure that reasonable and timely actions are taken to correct erroneous/incomplete information provided to the public is universal and applies to all three areas.</p> <p>Our work revealed that while the District provided multiple examples of taking timely actions to correct erroneous and/or incomplete information that has been provided to the public no formal procedures are in place to: (1) document the process/procedure that should be followed, (2) ensure all appropriate staff are knowledgeable of the process/procedure, and (3) to ensure consistency.</p>	<p>servicing categories because the District's process to ensure that reasonable and timely actions are taken to correct erroneous/incomplete information provided to the public is universal and applies to all three areas.</p> <p>Our work revealed that while the District provided multiple examples of taking timely actions to correct erroneous and/or incomplete information that has been provided to the public no formal procedures are in place to: (1) document the process/procedure that should be followed, (2) ensure all appropriate staff are knowledgeable of the process/procedure, and (3) to ensure consistency.</p>	<p>purchasing; and facilities leasing & debt servicing categories because the District's process to ensure that reasonable and timely actions are taken to correct erroneous/incomplete information provided to the public is universal and applies to all three areas.</p> <p>Our work revealed that while the District provided multiple examples of taking timely actions to correct erroneous and/or incomplete information that has been provided to the public no formal procedures are in place to: (1) document the process/procedure that should be followed, (2) ensure all appropriate staff are knowledgeable of the process/procedure, and (3) to ensure consistency.</p>		<p>and/or incomplete data in the public domain.</p>



RESEARCH TASK 6 – Compliance of the program with appropriate policies, rules, and laws.

Finding Summary: Overall, the School District of Duval County, Florida Partially Meets Task 6.

The School District of Duval County, Florida’s (the District) chief legal counsel is a City of Jacksonville employee who works for the Office of General Counsel. The chief legal counsel provides transactional and governance legal services to the District. In this capacity, the chief legal counsel reviews all contracts requiring board approval for compliance with legal requirements and board policy. The chief legal counsel’s signature signifies that the contracted goods or services have been procured properly according to board policy and meet requirements as to legal form and sufficiency. The director of Government Relations is a nonpracticing attorney and registered lobbyist who is responsible for keeping board members, the superintendent, department heads, and other District stakeholders apprised of new or changes to federal, state, and local laws that may impact the District. The executive director of Policy and Compliance reports to the chief of staff and is primarily responsible for interpreting and updating board policies and ensuring that all policies comply with *Florida Statutes*. The board internal auditor position remained vacant for one year during which an audit plan was not developed and internal audits were not performed. Program internal controls could be improved with detailed policies and procedures. Over 64 percent of schools, for which activity fund audits had been performed during Fiscal Year 2019, were in violation of board policy requiring a 10-working day response to audit findings, and the District lacked sufficient documentation confirming the implementation of two (2) corrective action plans in response to an external audit.

On May 7, 2019, the school board approved Agenda Item #47, which was a resolution directing a referendum to be held on November 5, 2019, to put before voters a one-half cent discretionary sales surtax. As required by law, the resolution includes a brief and general description of the school capital outlay projects to be funded by the sales surtax and is consistent with the provisions of *Florida Statute* 212.055(6).

FIGURE ES-8
Summary of Results

RESEARCH RESULTS					
6. Compliance of the program with appropriate policies, rules, and laws.					
Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
6.1	MJ did not divide Subtask 6.1 into facilities planning, use, and construction;	MJ did not divide Subtask 6.1 into facilities planning, use, and construction; security and	MJ did not divide Subtask 6.1 into facilities planning, use, and construction;	Met	N/A



RESEARCH RESULTS

6. Compliance of the program with appropriate policies, rules, and laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's process to assess legal compliance is universal and applies to all three areas. Based on MJ's review, there are no issues or concerns regarding whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.	technology equipment purchasing; and facilities leasing & debt servicing categories because the District's process to assess legal compliance is universal and applies to all three areas. Based on MJ's review, there are no issues or concerns regarding whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.	security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's process to assess legal compliance is universal and applies to all three areas. Based on MJ's review, there are no issues or concerns regarding whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.		
6.2	MJ did not divide Subtask 6.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's	MJ did not divide Subtask 6.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's internal control environment is universal and applies	MJ did not divide Subtask 6.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the	Partially Met	The District should document detailed procedure manuals, maintain appropriate supporting documentation of the implementation of audit recommendations, and ensure that the internal school



RESEARCH RESULTS

6. Compliance of the program with appropriate policies, rules, and laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>internal control environment is universal and applies to all three areas. Based on MJ's review, Program internal controls require improvement including the following areas:</p> <ol style="list-style-type: none"> 1. Detailed procedure manuals to document the specific requirements including checklists, technology tools, and reports to comply with the board policies. 2. Clear and complete documentation to provide evidence that audit recommendations were fully implemented. 3. Consistency in maintaining the internal school board auditor function: the internal school board auditor position was vacant for one (1) year during which no internal audits were conducted, or audit plan developed. 	<p>to all three (3) areas. Based on MJ's review, Program internal controls require improvement including the following areas:</p> <ol style="list-style-type: none"> 1. Detailed procedure manuals to document the specific requirements including checklists, technology tools, and reports to comply with the board policies. 2. Clear and complete documentation to provide evidence that audit recommendations were fully implemented. 3. Consistency in maintaining the internal school board auditor function: the internal school board auditor position was vacant for one year during which no internal audits were conducted, or audit plan developed. <p>Thus, the assessment is partially met regarding the review of program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations;</p>	<p>District's internal control environment is universal and applies to all three areas. Based on MJ's review, Program internal controls require improvement including the following areas:</p> <ol style="list-style-type: none"> 1. Detailed procedure manuals to document the specific requirements including checklists, technology tools, and reports to comply with the board policies. 2. Clear and complete documentation to provide evidence that audit recommendations were fully implemented. 3. Consistency in maintaining the internal school board auditor function: the internal school board auditor position was vacant for one year during which no internal audits 		<p>board auditor functions continue through outsourcing or other alternatives if vacancies occur.</p>



RESEARCH RESULTS

6. Compliance of the program with appropriate policies, rules, and laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	Thus, the assessment is partially met regarding the review of program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.	contracts; grant agreements; and local policies and procedures.	were conducted, or audit plan developed. Thus, the assessment is partially met regarding the review of program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.		
6.3	MJ did not divide Subtask 6.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's practice of taking reasonable and timely actions to address any noncompliance is universal and applies to all three areas. Based on MJ's review, over 64	MJ did not divide Subtask 6.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's practice of taking reasonable and timely actions to address any noncompliance is universal and applies to all three areas. Based on MJ's review, over 64 percent of schools, for which activity fund audits had been performed during Fiscal Year	MJ did not divide Subtask 6.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's practice of taking reasonable and timely actions to address any noncompliance is universal and applies to all three areas. Based on	Partially Met	The District should enforce Board Policy 7.60 requiring schools to respond to activity fund audits within 10 business days, and the Internal Audit Department should enhance follow up efforts including early reporting of noncompliant schools to the board audit committee. In addition, the corrective action plans and management



RESEARCH RESULTS

6. Compliance of the program with appropriate policies, rules, and laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	<p>percent of schools, for which activity fund audits had been performed during Fiscal Year 2019, were in violation of board policy requiring a 10-working day response to audit findings. In addition, the District lacked documentation clarifying the implementation of two (2) external audit corrective action plans. Thus, MJ concludes that the District inconsistently takes reasonable and timely actions to address noncompliance. Thus, this subtask is partially met regarding whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external</p>	<p>2019, were in violation of board policy requiring a 10-working day response to audit findings. In addition, the District lacked documentation clarifying the implementation of two (2) external audit corrective action plans. Thus, MJ concludes that the District inconsistently takes reasonable and timely actions to address noncompliance. Thus, this subtask is partially met regarding whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.</p>	<p>MJ's review, over 64 percent of schools for which activity fund audits had been performed during Fiscal Year 2019, were in violation of board policy requiring a 10-working day response to audit findings. In addition, the District lacked documentation clarifying the implementation of two (2) external audit corrective action plans. Thus, MJ concludes that the District inconsistently takes reasonable and timely actions to address noncompliance. Thus, this subtask is partially met regarding whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and</p>		<p>responses should clearly explain the actions taken and reference the name and location of specific checklists and procedures developed or revised to implement the recommendation.</p>



RESEARCH RESULTS

6. Compliance of the program with appropriate policies, rules, and laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	evaluations, audits, or other means.		local policies and procedures identified by internal or external evaluations, audits, or other means.		
6.4	MJ did not divide Subtask 6.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the determination of whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations is universal and applies to all three areas. Based on MJ's review, there are no issues or concerns regarding whether program administrators have taken reasonable and timely actions to determine whether planned	MJ did not divide Subtask 6.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the determination of whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations is universal and applies to all three areas. Based on MJ's review, there are no issues or concerns regarding whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with	MJ did not divide Subtask 6.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the determination of whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations is universal and applies to all three areas. Based on MJ's review, there are no issues or concerns regarding whether program administrators have taken	Met	N/A



RESEARCH RESULTS

6. Compliance of the program with appropriate policies, rules, and laws.

Research Subtask	Facilities Planning, Use and Construction	Security and Technology Equipment Purchasing	Facilities Leasing and Debt Servicing	Conclusion	Recommendation
	uses of the surtax are in compliance with applicable state laws, rules, and regulations.	applicable state laws, rules, and regulations.	reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations.		



DETAILED FINDINGS AND RECOMMENDATIONS



RESEARCH TASK 1

THE ECONOMY, EFFICIENCY, OR EFFECTIVENESS OF THE PROGRAM.

FINDING SUMMARY – Overall, the School District of Duval County, Florida Meets Task 1.

The District uses various reports that are adequate to monitor project performance and cost. It periodically evaluates its programs using performance information and other reasonable criteria to assess program performance and cost. Findings and recommendations have been included in relevant internal and external reports on program performance and costs, and management has taken actions to address deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. Management evaluates performance and costs based on reasonable measures, including best practices. Based on MJ’s review of available documentation, the five projects were completed within budget, completed well, and project costs were reasonable. However, only four of the five projects were completed timely. Finally, written policies and procedures exist to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

RESEARCH SUBTASK ANALYSIS AND CONCLUSIONS

SUBTASK 1.1 – Review any management reports/data that program administrators use on a regular basis and determine whether this information is adequate to monitor program performance and cost.

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 1.1 as they relate to facilities planning, use, and construction, MJ conducted the interviews and reviewed the management reports listed in **Figure 1-1**. Each of the management reports is discussed after the figure.

FIGURE 1-1

Task 1.1 Interviews/Management Reports Facilities Planning, Use, and Construction

Title	Department	Date
INTERVIEW		
<ul style="list-style-type: none"> Assistant Superintendent Operations Executive Director Design and Construction Services 	Operations	08/05/2019
MANAGEMENT REPORTS		
<ul style="list-style-type: none"> Facilities Master Plan Five-Year Capital Plan Expenditure Reports 	<ul style="list-style-type: none"> Annual Projects Report Major Maintenance Execution Report 	

Source: MJ’s Master Interview Schedule and Data Requests.



Facilities Master Plan

The District developed a facilities master plan (FMP) over a two-year period between July 2017- June 2019. The plan, entitled: *A Bold Plan for DCPS-Master Facility Plan Recommendations*, is a 15-year master plan that was developed through a collaborative effort involving District and school staff, school communities, professional service firms, and the school board.

In June 2017, the District contracted with an engineering firm to conduct a Facilities Condition Index (FCI) assessment of all 157 campuses and to provide planning services. In August 2018, the District contracted with another firm to conduct a 10-year enrollment projection study that was completed in March 2019. These two (2) initiatives form the basis of the FMP, which the school board approved at its July 2, 2019 regular board meeting.

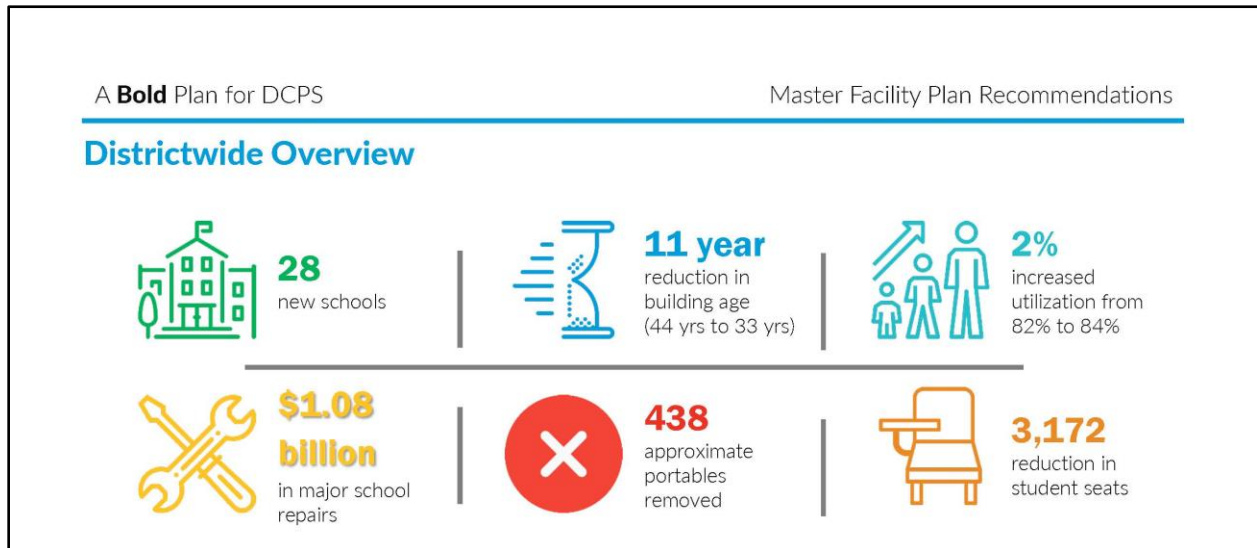
The District will use funds from the half cent sales surtax to fund the plan if the referendum is passed by voters. The plan is based on the following five (5) principles:

- Increase School Safety and Security
- Reduce the Age of School Facilities
- Remove Portables
- Reduce Excess/Unused Seats thru School Consolidation
- Remove FCI Maintenance Backlog

Figure 1-2 provides a District-wide overview of the FMP

FIGURE 1-2

Facilities Master Plan District-wide Overview



Source: *A Bold Plan For DCPS-Master Plan Recommendations*.



The cost of the FMP is projected to be \$1.9 billion. The school district plans to pledge \$500 million of sales tax referendum proceeds to service a bond issuance the proceeds of which will be used as startup funds for the FMP. Each of the seven (7) districts will receive a prorated amount of bond funds to finance facility projects in the respective district. **Figure 1-3** provides a summary of each district's recommended allocation and the bond fund startup amount.

FIGURE 1-3
Facilities Master Plan Allocations by District

District Number	Recommended Plan Allocation	Bond Fund Startup	Recommended Plan Allocation %
1	\$ 129,171,692	\$ 34,000,000	6.8%
2	172,364,466	45,000,000	9.0%
3	321,818,485	84,500,000	16.8%
4	458,785,417	120,000,000	24.0%
5	401,811,073	105,000,000	21.0%
6	219,781,732	57,500,000	11.5%
7	207,125,880	54,000,000	10.8%
Total	\$ 1,910,858,745	\$ 500,000,000	100.0%

Source: *A Bold Plan For DCPS-Master Plan Recommendations.*

District management uses the FMP regularly because it is the basis for how facilities construction and renovation funds will be used. MJ deems the report to be adequate to communicate and guide facility master plan goals and initiatives.

Five-Year Capital Plan

Consistent with its FMP, the District has an ongoing five-year capital plan for construction and maintenance projects. Dated as of September 2018, the Five-Year Capital Plan (FYCP) covers the five-year period from Fiscal Years 2019 through 2023. The FYCP provides the sources and uses of funds for each year during the period and consists of the following elements:

- Detailed schedule of annual revenues and expenditures.
- Schedule of amounts due to charter schools.
- Breakdown between technology costs and facilities/maintenance costs.
- Detailed list of maintenance projects funded for the current year.
- List of technology projects funded for the current year by category (e.g. computers, servers, phone systems, data center, enterprise applications, etc.).

Figure 1-4 presents the schedule of annual revenues and expenditures from the FYCP while **Figure 1-5** shows an example of the list of maintenance projects for Fiscal Year 2019.



FIGURE 1-4
Five-Year Capital Plan
Schedule of Revenues and Expenditures

Duval County Public Schools 2018-19 Five Year Capital Plan							
9/5/18							
Sources and Uses	Prior Year 2017-18	Difference from Prior to Current	Year 1 2018-19	Year 2 2019-20	Year 3 2020-21	Year 4 2021-22	Year 5 2022-23
Property Taxes							
Property Tax Basis. (Source: 18-19 2nd FEPP Calculation School Tax Values, Year 19-20 to Year 22-23 Source EDR)	\$64,320,200,875	\$4,825,221,982	\$69,145,422,857	\$72,770,900,000	\$77,068,600,000	\$81,714,600,000	\$86,426,100,000
Mills	1.50	0.00	1.50	1.50	1.50	1.50	1.50
Revenue							
1.5 Mills 96%	\$92,621,089	\$6,948,320	\$99,569,409	\$104,790,096	\$110,978,784	\$117,669,024	\$124,453,584
COPs Southside K8							\$40,000,000
COPs Northside K8							\$40,000,000
Gas Tax - Used for streets and street access improvements	\$380,203	(\$0)	\$380,203	\$380,203	\$380,203	\$380,203	\$380,203
CO&DS Revenue	\$2,528,804	(\$628,804)	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000	\$2,000,000
DCPS PECO Revenue Maintenance	\$2,653,058	\$27,214	\$2,680,272	\$0	\$0	\$0	\$0
Charter School PECO - Directly from the STATE PECO appropriations, not associated with the 1.5 Mills collected by the district. This revenue is a pass-through to Charter Schools.	\$2,471,613	\$0	\$2,471,613	\$2,471,613	\$2,471,613	\$2,471,613	\$2,471,613
Interest Income	\$645,000	\$5,000	\$650,000	\$656,500	\$663,065	\$669,696	\$676,393
Total Revenue	\$101,299,768	\$6,461,729	\$107,751,497	\$110,298,412	\$116,493,665	\$123,190,536	\$209,981,793
Expenditures - Capital Transfers to Debt Service Fund							
Debt Service/Sinking Fund Requirements transfer from Capital Funds (reduction in 1819 partially due to refunding of COPS)	\$29,500,000	(\$343,659)	\$29,156,341	\$29,500,000	\$29,500,000	\$29,500,000	\$29,500,000
Debt Service/Capital Transfers for new COPS. Assumes issuance in December and one semi annual payment.							\$3,200,000
Subtotal - Debt Transfers	\$29,500,000	(\$343,659)	\$29,156,341	\$29,500,000	\$29,500,000	\$29,500,000	\$32,700,000
Expenditures - Capital Transfers to General including Charter School Capital Outlay							
Charter Schools - PECO Capital Outlay Funds - Direct passthrough from the State to DCPS to Charter Schools	\$2,471,613	\$0	\$2,471,613	\$2,471,613	\$2,471,613	\$2,471,613	\$2,471,613
Charter School Appropriations HB 7069 (1.5 mills)	\$3,835,156	(\$3,835,156)	\$0	\$6,120,347	\$6,828,048	\$7,618,448	\$8,433,049
Subtotal - Charter School Transfers	\$6,306,769	(\$3,835,156)	\$2,471,613	\$8,591,960	\$9,299,661	\$10,090,061	\$10,904,662
New FFE for Schools	\$300,000	\$0	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000
Replacement Equipment - Inventory	\$350,000	\$0	\$350,000	\$350,000	\$350,000	\$350,000	\$350,000
Property Insurance	\$2,600,000	\$0	\$2,600,000	\$2,600,000	\$2,600,000	\$2,600,000	\$2,600,000
Transportation Transfer	\$9,000,000	\$0	\$9,000,000	\$9,000,000	\$9,000,000	\$9,000,000	\$9,000,000
Minor Maintenance Transfer	\$12,000,000	\$2,999,997	\$14,999,997	\$12,000,000	\$12,000,000	\$12,000,000	\$12,000,000
Subtotal - General Fund Transfers	\$24,250,000	\$2,999,997	\$27,249,997	\$24,250,000	\$24,250,000	\$24,250,000	\$24,250,000
Subtotal - General and CSCO Transfers	\$30,556,769	(\$835,159)	\$29,721,610	\$32,841,960	\$33,549,661	\$34,340,061	\$35,154,662
Other Expenditures							
New Replacement Vehicles	\$1,000,000	\$0	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000
Equipment & Furniture for Magnet and Operations	\$1,450,000	\$0	\$1,450,000	\$1,450,000	\$1,450,000	\$1,450,000	\$1,450,000
Subtotal - Other	\$2,450,000	\$0	\$2,450,000	\$2,450,000	\$2,450,000	\$2,450,000	\$2,450,000
Total Expenditures	\$62,506,769	(\$1,178,817)	\$61,327,951	\$64,791,960	\$65,499,661	\$66,290,061	\$70,304,662
Net Revenue Available for Five Year Plan - Major Maintenance and Technology	\$38,792,999	\$7,630,547	\$46,423,546	\$45,506,452	\$50,994,004	\$56,900,475	\$139,677,131
Net Funding for Maintenance and Technology	\$38,792,999	\$7,630,547	\$46,423,546	\$45,506,452	\$50,994,004	\$56,900,475	\$139,677,131
Less Gas Tax and CO&DS	(\$2,909,007)	(\$628,804)	(\$2,380,203)	(\$2,380,203)	(\$2,380,203)	(\$2,380,203)	(\$2,380,203)
Less PECO for Facility Maintenance	(\$2,653,058)	\$27,214	(\$2,680,272)	\$0	\$0	\$0	\$0
Less COPs Funding 2020/21	\$0	\$0	\$0	\$0	\$0	\$0	(\$80,000,000)
Adjusted Funding Maintenance and Technology	\$33,230,933	\$7,128,956	\$41,363,071	\$43,126,249	\$48,613,801	\$54,520,272	\$57,296,928
Assume 50/50 Split for Maintenance and Technology							
Maintenance Amount	\$16,615,467	\$4,066,069	\$20,681,535	\$21,563,125	\$24,306,900	\$27,260,136	\$28,648,464
Technology Amount	\$16,615,467	\$4,066,069	\$20,681,535	\$21,563,125	\$24,306,900	\$27,260,136	\$28,648,464
Maintenance/Facilities							
Maintenance Millage Funding	\$16,615,467	\$4,066,069	\$20,681,535	\$21,563,125	\$24,306,900	\$27,260,136	\$28,648,464
Plus Peco Funding (not yet finalized)	\$2,653,058	\$27,214	\$2,680,272	\$0	\$0	\$0	\$0
Plus COPs	\$0	\$0	\$0	\$0	\$0	\$0	\$80,000,000
Total Major Maintenance Amount	\$19,268,525	\$4,093,283	\$23,361,807	\$21,563,125	\$24,306,900	\$27,260,136	\$108,648,464
Total Allocation	\$35,883,991	\$8,159,351	\$44,043,343	\$43,126,249	\$48,613,801	\$54,520,272	\$137,296,928

Source: Five-Year Capital Plan.



FIGURE 1-5
Major Maintenance Projects List-Fiscal Year 2019

2018-19 MM Execution List							5-Sep-18
Board Approved Line Item	School Number	School Name	Project Number	Description	2018/19 MM Funded	2018/19 PECO Funded	
1	DW	District-wide	M-84420	BLEACHER Repairs cited in Inspection Report-Next Inspection Cycle is 2018-19, List #1	\$ 150,000.00		
2	DW	District-wide	M-83630	GREASE TRAPS (Include Kitchen Floor Replacement and/or matching repair) List #2	\$ 150,000.00		
3	DW	District-wide	M-83990	EMERGENCY GENERATOR Replacement / Repair (List #3)	\$ 1,000,000.00		
4	DW	District-wide	M-84820	WINDOW Replacement (List #4)	\$ 1,300,000.00		
5	DW	District-wide	M-83810	DRAINAGE; NON-FULL CAMPUS - Isolated Campus Area Drainage and site work (List #5)	\$ 250,000.00		
6	DW	District-wide	M-84320	PLUMBING (List #6)	\$ 2,226,000.00		
7	DW	District-wide	M-83970	PECO - FIRE ALARM - Intercom-SECURITY SYSTEM (Lists #7 & #7a)		\$ 1,380,272.00	
8	DW	District-wide	M-84310	ELECTRICAL Systems, Components, Repairs, Replacements (List #8)	\$ 2,460,000.00		
9	DW	District-wide	M-83590	LIFT STATION Replacement & Component Replacement See List #9	\$ 120,000.00		
10	DW	District-wide	M-88380	MAJOR REPAVING full schools and/or major areas beyond sealcoating and repair. ParGhandour lot repair, and seal coating, concrete repair, restriping & handicap restriping (List #10)	\$ 150,000.00		
11	DW	District-wide	M-83700	ENVIRONMENTAL / Asbestos Abatement (List #11)	\$ 400,000.00		
12	DW	District-wide	M-86030	PROFESSIONAL SERVICES, Misc (List #12)	\$ 31,935.00		
13	DW	District-wide	M-83800	NON-PECO - ROOF replacement and/or Major Re-cap and/or Roof Repair and/or Waterproofing	\$ 1,600,000.00		
14	DW	District-wide	M-83800	PECO ONLY - ROOF replacement and/or Major Re-cap and/or Roof Repair and/or Waterproofing		\$ 1,300,000.00	
15	DW	District-wide	M-84400	Backflow, fire equipment, kitchen hood repair and service, (ANNUAL CONTRACT WITH CINTAS)	\$ 250,000.00		
16	DW	District-wide	M-84800	DOOR Repair/Replacement & Hardware	\$ 71,300.00		
17	DW	District-wide	M-86490	FENCING ; Chain Link Fencing & Gates w/Hardware (Annual Contract)	\$ 400,000.00		
18	DW	District-wide	M-81510	HVAC Equipment Replacement Repair/Replacement Chiller Repair/Replacement/Plant Modifications & Annual Chiller Service- Repair and Diagnostic & Natural Gas Conversion Projects	\$ 2,000,000.00		
19	DW	District-wide	M-83050	FLOORING ; District Wide Flooring: Including Damaged Subfloor, Rotting Joists and Damage from Termites	\$ 700,000.00		
20	DW	District-wide	M-84630	CONTRACTED CARPENTER /Capital Services	\$ 825,000.00		
21	DW	District-wide	M-87480	PAINTING (Maintain 10-year cycle)	\$ 890,000.00		
22	DW	District-wide	M-84620	EMERGING PROJECTS & Emergency Maintenance Repairs/Replacement.	\$ 500,000.00		
23	DW	District-wide	M-87540	ELEVATOR Repair/Service	\$ 300,000.00		
24	DW	District-wide	M-80030	MOTORIZED BLEACHER Repairs & Replace	\$ 35,000.00		
25	DW	District-wide	M-86000	ATHLETIC TRACK Repair and Service (Per Annual Contract)	\$ 750,000.00		
26	DW	District-wide	M-80210	TERMITE Control Related Repairs and Pest Exclusion Requirements	\$ 94,300.00		
27	DW	District-wide	M-86500	SIDEWALK ; Hazardous Sidewalk Repair/Replace - Concrete - Base - Grading	\$ 430,000.00		
28	DW	District-wide	M-84810	DEMOLITION /Debris Removal	\$ 20,000.00		
29	DW	District-wide	M-86240	EMCS Upgrades, Repairs, and Standardization Etc	\$ 500,000.00		
30	DW	District-wide	M-86470	LOCKER Repair & Replacement	\$ 75,000.00		

Source: Five-Year Capital Plan.

The FYCP is an important budgeting tool for projecting and managing technology and facility capital and maintenance costs and is used by management to plan annual facilities-related expenditures. MJ deems the report to be adequate for this purpose.



Expenditure Reports

Expenditure reports are generated from the District’s financial accounting system. These reports show the budget, commitments, encumbrances, expenditures, and unexpended amounts by any selected element of the coding string for example fund, object, and account. Any department to which funds have been allocated can access expenditure reports.

When accessing expenditure reports on the District’s financial system, each report element can be drilled into for further information. Drilling into each column on the system screen provides additional detail and supporting documentation such as fund, fund center, function, object, text, vendor, purchase requisition, purchase order, and vendor invoice and quote.

Figure 1-6 provides an example of a printed expenditure report while Figure 1-7 provides a screenshot of report elements from which users can drill down.

**FIGURE 1-6
Printed Expenditure Report**

8/2/2019		Report output				
Report: ZFIFM_DRILLDOWN_BCS_BETA		Duval County Public Schools			Page: 1	
Date: 08/02/2019	Budget / Commitments / Encumbrances / Expenditures - 2019			UserID: BEGLEYM		
Time: 12:08:50	Report by Fund			System: SBP/220		
Fund: LIKE 3*						
Drill Fund	BUDGETED	COMMIT ITEMS	ENCUMBRANCES	EXPENDITURES	UNEXPENDED	
FA FC Expense	116,535,623.82	0.00	0.00	116,535,454.45	169.37	
FA FC 34P00-PECO 2014-2015	0.00	0.00	0.00	0.00	0.00	
FA FC 34P083800-PECO Roof Replacem	5,815.79	0.00	0.00	5,815.79	0.00	
FA FC 34P284820-PECO-Windows	0.00	0.00	0.00	0.00	0.00	
FA FC 34Q00-PECO 2015-2016	0.00	0.00	0.00	0.00	0.00	
FA FC 34Q083800-PECO-ROOF	3,180.00	0.00	0.00	3,180.00	0.00	
FA FC 34R00-PECO 2016-2017	0.00	0.00	0.00	0.00	0.00	
FA FC 34R083800-PECO Roof Replacem	29,038.77	0.00	0.00	29,038.77	0.00	
FA FC 34R083970-PECO DW Fire Alarm	772,191.69	0.00	0.00	772,191.69	0.00	
FA FC 34S00-PECO 2017-2018	0.00	0.00	0.00	0.00	0.00	
FA FC 34S083800-PECO Roof Replacem	1,250,949.65	0.00	0.00	1,250,949.65	0.00	
FA FC 34S083970-PECO DW Fire Alarm	369,092.26	0.00	0.00	369,092.26	0.00	
FA FC 34T00-PECO 2018-2019	0.00	0.00	0.00	0.00	0.00	
FA FC 34T083800-PECO Roof Replacem	1,157,145.00	0.00	0.00	1,157,145.00	0.00	
FA FC 34T083970-PECO DW Fire Alarm	305,594.37	0.00	0.00	305,594.37	0.00	
FA FC 36000-CO & DS	0.00	0.00	0.00	0.00	0.00	
FA FC 36N083660-CO & DS-HVAC/ROOF	1,329,589.07	0.00	0.00	1,329,589.07	0.00	
FA FC 37G084910-DW Speciality Equi	0.00	0.00	0.00	0.00	0.00	
FA FC 37K090640-Phase Out Portable	0.00	0.00	0.00	0.00	0.00	
FA FC 37K091580-Energy Conservatio	0.00	0.00	0.00	0.00	0.00	
FA FC 37M083970-DW Fire Alarm	0.00	0.00	0.00	0.00	0.00	
FA FC 37M084310-Electrical System	0.00	0.00	0.00	0.00	0.00	

Source: Expenditure Report.

**FIGURE 1-7
System Expenditure Report**

Report: ZFIFM_DRILLDOWN_BCS_BETA		Duval County Public Schools			Page: 1	
Date: 08/06/2019	Budget / Commitments / Encumbrances / Expenditures - 2020			UserID: LARRAMOREA		
Time: 11:48:59	Report by Fund and Funds Center			System: SBP/220		
Fund : 37U081510 - HVAC/DX Equipment						
Drill Fund/FundsCtr	BUDGETED	COMMIT ITEMS	ENCUMBRANCES	EXPENDITURES	UNEXPENDED	
CI PR Expense	2,500,000.00	0.00	99,453.21	3,658.01	2,396,888.78	
CI PR 37U081510-HVAC/DX Equipment	2,500,000.00	0.00	99,453.21	3,658.01	2,396,888.78	
CI PR 3096-Jean Ribault High	3,208.21	0.00	3,208.21	0.00	0.00	
CI PR 3219-Joseph Stilwell	3,658.01	0.00	0.00	3,658.01	0.00	
CI PR 3245-Crown Point	96,245.00	0.00	96,245.00	0.00	0.00	
CI PR 3502-CPA - Per List	2,396,888.78	0.00	0.00	0.00	2,396,888.78	
CI PR Total	2,500,000.00	0.00	99,453.21	3,658.01	2,396,888.78	

Source: Screen Shot from District’s Financial Accounting System.



The expenditure reports provide program administrators with the ability to track budgeted and actual expenditures for any fund, project, or accounts. MJ deems the expenditure report to be adequate for monitoring program costs.

Annual Projects Report

The Annual Projects Report (APR) is an Excel workbook with spreadsheets that allow Design and Construction Services management to track and monitor costs and operational data for existing and completed projects. The workbook shows summary information for each active project and includes a tab for completed projects and summer projects, including technology summer projects. **Figure 1-8** provides a list of the fields on the report to illustrate the type of data the report captures.

FIGURE 1-8
Annual Projects Report Data Fields

Annual Projects Report Data Fields	
<ul style="list-style-type: none"> • Project # • Project Category • School # • School Name • Project Description • Maintenance Station Number • Project Budget • Summer Construction Project • Project Manager • Estimated. Start Date • Estimated Completion Date • Architect/Engineer • Architect/Engineer Activate Number • Architect/Engineer Contact/Phone • Design Status (0%-100%) 	<ul style="list-style-type: none"> • Plan Review Completed? • Contractor • Long Lead Items (Mark X) • Contractor Activation • Contractor Contacts/Phone • Permit Issued (Y/N) • Notice to Proceed • Pre-Construction Conference Completion • Construction Status (0%-100%) • Actual Substantial Completion Date • Final Inspection/Completion Date • Close-Out • Warranty Info • Status

Source: Annual Projects Report.

Program managers use the Annual Project Report to monitor and manage operational and financial data on all construction and maintenance projects. MJ deems the Annual Project Report to be adequate to monitor program performance and costs.

Major Maintenance Execution Report

The Major Maintenance Execution Report (MMER) is an Excel workbook that provides the approved funding amount for every project funded during the current fiscal year, expenditure information from the District’s financial accounting system, and other specific project related information. The first tab in the workbook is a by project summary that captures the information shown in **Figure 1-9**.



FIGURE 1-9
Major Maintenance Execution Report Data Fields

Major Maintenance Execution Report Data Fields	
<ul style="list-style-type: none"> Board Approved Line Item School Number School Name Project Number Project Description 2018-2019 Major Maintenance Funded \$\$ Project Manager Assigned 	<ul style="list-style-type: none"> 2018-2019 Public Education Capital Outlay (PECO) Funded \$\$ Prior Year Funding/Funding Shifts Total Funding Planned Spend Reserve Reserve % Notes

Source: Major Maintenance Execution Report.

The summary worksheet is followed by a worksheet for each project showing the approved funded amount, potential costs, and projected surplus or deficit. The projects are prioritized for funding based on input from maintenance shops as to high priority repairs needed. FCI school reports are also used. The planned spend amount for each project worksheet is totaled and checked to ensure spending remains within available funding. Amounts are reconciled to the District's financial accounting system. If there is a discrepancy, the amount in the financial accounting system prevails and the project spreadsheet is adjusted. **Figure 1-10** provides an example of project M-84420 for bleacher repairs.

FIGURE 1-10
Project M-84420 Detail

2018-19 MAJOR MAINTENANCE PROJECTS										DW Bleacher Funding Projected -->>		Potential FY18 Funded Projects -->>		Projected Surplus/Deficit -->>			
DW Bleacher Repairs												\$ 322,949		\$ 315,739		\$7,210	
PROJECT #	Board MM List #	School Number	School Name	Description	Cost	Running Total	PM Assigned	Design Required (Y or N)	Annual A/E Assigned	A/E FEES	CM/ CONTRACT Assigned	CONTRACT AMOUNT	COMMENTS				
M-84420	1	DW	District Wide	DW Bleacher Repairs	\$395,739					\$ 75,255		\$ 240,484					
		3033	Lee HS	Handrails on Grandstands	\$ 32,038	\$ 32,038	BA	Y	GM Hill	\$ 2,135	Gulf Coast Sports	\$ 29,903					
		3075	Paxon HS	Handrails on Grandstands	\$ 32,038	\$ 64,075	BA	Y	GM Hill	\$ 2,135	Gulf Coast Sports	\$ 29,903					
		3086	Parker HS	Handrails on Grandstands	\$ 32,038	\$ 96,113	BA	Y	GM Hill	\$ 2,135	Gulf Coast Sports	\$ 29,903					
		3090	Englewood HS	Handrails on Grandstands	\$ 34,803	\$ 130,915	BA	Y	GM Hill	\$ 4,900	Gulf Coast Sports	\$ 29,903					
		3096	Ribault HS	Handrails on Grandstands	\$ 34,803	\$ 165,718	BA	Y	GM Hill	\$ 4,900	Gulf Coast Sports	\$ 29,903					
		3165	Raines HS	Handrails on Grandstands	\$ 34,803	\$ 200,520	BA	Y	GM Hill	\$ 4,900	Gulf Coast Sports	\$ 29,903					
		3237	Sandalwood HS	Handrails on Grandstands	\$ 33,991	\$ 234,511	BA	Y	GM Hill	\$ 2,825	Gulf Coast Sports	\$ 31,166					
		3248	Ed White HS	Handrails on Grandstands	\$ 32,728	\$ 267,239	BA	Y	GM Hill	\$ 2,825	Gulf Coast Sports	\$ 29,903					
		DW	All High Schools	Inspection of Bleachers	\$ 30,000	\$ 297,239	BA	Y	GM Hill	\$ 30,000	N/A		Received GM Hill Proposal dated 11 Dec 18 for \$30K				
		DW	All Middle Schools	Inspection of Bleachers	\$ 18,500	\$ 315,739	JM	Y	GM Hill	\$ 18,500	N/A		Need to issue Structural RFP to complete MS Work				
Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line	Cut Line				
		3096	Ribault HS	Design and Install lateral bracing (U2 Rating)	\$ 20,000	\$ 335,739							Get design proposal from GM Hill				
		3241	Westside HS	Replace Bleachers Units 3 thru 8 (U2 rating)	\$ 60,000	\$ 395,739							Get proposal fro Gulf Coast sports asap				
		3248	Ed White HS	Design and install cage around ladder leading to top of pressbox (U2 Rating)	\$ 10,000	\$ 405,739											
		3248	Ed White HS	Replace Bleachers Units 3, 5, and 6 (U2 rating)	\$ 30,000	\$ 435,739							Get proposal fro Gulf Coast sports asap				
		3155	Stanton HS	Evaluate and perform structural repairs to columns (U1 rating)	\$ 10,000	\$ 445,739											

Source: Major Maintenance Execution Report.



The MMER report provides summary and detailed information by project that allows program management to track approved funding, expenditures, and project-related information for each individual major maintenance projects. MJ deems this report to be adequate to monitor project information and costs.

Based on MJ’s work in the Facilities Planning, Use, and Construction area, there are no issues or concerns related to the adequacy of management reports/data that program administrators use on a regular basis to monitor program performance and costs as they relate to facilities planning, use, and construction.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

To address the requirements of Subtask 1.1 as they relate to security and technology equipment purchases, MJ conducted the interviews and reviewed the management reports listed in **Figure 1-11**. Each of the management reports is discussed after the figure.

FIGURE 1-11
Task 1.1 Interviews/Management Reports
Security and Technology Equipment Purchasing

Title	Department	Date
INTERVIEW		
Chief Information Officer and Staff	Information Technology	8/6/2019
MANAGEMENT REPORTS		
<ul style="list-style-type: none"> • Information Technology Project Status Report • Weekly Technology Portfolio Updates • Capital Plan Tracking Workbook 		

Source: MJ’s Master Interview Schedule and Data Requests.

Information Technology Project Status Report

The Information Technology Division maintains the status of its projects on a spreadsheet that is maintained on SharePoint and is readily available for department management and project managers to view and update. The report captures all of the information necessary to track the status of each IT project. **Figure 1-12** lists the fields on the report.

FIGURE 1-12
Information Technology Project Status Report Fields

Annual Projects Report Data Fields		
<ul style="list-style-type: none"> • Project # • Project Title • Project Description • Status 	<ul style="list-style-type: none"> • Project Manager • Adjusted Start Date Expected End Date • Sponsor • IT Lead 	<ul style="list-style-type: none"> • End Date Status • Current Status • Project Health

Information Technology Project Status Report.



The report uses overall project health indicators, which are color-coded for quick identification. The meaning of the colors is as follows:

Green: Project is on track, no changes in the scope, schedule, or budget.

Yellow: The project is on track but problems with scope, schedule, or budget have arisen that could impact critical tasks. A reasonable plan is executed to correct any issues and move the project back to green.

Red: The project is **not** on track. There is a serious problem with scope, schedule, or budget. Immediate attention is needed from higher management to bring the project under control. The project may have a number of high-impact risks and/or issues that are impacting performance. The project is behind schedule and, if a recovery plan does not exist, the project is at risk. An action plan action is required to bring the project back on track.

Amber: The project is on hold. There is a problem with scope, schedule or approvals. Attention is needed from senior management and project sponsors to bring the project under control. An action plan action is required to bring the project back on track.

Figure 1-13 provides a snapshot of an IT project status report. MJ noted that out of a total of 41 projects, 35 were green, five (5) amber, and one (1) yellow.

FIGURE 1-13
Information Technology Project Status Report

SR #	Project Title	Project Description	Status	Sponsor	IT Lead	PM/RM	Start Date	Adjusted Start Date	Expected End Date	End Date Status	Current Status	Project Health
SAP												
SR50443	ESS - Phase II implementation and deployment	This implementation is an extension of the initial ESS implementation and deployment. Phase II will consist of the development and implementation of employee leave requests and approvals.	In Progress	Jim Culbert	Tina McGowens	Jessica Keller	03/26/16	04/01/16	12/31/19	On Time	<ul style="list-style-type: none"> Activities Performed or Completed: Date 07/30/19 - No changes to report -Change to the business process for Timekeepers and Approvers Activities Planned for the Next Period: <ul style="list-style-type: none"> -Payroll is conducting live training for Timekeepers and Approvers -Pushing to have pilot schools to online leave -Working on substitutions and Mass Approval for leave approvers Risk/Issues 	Green
SR322027	Web-based School Accounting System	Purchase an accounting system for Internal Funds that allows for: centralized system of management controls; centralized reports; user-level reports; acceptance of payments for student activity fees via credit card; and issuance of electronic tickets for athletic and other events for which an admission is charged.	In Progress	Margie McGuff-Shannon	Tina McGowens	Jessica Keller	08/26/16	07/01/17	12/01/19	On Time	<ul style="list-style-type: none"> Activities Performed or Completed: Date 07/30/19 - -Received communication from Sponsor Activities Planned for the Next Period: <ul style="list-style-type: none"> -Pilot to reach out to Sponsor regarding next steps Risk/Issues 	Green
SR530052	Enterprise Document Management	The objective of this project is to establish an Enterprise Information Management solution that will allow DCPS organization to build a cohesive information management strategy that leverages existing resources, meets urgent needs and establishes a fast path to Information Readiness, Information Capabilities, and Information Security	In Progress	Jim Culbert	Tina McGowens	Alex Rivas	10/31/18	11/12/18	12/30/19	On Time	<ul style="list-style-type: none"> Activities Performed or Completed: Date 08/04/2019 Configuration of workspaces in OpenText progressing, initial demo of PD workspace performed. Planned for the Next Period: <ul style="list-style-type: none"> -Meet with Database to work on finalizing SOW. -Workspace configuration continuing, SAP and DCPS team working on completing all workspaces. Risk/Issues <ul style="list-style-type: none"> -Scope requires SAP to configure 40 document types, remaining to be done by DCPS. There are approx. 300 document types identified. There is a potential risk that the excessive document type configuration might interfere and impede progress affecting the timeline. To be watched closely. -Similarly, DCPS identified 24 workspaces to be configured. SAP will do 10 and transfer knowledge for DCPS staff to complete the remaining. Watch closely for any impact to timeline. 	Green
Information Management & Student Information System												
SR898951	TDSI (Teacher Development Support Induction)	The purpose of the Teacher Development Support Induction (TDSI) is to eliminate the lag time between communications with Human Resources and Teacher Certification by generating real time updates and email notifications from SAP	In Progress	Jennifer White	Greg Lukach	Heather Henderson	04/01/19	4/0/19	08/01/19	Delayed	<ul style="list-style-type: none"> Activities Performed or Completed: Date 7/16/19 - No changes this reporting period Activities Planned for the Next Period: <ul style="list-style-type: none"> -Meeting with Business Risk/Issues 	Green
SR526954	Health and Wellness Application/ Care Dix	DCPS produce an internal application that will integrate FOCUS and SEAS, to help eliminate redundant work.	On Hold	Melissa Kicklighter	Greg Lukach	Heather Henderson	10/16/17	01/21/18	06/15/18	Delayed	<ul style="list-style-type: none"> Activities Performed or Completed: Date 7/16/19 - On Hold -Draft Scope sent to Sponsor for review. Activities Planned for the Next Period: <ul style="list-style-type: none"> -Data Sharing Risk/Issues 	Amber
SR295452	OneView Briefing/Newsletter	This project creates a weekly briefing application, viewable in OneView, which provides targeted communication to staff and stakeholders at multiple levels throughout the organization. It also includes the ability to create and distribute news letters to targeted groups.	On Hold	Dana Kitzner	Gregory Lukach	Heather Henderson	12/27/16	01/30/18	12/10/18	Delayed	<ul style="list-style-type: none"> Activities Performed or Completed: Date 7/16/19 - On Hold -Interim briefing solution complete. Activities Planned for the Next Period: <ul style="list-style-type: none"> -Set up meeting with Dr Kitzner to verify the next steps. Sent an e-mail requesting a meeting. Risk/Issues 	Amber
SR790337	Office of Economic Opportunity Minority/Women Business Enterprise Application	Creating a web application to streamline the application process for Minority/Women Business Enterprise (M/WBE) as it pertains to business conducted within Duval County Public Schools.	In Progress	Beth Casey	Gregory Lukach	Heather Henderson	09/01/16	03/15/18	08/01/19	Delayed	<ul style="list-style-type: none"> Activities Performed or Completed: Date 7/16/19 -CR790336 is closed for Phase 1. Project has two more phases. Working with Business to receive requirements. Activities Planned for the Next Period: <ul style="list-style-type: none"> -V. Quian is working on Business Requirements for Phase 2. Risk/Issues <ul style="list-style-type: none"> -None at this time. 	Green

Source: Major Maintenance Execution Report.

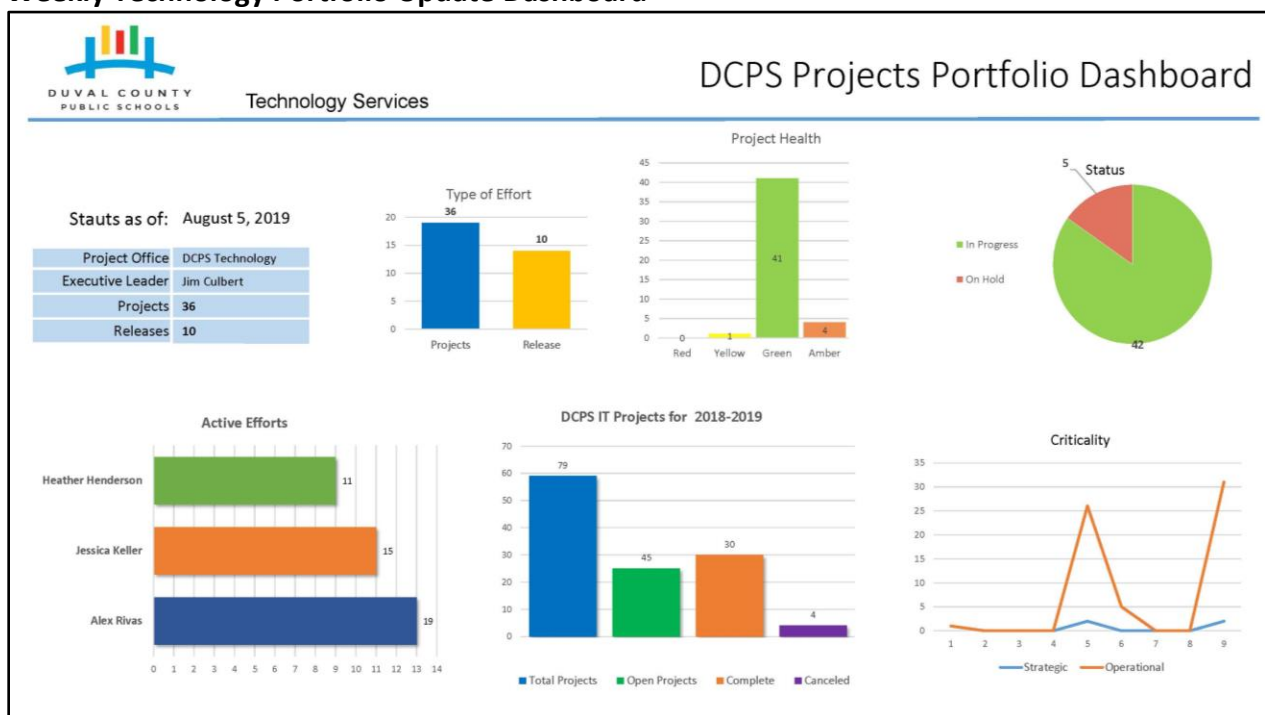


The IT project status report is a useful tool that IT management and project managers use to monitor the status and health of IT projects. MJ deems this report to be adequate to monitor project information and status.

Weekly Technology Portfolio Updates

IT leadership meets regularly with project managers to review the status of their projects using the Weekly Technology Portfolio Update report. This report is prepared from data in the project status report and is graphically illustrated in the form of a dashboard to allow a quick visual identification of project status. MJ reviewed these reports for March and May 2019. An example of this report is shown in **Figure 1-14**.

FIGURE 1-14
Weekly Technology Portfolio Update Dashboard



Source: Weekly Technology Portfolio Update Report.

IT management and project managers use the Weekly Technology Portfolio Update Dashboard to view key project data points at a glance. MJ deems this report to be adequate to monitor project information and status.

Capital Plan Tracking Workbook

The Capital Plan Tracking Workbook (CPTW) tracks all IT funds approved in the capital budget, and it is reconciled to amounts in the District's financial accounting system. While the Information Technology Project Status Report and the Weekly Technology Portfolio Update track project status from an operations perspective, the CPTW tracks the financial status and progress of an IT project.



IT management and project managers use the CPTW to monitor projects to ensure they stay within the approved budget and to determine when a budget amendment might be necessary. The report shows the current year’s approved allocation from the Five-Year Capital Improvement Plan, category of expenditure (school technology, school infrastructure, enterprise systems, etc.), expenditures, and remaining balance. MJ deems this report to be adequate to monitor project costs. **Figure 1-15** provides a snapshot of a small section of the CPTW.

FIGURE 1-15
Capital Plan Tracking Workbook

Capital Group	Cap. Sub-group	Allocation	Expenditures	Remaining Budget
	Enterprise-Data Ctr Build	\$4,501,000		Remaining Balance
	EMTEC REFUND (37Q, 37R, 37S & 37T)	\$154,911		
	EMTEC REFUND (37T)	\$0		
	Capital 5 yr plan 18/19 Allocation	\$20,681,535		
	Totals	\$25,337,446		
18/19 Capital Planning as of 7/19/18		\$25,182,535.000		
	New Capital Total 2018/19	\$25,337,446	\$25,383,275.86	-\$200,740.86
	Remain to allocate			
Capital Group	Cap. Sub-group	Allocation	Expenditures	Remaining Budget
School Technology	Totals	\$16,087,935	\$15,660,269.04	\$427,665.96
	Computers/Interactive Monitors			
	Student	\$14,280,485	\$14,261,232.98	
	Teachers	\$1,656,400	\$597,966.12	
	Admin/School Staff	\$101,050	\$784,965.85	
	Printers		\$0.00	
	Centralized	\$50,000	\$16,104.09	
	Interactive Monitors		\$0.00	
	DTO Schools	\$0	\$0.00	
	Elementary	\$0	\$0.00	
School Infrastructure	Totals	\$600,000	\$904,822.69	-\$304,822.69
	Network Electronics Refresh	\$0	\$0.00	
	Infrastructure Wiring/Wireless/Laptop Lockers	\$600,000	\$904,822.69	
	Admin Offices Telephone System & School phones	\$0	\$0.00	
	Increase Bandwidth Electronics	\$0	\$0.00	
Enterprise Systems	Totals	\$5,601,000	\$5,706,900.77	-\$105,900.77
	Data Ctr/School Server Refresh	\$600,000	\$500,730.76	
	Test Center Refresh	\$0	\$0.00	
	Computer Hardware/Racks/Tables	\$200,000	\$373,982.00	
	Enterprise/Data Ctr Build/Team Ctr Reno	\$300,000	\$331,189.01	
	18/19(Data Center Upgrade (SAP/SIS/Data Ctr Upgrade Fund))	\$4,501,000	\$4,501,000.00	

Source: Capital Plan Tracking Workbook.

Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to the adequacy of management reports/data that program administrators use on a regular basis to monitor program performance and costs as they relate to security and technology equipment purchasing.

FACILITIES LEASING & DEBT SERVICING

To address the requirements of Subtask 1.1 as they relate to facilities leasing & debt servicing, MJ conducted the interviews and reviewed the management reports listed in **Figure 1-16**.



FIGURE 1-16
Task 1.1 Interviews/Management Reports
Facilities Leasing & Debt Servicing

Title	Department	Date
INTERVIEW		
Chief Financial Officer and key staff members	Finance	8/5/2019
MANAGEMENT REPORTS		
<ul style="list-style-type: none">• Debt Service Report Fiscal Year 2020• Debt Service Payment Schedule		

Source: MJ's Master Interview Schedule and Data Requests.

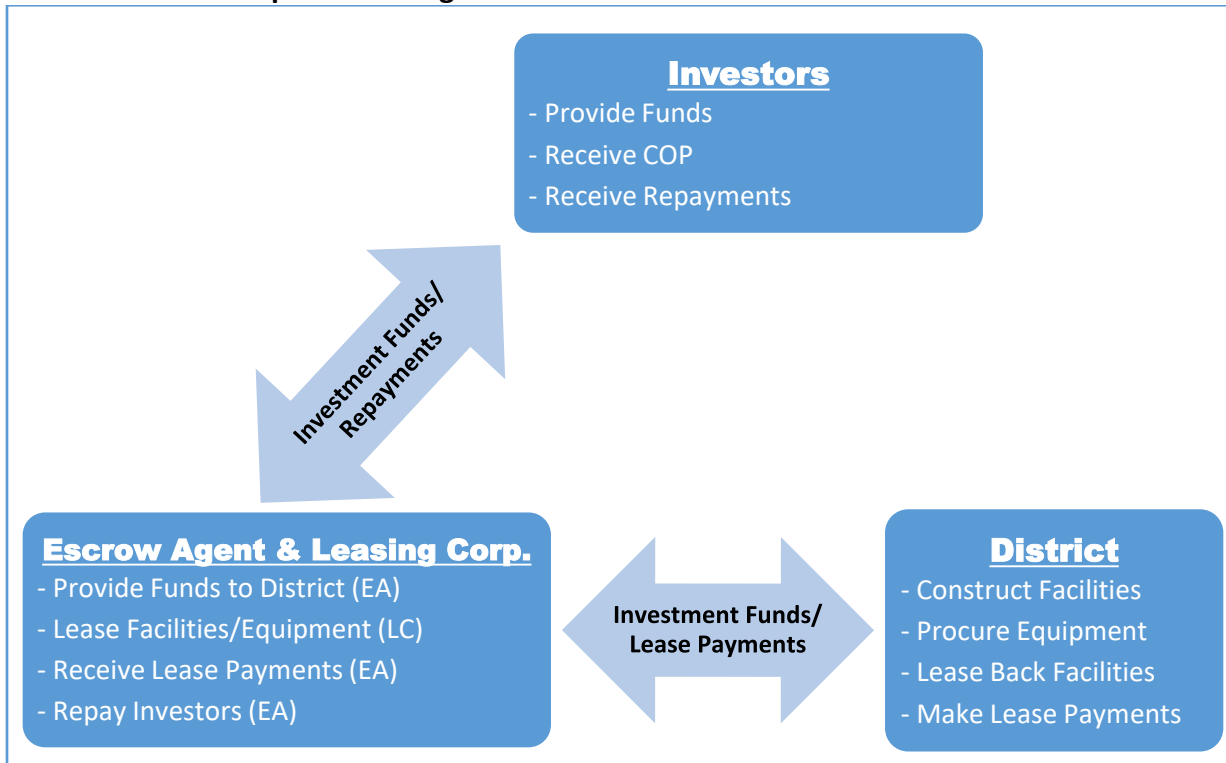
According to District Financial and Business Services Division staff, none of the surtax funds will be used to retire existing debt. The District plans to use \$500 million of sales surtax funds to secure new debt.

When necessary, the District makes transfers to its Debt Service Funds from the Capital Projects Fund, as permitted by *Florida Statutes*, to service existing debt. The primary sources of Capital Project Fund revenues are property taxes and state sources such as the Public Education Capital Outlay (PECO) Fund.

Nearly all of the District's existing debt consists of certificates of participation (COP). A COP is a type of financing used by governmental entities where investors purchase a share of lease revenues pursuant to a facility lease back arrangement with a third party. Funds provided by investors are used to construct school facilities that are then leased back to the governmental entity. The investor "participates" by receiving a share of the lease payments made by the governmental entity pursuant to the agreement with the third-party. The COPs are secured by lease revenues. **Figure 1-17** illustrates a typical COP arrangement.



FIGURE 1-17
Certificate of Participation Arrangement



Source: Developed by MJ based upon interviews and independent research.

To accomplish a COP transaction, a trustee issues securities that represent percentage interests in the right to receive payments from the school district under a lease-purchase contract. The school district's underwriter sells the COPs in the bond market.

In appropriate circumstances, the school district may "qualify" (make eligible) lease-purchase financing as Qualified Zone Academy Bonds (QZAB) or Qualified School Construction Bonds (QSCB). QZABs and QSCBs are a type of borrowing sanctioned by federal law that pays a federal income tax credit instead of interest and functions as a federal subsidy for qualifying public schools, thereby reducing the school district's interest costs.

According to the June 30, 2018 Comprehensive Annual Financial Report (CAFR), the District's long-term debt totaled \$401,796,585 of which \$401,582,651 consisted of COPs sold in the bond market. The District's bonded COP debt is listed in **Figure 1-18**.



FIGURE 1-18
Bonded Certificates of Participation as of June 30, 2018

Series	Amount Outstanding	Lease Term Maturity
2003-QZAB**	\$ 5,667,000	2018
2005-QZAB	1,015,000	2021
2009B-QSCB	13,050,000	2025
2010A-QSCB	33,074,000	2027
2012-QZAB	29,000,000	2027
2013A	14,560,000	2038
Refunding 2014A*	33,298,791	2025
2014B-QZAB	50,000,000	2028
Refunding 2015A*	11,274,833	2020
Refunding 2015B*	121,850,000	2033
Refunding 2016A*	44,990,000	2035
Refunding 2017A*	27,944,000	2035
Unamortized Premium and Discount	15,859,027	
Total	\$ 401,582,651	

Source: Comprehensive Annual Financial Report, Fiscal Year 2018.

*Refunding is retiring or redeeming an outstanding bond issue using the proceeds from a new bond issue. Typically, the new issue has a lower interest rate thereby reducing borrowing costs.

**Matured in December 2018.

Florida Statutes 1001.42 (11(5) and 1013.15 (2) authorize school boards to “enter into leases or lease purchase arrangements with private individuals or corporations for the rental of grounds and educational facilities for school purposes or of educational facilities to be erected for school purposes. Current or other funds authorized by law may be used to make payments under a lease-purchase agreement.”

The District formed the Duval School Board Leasing Corporation (Leasing Corporation) as a separate legal entity to facilitate financing the acquisition of District educational facilities and equipment. In October 2000, the District entered into a master financing lease purchase arrangement with the Leasing Corporation to obtain financing for school facilities and equipment. The financing was accomplished through the issuance of COPs by the Leasing Corporation to third-party investors. The Leasing Corporation leases back to the District the facilities and related equipment covered by the ground lease. Revenues from the lease payments are used to repay the investors. **Figure 1-19** presents a list of facilities leased to the District under the COP arrangement. Debt-related management reports are discussed after the figure.



FIGURE 1-19
Certificate of Participation Leased Facilities

Certificate Issue	Lease Term	Facility Description
<i>Series 2003-QZAB</i>	Earlier of date paid in full or 12/23/2018 (No longer outstanding after 12/23/2018)	Technology related equipment and improvements at: John Love Elementary School Highlands Middle School Southside Middle School J.E.B. Stuart Middle School Mandarin Middle School Landmark Middle School
<i>Series 2005-QZAB</i>	Earlier of date paid in full or 10/20/2021	Technology related equipment and improvements at: Cedar Hills Elementary School Brookview Elementary School
<i>Series 2009B-QSCB</i>	Earlier of date paid in full or 12/16/2025	Dinsmore Elementary School-Classroom Additions Ed White High School-Classroom Additions Gregory Drive Elementary School-Classroom Additions Robert E. Lee High School-Classroom Additions New Berlin Elementary School-Classroom Additions
<i>Series 2010A-QSCB</i>	Earlier of date paid in full or 7/1/2027	Waterleaf Elementary School – New School Eugene Butler Middle School – Additions John E. Ford K-8 School – Additions
<i>Series 2012-QZAB</i>	Earlier of date paid in full or 7/1/2027	Technology related equipment and improvements at 41 schools designated as magnet academy programs
<i>Series 2013A</i>	Earlier of date paid in full or 7/1/2038	Douglas Anderson School of the Arts cafeteria and classroom additions.
<i>Series 2014A Refunding of Series 2005A</i>	Earlier of date paid in full or 7/1/2025	Arlington Middle School – Replacement Nutrition Service Center – New District-wide Facility
<i>Series 2014B-QZAB</i>	Earlier of date paid in full or 7/1/2028	Technology and retrofits for eligible school projects for the purpose of repair, renovation, and equipping of qualified facilities
<i>Series 2015A Refunding of Series 2005 Refunding of Series 2000</i>	Earlier of date paid in full or 7/1/2033	Oceanway Elementary School – New School Kerman Trail Elementary School – New School Don Brewer Elementary School – New School Kernan Middle School – New School Sandalwood High School – Ten Portable Replacements to permanent classrooms



Certificate Issue	Lease Term	Facility Description
		Alfred I. DuPont Middle School – Addition of New Sixth Grade Wing Paxon School for Advanced Studies – Additional Science Labs
Series 2015B Refunding of Series 2007A	Earlier of date paid in full or 7/1/2033	Atlantic Coast High School – New School Westview K-8 School – New School North Shore K-8 School – Completion
Series 2016A Refunding of Series 2009A	Earlier of date paid in full or 7/1/2035	Bartram Springs Elementary – Reimbursement Darnell Cookman Medical School of the Arts – Renovations Comprehensive Needs at Various Schools – Technology and Information Upgrades
Series 2017A Refunding of Series 2010B	Earlier of date paid in full or 7/1/2035	Robert E. Lee High School – Replacement and Renovations

Source: Financial and Business Services Division-Lease Term Schedule.

Debt Service Report (DSR)

Financial and Business Services Division staff prepare the DSR report to calculate the amount of funds that will be needed to service the District debt for the current and coming year. Budget staff prepare the report, Treasury Department staff make the payment to the escrow agent, and directors in Budget and Treasury approve payment journal entries. The report is critical to ensuring that the District has the funds necessary to service its debt and that such payments are recorded timely and accurately. The report contains the fields shown in **Figure 1-20**. MJ deems the debt service report adequate to predict, monitor, and manage the amount of resources necessary to satisfy future debt obligations.

FIGURE 1-20
Debt Service Report Fiscal Year 2020

Field Name	Description
<i>Fund</i>	Bond fund number
<i>Type</i>	Type of debt obligation
<i>Fund name</i>	Name of bond fund
<i>Beginning fund balance Fiscal Year 2019-2020 projection</i>	Fund balance at the beginning of Fiscal Year 2020.
<i>Ending fund balance Fiscal Year 2019-2020 projection</i>	The budget from the ending fund balance in Fiscal Year 2018-2019 is being rolled to the ending fund balance for Fiscal Year 2019-2020.
<i>Revenue subsidies</i>	Represents revenue received from the federal government for some of the applicable debt series.
<i>Principal</i>	Principle portion of debt service.
<i>Interest</i>	Interest portion of debt service.



Field Name	Description
<i>Total Principal and Interest-2019-2020</i>	Amount to send to the fiscal agent and will remain until the principal and interest payments are due.
<i>Fees</i>	Fees payable
<i>Total amount needed in sinking funds ending fund balance</i>	Amount to send to the fiscal agent and will remain until the principal and interest payments are due.
<i>Transfers from capital if using fund balance Object 3630</i>	Funds transferred from the Capital Projects Fund to the Debt Service Fund to make debt payments.
<i>Transfers from Capital Fund. This assumes the ending fund balance will roll from Fiscal Year 2018-2019 to 2019-2020 and not be used to cover expenses in 2019-2020</i>	This amount in this column assumes that the debt fund ending fund balance is sufficient so as not to require a transfer from the Capital Projects Fund.
<i>Principal Object 710 July 2020</i>	Principal portion of Fiscal Year 2020 debt service.
<i>Interest Object 720 July 2020</i>	Interest portion of Fiscal Year 2020 debt service.
<i>Total principal and interest July 2020</i>	Total principal and interest payable July 2020
<i>Total needed less ending fund balance</i>	Total amount needed in the 2019-2020 Fiscal Year to make debt payments less the amounts appropriated in ending fund balance.

Source: Debt Service Report Fiscal Year 2020.

Debt Service Payment Schedules

The Debt Service Payment Schedules (DSPS) are amortization schedules for each form of debt issued by the District. DSPS show the name of the debt series, payment date, principal amount, interest rate, interest amount, total payment due for the period and total payment due for the Fiscal Year. The DSPS schedule is critical to tracking how much interest and principal is due on each debt issuance and when.

Before debt service payments are due, the escrow agent sends the District a notification with wiring instructions. MJ examined the June 2019 notification, which stated the following:

Pursuant to Sections 4.03 of the Master Lease-Purchase Agreement and the Lease Schedule, please provide the Basic Rent Payments as outlined on the attached schedule to the [Escrow Agent Name] by June 25, 2019.

For three (3) debt issuances, MJ compared the Basic Rent Payment amounts in the escrow agent's notification letter to the amounts on the DSPS noting that the amounts agreed and there were no exceptions. MJ deems the DSPS report adequate to track the amount and due date of each principal and interest payment due on each debt issuance over the life of the debt.

Based on MJ's work in the facilities leasing & debt servicing area, there are no issues or concerns related to the adequacy of management reports/data that program administrators use on a regular basis to track and manage debt obligations as they relate to facilities leasing & debt servicing.



Based on MJ’s review of management reports/data that program administrators use on a regular basis the reports and information are adequate to monitor program performance and cost. Accordingly, Subtask 1.1 is met.

SUBTASK 1.2 – Determine whether the program is periodically evaluated using performance information and other reasonable criteria to assess program performance and cost.

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 1.2 as they relate to facilities planning, use, and construction, MJ reviewed the reports discussed in Subtask 1.1 to determine how they are used to evaluate program performance and cost. **Figure 1-21** provides an analysis of these reports in relation to Subtask 1.2.

**FIGURE 1-21
Facilities Planning, Use, and Construction Evaluation Reports**

Report Name	Who Prepares & Maintains	Source of Data	Frequency	How Does the Report Satisfy Subtask 1.2?
<i>Expenditure Report</i>	Generated out of accounting system and is available to staff responsible for managing a budget and monitoring expenses.	District’s Accounting System	Available 24/7/365 to staff responsible for managing a budget and monitoring program expenses.	Allows managers to compare budgeted to actual costs to ensure the program is on budget and to take appropriate action if it is not.
<i>Annual Projects Report</i>	Executive director and project managers create the report with input from maintenance leadership. Report is maintained through regular review meetings with project managers with input from project managers and other facility reports.	Original project budgets provided by the District’s enterprise resource planning (ERP) software known as Systems, Applications, and Products (SAP) and/or as reported and updated by project managers. As various project documents are processed, the APR is updated to reflect the information contained within those documents. Before actions are taken with regard	The Annual Project report is updated at the beginning of the school year (July timeframe) with new project cost and scope information. The APR is reviewed monthly at the beginning of the year and accelerated to weekly or biweekly (as schedules permit) in the April timeframe throughout the summer months to keep up with	The Annual Project Report allows Design and Construction Services to monitor overall program performance by feeding into metrics and helps keep the overall program on schedule. This report enables Design and Construction Services’ staff to track which projects perform successfully, especially during the crucial summer months so that projects can be completed before



Report Name	Who Prepares & Maintains	Source of Data	Frequency	How Does the Report Satisfy Subtask 1.2?
		to funding or contract administration, the sources are typically checked to ensure accuracy.	a heavier project work schedule.	school begins for the next school year and as other full-year projects continue.
Major Maintenance Execution Report	The Major Maintenance Execution Report is prepared by the executive director Design and Construction Services working with the Financial and Business Services Division and the Design and Construction Services' support technician to obtain project budget information from the Five Year Capital Plan and SAP, the District's Enterprise Resource Planning (ERP) system. An ERP is a modular software system designed to integrate the main functional areas of an organization's business processes into a unified system. The MMER is a planning tool that allows Design and Construction Services to keep track of how much funding is available under a given project number for projects the department desires to fund. The ultimate source for funding data is SAP. If there is a difference in SAP versus MMER funding, the SAP funding numbers take precedent. The MMER report is for planning and programming work	Five Year Capital Plan, SAP for project budget data, project backlog review meetings with maintenance personnel, prior costs for similar systems, and contractor proposals for project work.	The MMER report is set up at beginning of the year based upon available funding within the Five-Year Capital Plan and SAP. The MMER report is updated as actual project cost proposal information becomes available from various contractor proposals and District decisions to add or remove work based upon actual costs and when new unforeseen project funding requirements become available.	The MMER allows staff to keep track of program funding versus project requirements to ensure that funds are available to cover projects underway.

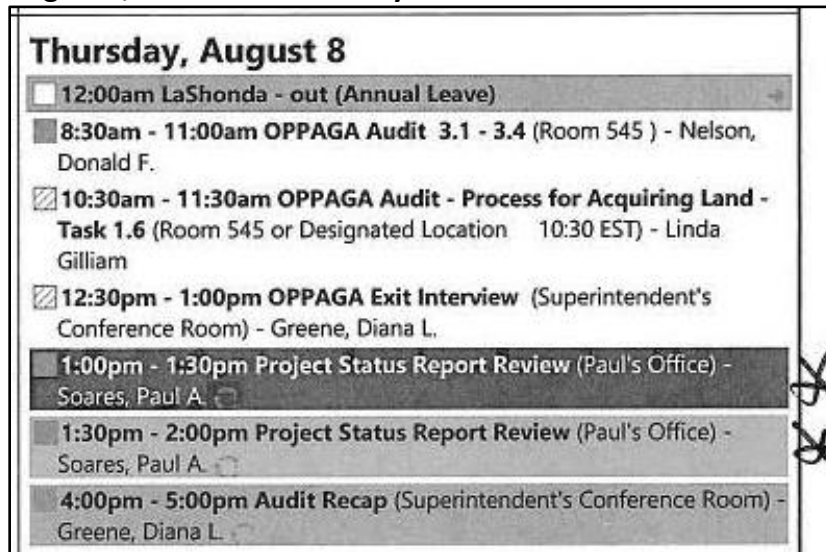


Report Name	Who Prepares & Maintains	Source of Data	Frequency	How Does the Report Satisfy Subtask 1.2?
	so that staff know how much work can realistically be performed under a given project number.			
Design and Construction Metrics Report	The executive director Design and Construction Services prepares the metric reports.	The Annual Project Status report is the source of data for the metrics report	Monthly	Allows Design and Construction Services' staff to track project progress through various steps of performance (project creation, design, construction, and completion, and paperwork closeout).

Source: Indicated Reports and Staff Inquiries

The executive director Design and Construction Services meets with project managers frequently to review project status. MJ examined the executive director's calendar entries for April through August 2019 noting evidence of these meetings. **Figure 1-22** presents a sample calendar entry from August 8, 2019. The project status meetings are marked with an asterisk.

FIGURE 1-22
Executive Director Design and Construction Services
August 8, 2019 Calendar Entry



Source: Executive Director Design and Construction Services, August 8, 2019 Calendar.



Figure 1-23 presents a summary of project status meetings held between April and August 2019.

FIGURE 1-23
Executive Director Design and Construction Services
May through August 2019 Project Status Meetings

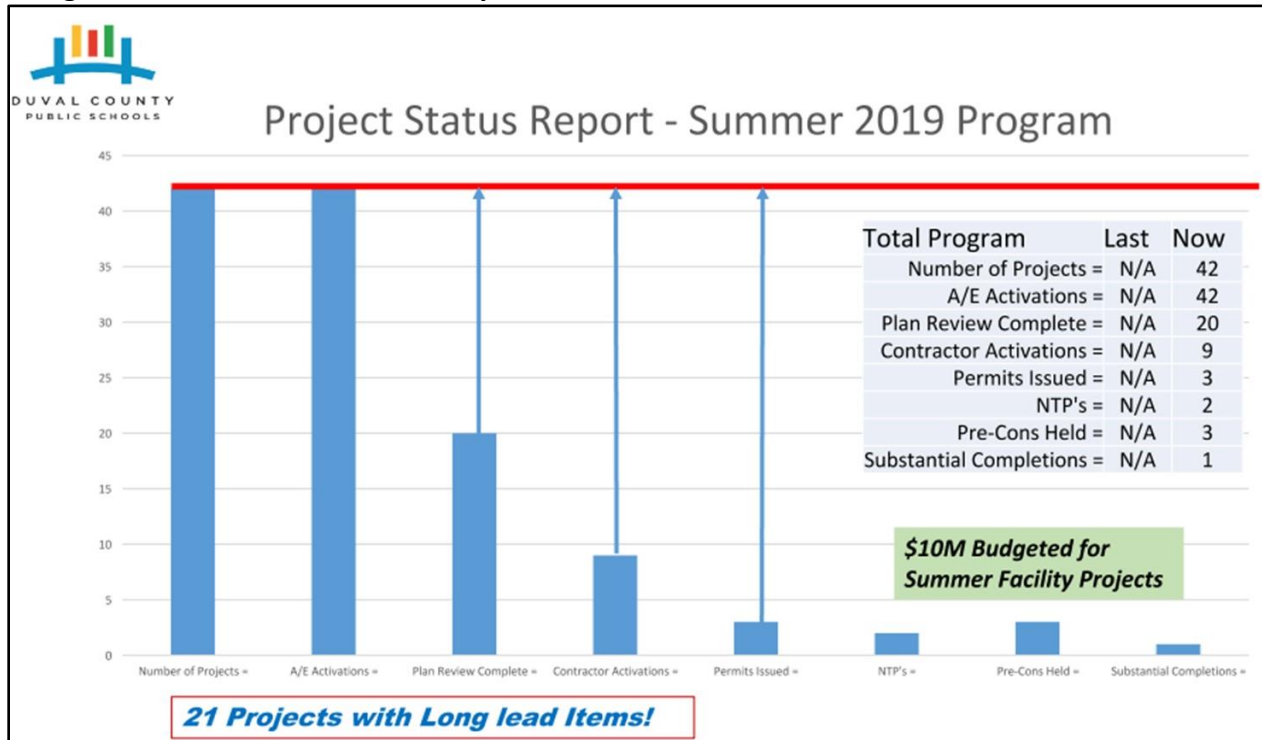
Date	Subject	Number of Meetings
08/08/2019	Project Status Report Review	2
08/01/2019	Project Status Report Review	2
07/25/2019	Project Status Report Review	2
07/18/2019	Project Status Report Review	2
07/15/2019	Update Annual Projects Report	1
07/11/2019	Project Report Review	2
06/27/2019	Project Status Report Review	2
06/26/2019	Project Status Report Update	1
06/25/2019	Update Annual Projects Report	1
06/19/2019	Project Status Report Update	1
06/19/2019	Project Status Report Review	2
06/07/2019	Annual Project Report Review	1
05/23/2019	Update Annual Projects Report	1
05/22/2019	Update Annual Projects Report	1
05/17/2019	Annual Project Report Review	4
05/10/2019	Annual Project Report Review	4
05/03/2019	Review Project Status	4
04/25/2019	Update Annual Projects Report	1
04/24/2019	Update Annual Projects Report	1
04/23/2019	Update Annual Projects Report	1

Source: Executive Director Design and Construction Services, May through August 2019 Calendar.

The APR and the DCM reports are discussed and updated during the project status meetings. The DCM presents APR information in graphic form. The executive director Design and Construction Services and each project manager uses this information to review project status and to evaluate schedule performance. The Summer 2019 DCM report is shown in **Figure 1-24**. Each project manager receives this report for their specific projects.



FIGURE 1-24
Design and Construction Metrics Report



Source: Design and Construction Metrics Report.

In addition to internal monitoring, the district benchmarks itself against other large urban districts using information from the Council of the Great City Schools (CGCS) benchmarking survey. CGCS consists of 75 of the nation’s largest urban public school systems. The purpose of this coalition of school districts is to improve education for children in the inner cities.

In 2002, CGCS developed key performance indicators (KPIs) that school districts could use to evaluate and improve their operations. The goal was threefold:

- Establish a common set of key performance indicators (KPIs) in a range of school operations, including business services, finances, human resources, and technology;
- Use these KPIs to benchmark and compare the performance of the nation's largest urban public school systems; and
- Use the results to improve operational performance in urban public schools.

The District incorporated CGCS KPI information into its regular facility reports for review and evaluation. The KPI benchmark showed where the District stood with respect to costs for design, renovations, and construction. The colored cells in the last three (3) columns of **Figure 1-25** labeled Lower, Median, and Upper indicate where the District fell on the KPI rating scale. Design and Construction Services’ management presented this information to staff as a means of evaluating and improving performance.



The District was below the middle range for renovation and new construction, but higher on the design to construction ratio (see red KPI). From this report, the District determined that its design costs could be lower and pursued and awarded a separate structural engineer design contract in May 2019 to lower its costs for structural repairs. MJ reviewed the contract noting that on May 7, 2019, the board approved an engineering consulting contract for architectural, civil, structural, mechanical, and electrical engineering services.

Figure 1-25 compares the District’s KPIs from the 2018 CGCS benchmarking survey, which used Fiscal Year 2017 performance data.

FIGURE 1-25
Council of the Great City Schools KPI Report
Maintenance and Construction

	2013-14	2014-15	2015-16	2016-17	Lower	Median	Upper
MM - Cost per Student	\$73	\$28	\$5	\$128	\$29	\$88	\$235
MM - Delivered Const Cost as % of Total Costs	86.5%	89.4%	45.2%	82.8%	79.4%	88.7%	94.8%
MM - Design to Construction Cost Ratio	10.2%	6.8%	46.8%	13.4%	4.4%	6.7%	13.7%
Renovations - Cost per Student	\$ 1.00	\$ 43.00	\$ 63.00	N/A	\$ 57.00	\$ 262.00	\$ 491.00
Renovations - Delivered Const Cost as % of Total Costs	53.1%	86.0%	87.3%	N/A	86.2%	90.9%	93.8%
Renovations - Design to Construction Cost ratio	6.8%	7.9%	7.5%	N/A	5.7%	8.0%	13.3%
New Construction - Cost per Student	\$ 68	\$ 127			\$ 14	\$ 149	\$ 1,091
New Construction - Delivered Const Cost as % of Total Costs	87.7%	92.5%			87.2%	93.4%	95.6%
New Construction - Design to Construction Cost ratio	12.1%	7.1%			3.9%	8.8%	9.1%

Source: Design and Construction Metrics Report. District Obtain from the Council of the Great City Schools October 2018 KPI Report.

Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to whether projects are periodically evaluated using performance information and other reasonable criteria to assess program performance and cost as they relate to facilities planning, use, and construction.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

To address the requirements of Subtask 1.2 as they relate to security and technology equipment purchasing, MJ reviewed the reports discussed in Subtask 1.1 to determine how they are used to evaluate program performance and cost. **Figure 1-26** provides an analysis of these report in relation to Subtask 1.2.



FIGURE 1-26
Security and Technology Equipment Purchasing Evaluation Reports

Report Name	Who Prepares & Maintains	Source of Data	Frequency	How Does the Report Satisfy Subtask 1.2?
Information Technology Project Status Report	*Contracted Technology Program Manager Consultant	District's enterprise resource planning (ERP) software known as Systems, Applications, and Products (SAP), Information Technology Service Management (ITSM) software system, change management, weekly project status meetings, Gartner data	Data is continually updated	The District uses the status report to update leadership on the status and budget of ongoing projects. Used to identify both schedule issues and budget compliance.
Weekly Technology Portfolio Updates	*Contracted Technology Program Manager Consultant	SAP, Information Technology Service Management (ITSM) software system, change management, weekly project status meetings, Gartner data	Updated weekly	Provides leadership with status and alignment with the budget. Keeps projects on schedule and allows management to reassign tickets and staff as required. Supervisors are tasked with work assignments.
Capital Plan Tracking Workbook	Director, Technology Programs	SAP	As purchase orders and goods receipts are created	Critical to track spending that is aligned with the capital plan submitted to the school board for approval and our public notices for capital spending.

Source: Indicated Reports and Staff Inquiries.

*The District does not have skillsets internally for a project management office; therefore, this position is contracted out.



The CGCS benchmarking survey includes an Information Technology section with the following KPIs:

- Average Age of Computers
- Computers per Employee
- Devices per Student
- Advanced Presentation Devices per Teacher
- Information Technology Spending Percent of District Budget
- Information Technology Spending-Capital Investments
- IT Spending per Student
- Bandwidth per Student
- Days Network Usage Exceeded 75 Percent of Capacity
- WAN Availability
- Break/Fix Staffing Cost per Ticket
- Help Desk Call Abandonment Rate
- Help Desk Staffing Cost per Ticket
- Business Systems Cost per Employee
- Instructional Systems Cost per Student

Information Technology Division personnel indicated that metrics are tracked weekly and reported to CGSC yearly using standard reporting from the department's IT Service Management software system. Staff provided the following supporting documentation:

- Help Ticket Counts by Staff Type.
- Tickets Resolved on First Contact.
- Time to Resolve Tickets.
- Tick Ticket numbers and time to resolve.
- Customer Survey – Every ticket that is closed generates a customer survey. Results are used results to improve overall service and ticket resolution.
- Report listing every student device by the school and its location in the District.
- Device Ratios Report-Used to track ratio numbers, life cycle, and device utilization.
- Weekly Report for Help Desk – Weekly service desk call report for wait time, abandoned calls, and average call length.

MJ examined email correspondence and written exchanges between staff that support the use of these KPIs to manage IT operations.

Based on MJ's work in the security and technology equipment purchasing area, there are no issues or concerns related to management reports/data that program administrators use on a regular basis to monitor program performance and costs as they relate to security and technology equipment purchasing.



FACILITIES LEASING & DEBT SERVICING

Facilities leasing and debt servicing is not relevant to Subtask 1.2 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like project construction, which is characterized by outputs and measurable outcomes and subject to periodic evaluation. The District uses the Debt Service Report to project how much will be needed to service debt, and payment plans are made around these projections so that funds are available. The District also uses amortization schedules for each debt issuance to verify payment notices from the escrow agent. Debt servicing activities are consistent and well defined. Accordingly, periodic evaluation using performance information to assess program performance and cost is not relevant to these activities.

Based on MJ's review, programs are periodically evaluated using performance information and other reasonable criteria to assess program performance and cost. Accordingly, subtask 1.2 is met.

SUBTASK 1.3 – Review findings and recommendations included in any relevant internal or external reports on program performance and cost.

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 1.3 as they relate to facilities planning, use, and construction, MJ reviewed the external reports described in **Figure 1-27**. No other internal or external reports with findings and recommendations related to facilities planning, use, and construction operations were identified during MJ's interview with District staff.

FIGURE 1-27

External Assessment Reports

Facilities Planning, Use, and Construction

Report Name / Date	Description
<i>State of Florida Auditor General-Report No. 2017-145 / March 2017-Operational Audit</i>	The Florida Auditor General conducts operational audits of Florida governmental entities to promote accountability and stewardship and to improve government operations. The objectives of the operational audit were to: (1) evaluate management's performance in establishing and maintaining internal controls; (2) examine internal controls designed and placed in operation to promote and encourage the achievement of management's control objectives; (3) determine whether management had taken corrective actions for findings included in previous state auditor reports; and (4) identify statutory and fiscal changes that may be recommended to the Legislature.



Report Name / Date	Description
<i>State of Florida Auditor General-Report No. 2017-210 / June 2017-Full-Time Equivalent Student Enrollment and Student Transportation Audit</i>	<p>The Florida Auditor General examined the District’s compliance with state requirements relating to the classification, assignment, and verification of the full-time equivalent (FTE) student enrollment reported under the Florida Education Finance Program for the fiscal year ended June 30, 2016. These requirements are found primarily in Sections 1011.60, 1011.61, and 1011.62, <i>Florida Statutes</i>; State Board of Education Rules, Chapter 6A-1, Florida Administrative Code; and the FTE General Instructions 2015-16 issued by the Department of Education.</p> <p>The Auditor General also performed an examination of the District’s compliance with state requirements relating to the classification, assignment, and verification of student transportation as reported under the Florida Education Finance Program for the fiscal year ended June 30, 2016. These requirements are found primarily in Chapter 1006, Part I, E. and Section 1011.68, <i>Florida Statutes</i>; State Board of Education Rules, Chapter 6A-3, Florida Administrative Code; and the Student Transportation General Instructions 2015-2016 issued by the Department of Education.</p>
<i>State of Schools Facility Report / December 2018</i>	<p>This was a comprehensive facilities condition assessment of every campus facility within the District. An external consultant completed the assessment the objective of which was to inform and direct long-range capital planning, investment, and improvement in school facilities.</p>
<i>Enrollment Projections Report / March 2019</i>	<p>An external consultant prepared the enrollment projections to serve as a planning tool for the future. The District used the projections to develop its Facilities Master Plan.</p>
<i>Three-year AHERA Asbestos Reinspection Report / February 2019</i>	<p>The Asbestos Hazard Emergency Response Act (AHERA) requires public school districts to inspect their schools for asbestos-containing building material and to prepare management plans to prevent or reduce asbestos hazards. The District contracted with an asbestos inspection firm to conduct a mandatory three-year asbestos reinspection for the Mattie V. Rutherford Alternative Education school.</p>

Source: The Indicated Reports.

Based on MJ’s work in the facility planning, use, and construction area, there are no issues or concerns related to findings and recommendations included in any relevant internal or external reports on program performance and cost.



SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

To address the requirements of Subtask 1.3 as they relate to security and technology equipment purchasing, MJ reviewed the external/internal reports and information described in **Figure 1-28**. No other internal or external reports with findings and recommendations related to security and technology equipment purchasing operations were identified during MJ’s interview with District staff.

FIGURE 1-28
External Assessment Reports
Security and Technology Equipment Purchasing

Report Name/Date	Description
<i>Florida Safe Schools Assessment Tool (FSSAT), 2018-2019 Aggregate Report Summary and Recommendations</i>	Senate Bill 7026, also known as the Marjory Stoneman Douglas High School Safety Act, requires each school district in Florida to conduct a school security risk assessment in accordance with <i>Florida Statute 1006.1493</i> at each public school using the Florida Safe School Assessment Tool (FSSAT) developed by the Office of Safe Schools. Based on the assessment findings, the district’s school safety specialist provided recommendations to the district school board that identified strategies and activities that the district should implement to improve school safety and security. Annually, each district school board must receive such findings and the School Safety Specialist’s recommendations at a publicly noticed district school board meeting to provide the public an opportunity to hear the district school board members discuss and act on the findings and recommendations
<i>State of Florida Auditor General-Report No. 2017-145 / March 2017 - Operational Audit</i>	This is the same report discussed in Figure 1-27 above. Findings #9 and 10 in the report concern information technology issues.

Source: *The Indicated Reports.*

Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns related to findings and recommendations included in any relevant internal or external reports on program performance and cost.

FACILITIES LEASING & DEBT SERVICING

To address the requirements of Subtask 1.3 as they relate to facilities leasing & debt servicing, MJ reviewed the external reports described in **Figure 1-29**. No other internal or external reports with findings and recommendations related to facilities leasing and debt service were identified during MJ’s interview with District staff.



FIGURE 1-29
External Assessment Reports
Facilities Leasing & Debt Servicing

Report Name/Date	Description
<i>Arbitrage Rebate Analysis-2013A Certificates of Participation/ February 2019</i>	The District’s bond advisor performed an arbitrage rebate analysis on the District’s 2013A Certificates of Participation issuance for the period December 2013 to December 2018 and on 2014A Certificates of Participation issuance for the period April 11, 2014 to April 11, 2019. Arbitrage earnings are investment earnings on bond proceeds that exceed the bond yield. Every five (5) years during the life of a bond, issuers must calculate whether an arbitrage rebate is due to the federal government.
<i>Arbitrage Rebate Analysis-2014A Certificates of Participation/ February 2019</i>	

Source: The Indicated Reports.

Based on MJ’s work in the facilities leasing & debt servicing area, there are no issues or concerns related to findings and recommendations included in any relevant internal or external reports on program performance and cost.

Based on MJ’s review, there are no issues or concerns related to findings and recommendations included in any relevant internal or external reports on program performance and cost. Accordingly, Subtask 1.3 is met.

SUBTASK 1.4 – Determine whether program administrators have taken reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc.

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 1.4 as they relate to facilities planning, use, and construction, MJ reviewed management’s responses to each of the reports discussed in **Figure 1-27** to determine whether program administrators took reasonable and timely actions to address deficiencies in program performance and/or cost.

Figure 1-30 summarizes the results of MJ’s review of management’s response to report recommendations as they relate to facilities planning, use, and construction reports.



FIGURE 1-30
Management’s Response to Internal/External Reviews and Assessments
Facilities Planning, Use, and Construction

State of Florida Auditor General-Report No. 2017-145/March 2017-Operational Audit

The audit identified ten (10) findings and recommendation across a broad range of areas from bank account reconciliations to background screenings to ad valorem taxation. MJ reviewed the finding and recommendation that is the most relevant to the sales surtax focus areas.

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
<p>Key Finding & Recommendation</p> <p>Finding #4: The District’s annual relocatable building inspection report summaries indicated that a substantial percentage of the District’s relocatable classrooms did not meet the standards to be rated satisfactory. A similar finding was noted in a previous year’s report.</p> <p>Recommendation #4: Ensure that relocatable buildings designed as classrooms or spaces intended for student occupancy comply with state standards.</p>	<p>Yes</p>	<p>The District prepared an Audit Corrective Action Plan to address the deficiencies noted in the auditor general’s report. The Audit Corrective Action Plan indicated that the implementation of the recommendation would be ongoing to January 1, 2022.</p> <p>MJ also reviewed an audit finding response letter the former District superintendent wrote to the Florida Joint Legislative Auditing Committee dated March 12, 2018, which stated:</p> <p><i>“The District has allocated funding for covered walkway projects, demolished old relocatables, and is continuing to explore waivers as an option for some of the relocatables that may now be eligible under recently passed legislation. The District has continued efforts to bring relocatables into compliance with state standards and ensure that relocatables are reported as satisfactory in the Florida Inventory of School Houses (FISH). The percent of "unsatisfactory" relocatables classrooms has decreased by 31.5% since 2010, but more noticeably the number of "unsatisfactory" relocatables due to lack of covered walkways has decreased by 154 since 2010 (489 to 390). This decrease is attributed to the construction of covered walkways for existing relocatables, combined with the demolition of older relocatables that are deemed unsatisfactory or are no longer required for educational purposes due to excess seats in our permanent school structures. The District has created a plan to remove and dispose of unneeded relocatables in an effort to decrease the number of relocatables requiring covered walkways. Additional funding will be budgeted each year to construct covered walkways for the ainder</i></p>



State of Florida Auditor General-Report No. 2017-145/March 2017-Operational Audit

The audit identified ten (10) findings and recommendation across a broad range of areas from bank account reconciliations to background screenings to ad valorem taxation. MJ reviewed the finding and recommendation that is the most relevant to the sales surtax focus areas.

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
		<p><i>of the relocatables, until all are completed... The School District plans to continue efforts to demolish relocatable classrooms no longer required, along with installing covered walkways, as funds permit. Overall, the combination of continued annual funding and removal of older relocatables from the inventory is expected to further reduce the number of unsatisfactory rated relocatables. With the reduction in capital funding, the District is not expected to complete construction of covered walkways within the next 10 years; however, the District estimates that over the next five years it will further reduce the number of unsatisfactory rated relocatables by approximately 12 per year, through the construction of covered ways and the demolition of relocatables that have reached their end of life."</i></p> <p>The assistant superintendent Operations told MJ that since the District's response to the Florida Joint Legislative Auditing Committee in 2018, the District has further reduced portables by an additional 22 structures for a new total of 421 (390+21).</p> <p>MJ also noted that the District's Five-Year Capital Plan includes an allocation of \$300,000 per year through 2022-2023 for portables and covered walks. In addition, the District's Master Facility Plan: <i>A Bold Plan for Duval County Public Schools</i>, includes the removal of approximately 438 portables district-wide.</p>



State of Florida Auditor General-Report No. 2017-210/June 2017-Full-Time Equivalent Student Enrollment and Student Transportation Audit

The FTE Student Enrollment component of the audit identified 101 findings at schools throughout the District and made 18 recommendations to address deficiencies. The transportation component identified nine findings and made nine recommendations to address deficiencies.

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
<p>FTE Student Enrollment 101 findings / 18 recommendations.</p> <p>The resulting proposed net adjustment to the District’s reported, unweighted FTE totaled negative 7.4148 (6.4146 applicable to District schools other than charter schools and 1.0002 applicable to charter schools) but has a potential impact on the District’s weighted FTE of negative 82.5594 (77.5946 applicable to District schools other than charter schools and 4.9648 applicable to charter schools).</p> <p>Transportation Audit-nine findings, nine recommendations.</p> <p>Noncompliance related to student transportation resulted in a proposed net adjustment of negative 127 students.</p>	<p>Yes</p>	<p>MJ noted that the superintendent responded to the Florida Auditor General in a letter dated June 2, 2017, stating the following:</p> <p><i>“The deficiencies outlined in the preliminary and tentative report indicate that there are areas requiring attention, and these will be addressed. For further assurance of compliance, the District FTE auditors will continue to examine student and school documentation to assist with school and district administration’s focus on requirement of adequate documentation to support FTE reporting within the Florida Education Finance Program, and the findings will continue to be reported to school and district administration for corrective actions. The District’s corrective action for the findings of the preliminary and tentative report are attached.”</i></p> <p>MJ reviewed the corrective action plan that was attached to the letter noting that it addressed all of the findings with detailed actions.</p>

State of Schools Facility Report/December 2018 and the Enrollment Projections Report/March 2019

The District used these reports as the foundation for developing its five-year Master Facility Plan entitled: *A Bold Plan for Duval County Public Schools*.

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
<p>State of Schools Facility Report / December 2018</p> <p>The facility condition assessment identified \$243.0 million in current need. The projected five-year life cycle renewal needs for DCPS’s facilities are estimated to be \$816.0 million and the total ten-year life cycle forecast is \$1.82 billion. Combining current needs with the next ten (10) years of anticipated life cycle</p>	<p>Yes</p>	<p>At its July 2, 2019 board meeting, the school board approved the Master Facility Plan recommendations, which resulted from the State of Schools Facility Report and the Enrollment Projections Report. MJ reviewed the board agenda item noting the recommendation that the Duval County School Board approve the Superintendent’s master facility plan recommendations.</p>



State of Schools Facility Report/December 2018 and the Enrollment Projections Report/March 2019

The District used these reports as the foundation for developing its five-year Master Facility Plan entitled: *A Bold Plan for Duval County Public Schools*.

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
<p>renewal forecast, DCPS can anticipate \$2.07 billion in facility-related needs.</p> <p>Enrollment Projections Report-March 2019 / The report concluded: <i>“As with any projection, the District should pay close attention to live birth counts, enrollment in elementary school, open enrollment/transfers, non-public enrollment, in / out migration patterns, and any housing growth. It is recommended that this document be reviewed on an annual basis to determine how more recent growth and enrollment trends will impact the enrollment projections.”</i></p>		

Three-year AHERA Asbestos Reinspection Report/February 2019

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
<p>Three-year AHERA Asbestos Reinspection Report-Mattie V. Rutherford Alternative Education School Report/February 2019. The report assessed a hazard ranking of “0” and a response action priority of “8.”</p>	<p>Yes</p>	<p>Three-year AHERA Asbestos Reinspection Reports are prepared for all schools that contain any known asbestos containing materials. During Fiscal Year 2019, 106 reports were completed. MJ reviewed the list of inspected facilities and examined the report for the Mattie V. Rutherford AEC facility. MJ also reviewed the report’s conclusion noting that the facility had received a hazard ranking of “0” and a response action priority of “8”. As defined in the report, and verified, by the District’s director of Environmental Services and Projects, this classification requires that the District monitor the condition of the materials and remove the materials if they become damaged. Periodic surveillance is required to take place every six (6) months. MJ reviewed a contract activation for an asbestos firm to conduct the next session of required inspections. The contract demonstrated that the District acted on the report’s findings.</p>

Source: *The Indicated Reports and Various Evidence of Implementation.*



Based on MJ’s work in the facility planning, use, and construction area, there are no issues or concerns with program administrators taking reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. as they relate to facilities planning, use, and construction.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

To address the requirements of Subtask 1.4 as they relate to security and technology equipment purchasing, MJ reviewed management’s responses to each of the reports discussed in **Figure 1-28** to determine whether program administrators took reasonable and timely actions to address deficiencies in program performance and/or cost. **Figure 1-31** summarizes the results of MJ’s review of management’s response to internal and external report recommendations as they relate to security and technology equipment purchasing.

FIGURE 1-31

Management’s Response to Internal/External Reviews and Assessments Security and Technology Equipment Purchasing

Florida Safe Schools Assessment Tool (FSSAT) 2018-19 Aggregate Report Summary and Recommendations

Duval County Public Schools completed 157 individual FSSATs for each of the district’s “brick and mortar” schools. All completed assessments were required to be submitted electronically through a web portal to the School Safety Center within the Florida Department of Education prior to August 1, 2018. Once all assessments were submitted, an aggregate report was generated that compiled and summarized all of the assessment responses and recommendations. On August 23, 2018, the District prepared a report entitled: *School Security Risk Assessment 2018-19 Aggregate Report Summary and Recommendations*, which is a compilation of all of the data gathered from the 157 individual FSSAT assessments.

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
The report contained 34 recommendations across ten (10) categories. The information in the report is confidential; therefore, MJ will not describe the details of the findings or recommendations.	Yes	The District used the recommendations from the FSSAT report to apply for a \$4.5 million grant with the Florida Department of Education to enable implementation of the report’s recommendations. MJ reviewed the notice of grant award (NOGA) dated 1/15/2019, noting that the recommendations from the report were attached to the NOGA and served as the basis for award. MJ also reviewed the grant expenditure report noting that 29 percent of grant funds had been expended as of July 2019. This percentage excludes grant funds earmarked for charter schools. MJ also reviewed the October 2, 2018 board meeting agenda item where the board accepted the report’s recommendations.



State of Florida Auditor General-Report No. 2017-145/March 2017-Operational Audit

The audit identified ten (10) findings and recommendation across a broad range of areas from bank account reconciliations to background screenings to ad valorem taxation. MJ reviewed two findings and recommendations that are the most relevant to the sales surtax focus areas.

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
<p>Finding #9: Inappropriate or unnecessary information technology access privileges existed that increased the risk that unauthorized disclosure, modification, or destruction of District data and IT resources may occur.</p> <p>Recommendation #9: Ensure that IT access privileges granted enforce an appropriate separation of duties and are necessary, and remove any inappropriate or unnecessary access privileges detected.</p> <p>Finding #10: Related to IT controls and labeled as confidential in the report. Therefore, MJ will not describe the details of the finding.</p> <p>Recommendation #10: Related to IT and labeled as confidential in the report. Therefore, MJ will not describe the details of the recommendation.</p>	<p>Yes</p>	<p>MJ reviewed the District’s response to the recommendations in the report noting that the District stated that it had addressed the issue. The completion date was October 2016, which was before the date of the audit report, which covered Fiscal Year 2016.</p> <p>MJ also reviewed a letter from the Florida Department of Education dated June 12, 2017, referencing the audit findings and stating: <i>“We have reviewed the documentation related to Information Technology findings numbers 9 and 10 and believe that appropriate corrective measures have been taken to resolve these findings.”</i></p>

Source: The Indicated Reports and Various Evidence of Implementation.

Based on MJ’s work in the security and technology equipment purchasing area, there are no issues or concerns with program administrators taking reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. as they relate to security and technology equipment purchasing.

FACILITIES LEASING & DEBT SERVICING

To address the requirements of Subtask 1.4 as they relate to facilities leasing & debt servicing MJ reviewed management’s responses to each of the reports discussed in **Figure 1-29** to determine whether program administrators took reasonable and timely actions to address deficiencies in program performance and/or cost. **Figure 1-32** summarizes the results of MJ’s review of management’s response to internal and external report recommendations as they relate to facilities leasing & debt servicing.



FIGURE 1-32
Management’s Response to Internal/External Reviews and Assessments
Facilities Leasing & Debt Servicing

Arbitrage Rebate Analysis-2013A Certificates of Participation/February 2019

Arbitrage Rebate Analysis-2014A Certificates of Participation/February 2019

These reports summarize the results of the arbitrage rebate analysis for the 2013A and 2014A issuances. Arbitrage earnings are investment earnings on bond proceeds that exceed the bond yield. Every five years during the life of a bond, issuers must calculate whether an arbitrage rebate is due to the federal government.

Key Report Information	Reasonable/Timely Actions Taken?	Work Performed by MJ
Both reports concluded that there was no arbitrage rebate due to the federal government.	None required since no rebate was due the federal government	MJ reviewed the arbitrage reports prepared by the District’s bond advisors noting that no arbitrage rebate was due to the federal government; therefore, no action was required by the District.

Source: The Indicated Reports and Various Evidence of Implementation.

Based on MJ’s work in the facilities leasing & debt service area, there are no issues or concerns with program administrators taking reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. as they relate to facilities leasing & debt servicing.

Based on MJ’s review, program administrators have taken reasonable and timely actions to address any deficiencies in program performance and/or cost identified in management reports/data, periodic program evaluations, audits, etc. Accordingly, Subtask 1.4 is met.

SUBTASK 1.5 – Evaluate program performance and cost based on reasonable measures, including best practices.

This subtask is closely related to Subtask 1.2, which MJ found to be met. Therefore, since program performance is addressed in Subtask 1.2, this subtask focuses on best practices as they relate to program operations, performance, and cost. Best practices refer to ways of performing work and achieving outcomes that have proven effective for a given industry, discipline, or business process. Many best practices are intuitive or based on common sense. For example, it is best practice for an accounts payable function to confirm receipt of goods and services before paying an invoice. Other best practices are based on observation and documentation, over time, of effective and efficient ways of accomplishing work.

To address the requirements of this subtask, MJ examined evidence of the use of innovative practices in operations as well as efforts by District staff to stay abreast of emerging trends in their respective disciplines through memberships in professional organizations, certifications, and participation in seminars.



To address the requirements of Subtask 1.5, MJ interviewed the following individuals and examined evidence of innovative practices, certifications, and memberships in professional organizations that promote education and emerging trends in the respective disciplines:

- Assistant Superintendent Operations
- Chief Information Officer
- Executive Director of School Police
- Director of Utilities & Conservation

FACILITIES PLANNING, USE, AND CONSTRUCTION

The District began a comprehensive energy management program in 2005. Since that time, the District has reduced energy and water consumption and costs by implementing the energy and water usage reduction strategies shown in **Figure 1-33**.

FIGURE 1-33
Energy and Water Reduction Strategies

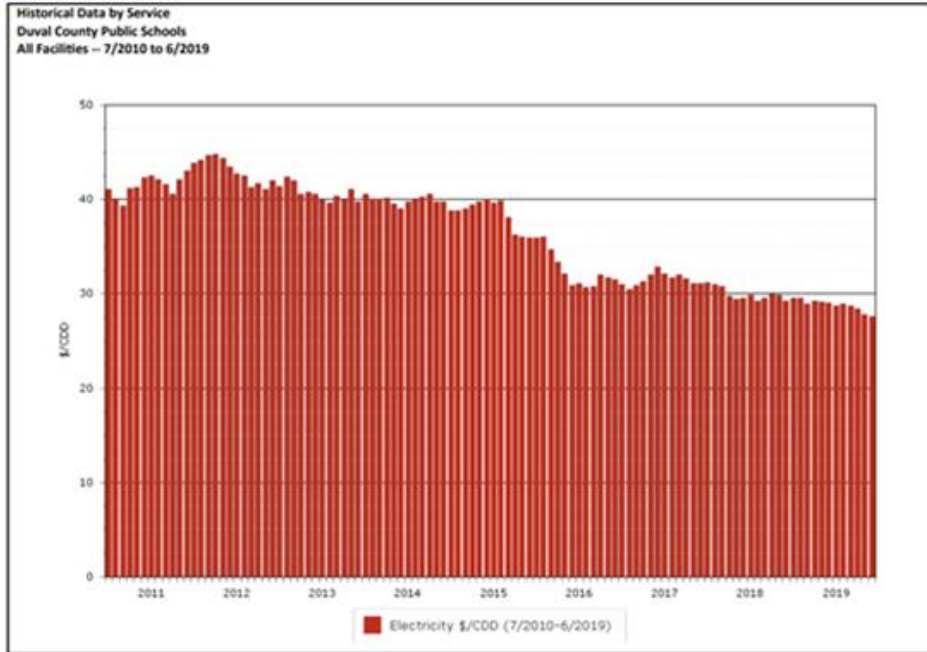
Energy	Water
High efficiency heating, ventilation, and air conditioning (HAR) equipment.	Separate and appropriately sized fire and domestic water services to minimize utility fees.
Energy efficient HAR control sequences for superior dehumidification performance and lower energy cost.	Low flow water fixtures.
High efficiency lighting.	No landscape irrigation system to encourage xeriscape (a style of landscape design requiring little or no irrigation or other maintenance) and use of rain barrels.
Occupancy sensors turn off lights and setback HAR when spaces are unoccupied.	Well for athletic field irrigation with smart controls.
Standard district-wide temperature setpoints are enforced - cooling at 74 degrees Fahrenheit and heating at 68 degrees Fahrenheit.	Meters to track real time water use and minimize financial impact of water leaks.
Operating schedules are tightened to match student schedules. Schools may request after hours HAR operation for legitimate facility use or activate the override feature on the thermostats.	Strategically placed water shut-off valves to minimize financial impact of water leaks.
Meters to track real time electricity use.	Plumb exterior water spigots on water-only meter or use locking spigots.
Exterior power outlets to support electric vehicle charge-at-work program. The District is the first Florida school district to approve charge-at-work policy to encourage use of no or low emission vehicles.	

Source: Interview with Director of Utilities & Conservation and subsequently provided in the director's email to MJ.



Figure 1-34 shows the District’s annual electricity costs from 2011 to 2019. The decline in electricity costs can be seen at a glance.

FIGURE 1-34
District’s Annual Electricity Costs from 2011 to 2019



Source: Director of Utilities & Conservation.

Figure 1-35 is an excerpt from an electricity bill for one of the schools where an energy project was implemented during School Year 2018-2019. The figure shows the decline in electricity costs from \$7,113 during the period May-June 2018 to \$5,782 during the period May-June 2019.

FIGURE 1-35
4763 Surrton Park CT Energy Bill
Service Period May-June 2018 - \$7,113.12
Service Period May-June 2019 - \$5,782.08

4763 SUTTON PARK CT		E	7,113.12	Public School - Electric	05/23/18 - 06/22/18	General Service Demand GSXLD		
Detail	Basic Monthly Charge		85.00	Meter Nbr	Current Reading	Consumption	Days Billed	Reading Type
Charges:	GSD-GSXLD Demand Charge		2,792.00	19645780	2035	71600 KWH	30	Regular
	GSD-GSXLD Energy Charge		1,686.90	19645780	1	400.00 KW	30	Regular
	Environmental Charge		44.39					
	Fuel Charge		2,327.00					
	Gross Receipts Tax		177.83					
Budget Nbr(s): 3141 1779896685								
4763 SUTTON PARK CT		E	5,782.08	Public School - Electric	05/22/19 - 06/20/19	General Service Demand GSXLD		
Detail	Basic Monthly Charge		85.00	Meter Nbr	Current Reading	Consumption	Days Billed	Reading Type
Charges:	GSD-GSXLD Demand Charge		2,401.12	19645780	3839	55600 KWH	29	Regular
	GSD-GSXLD Energy Charge		1,309.94	19645780	.86	344.00 KW	29	Regular
	Environmental Charge		34.47					
	Fuel Charge		1,807.00					
	Gross Receipts Tax		144.55					
Budget Nbr(s): 3141 1779896685								

Source: Director of Utilities & Conservation. Excerpt from Electric Bill.



Figure 1-36 compares year to year water costs for one of the schools where a water meter optimization project was done during School Year 2018-2019. The figure shows the decline in water costs from \$1,375 during the period May-June 2018 to \$769 during the period May-June 2019.

FIGURE 1-36

5050 Greenland Road Water Bill

Service Period May-June 2018 - \$1,375.42

Service Period May-June 2019 - \$768.98

5050 GREENLAND RD		W	1,375.42	Public School - Water/Sewer	05/14/18 - 06/15/18	Public School Water Service		
Detail	Basic Monthly Charge		1,008.00	Meter Nbr	Current Reading	Consumption	Days Billed	Reading Type
Charges:	Water Consumption Charge		262.24	01482470	18873	172000 GAL	32	Regular
	Environmental Charge		65.12	01482470	780	4000 GAL	32	Regular
	City of Jacksonville Franchise Fee		40.06					
Budget Nbr(s): 3249 1056400509								
5050 GREENLAND RD		W	768.98	Public School - Water/Sewer	05/13/19 - 06/13/19	Public School Water Service		
Detail	Basic Monthly Charge		201.60	Meter Nbr	Current Reading	Consumption	Days Billed	Reading Type
Charges:	Water Consumption Charge		436.57	81609575	2210	293000 GAL	31	Regular
	Environmental Charge		108.41					
	City of Jacksonville Franchise Fee		22.40					
Budget Nbr(s): 3249								

Source: Director of Utilities & Conservation. Excerpt from Water Bill.

According to the Florida School District Annual Energy Cost Report, the District has one of the lowest electricity costs per FTE and per square foot among Florida school districts and is below the state average. The District is also one of only a few districts that showed a steady decline in energy costs from 2010-2011 to 2017-2018. **Figure 1-37** compares the District's energy costs during this period to that of the seven (7) largest school districts in Florida.

FIGURE 1-37

Florida School District Annual Energy Cost Report Comparisons

Fiscal Year 2010-2011 to Fiscal Year 2017-2018

District	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
Duval	\$184.16	\$176.75	\$158.32	\$162.37	\$151.42	\$152.06	\$148.48	\$151.37
Hillsborough	\$197.34	\$202.18	\$204.91	\$194.27	\$190.17	\$169.32	\$173.06	\$174.60
Palm Beach	\$214.43	\$203.31	\$197.55	\$208.25	\$211.64	\$204.04	\$205.29	\$217.37
Broward	\$218.63	\$215.97	\$212.95	\$215.84	\$219.32	\$205.48	\$203.22	\$219.98
Dade	\$201.25	\$201.80	\$203.75	\$209.04	\$216.97	\$197.32	\$210.98	\$228.38
Orange	\$241.76	\$238.06	\$228.50	\$232.23	\$242.61	\$226.07	\$212.95	\$235.44
Pinellas	\$253.35	\$247.83	\$238.94	\$243.82	\$267.56	\$240.06	\$222.53	\$236.34
State Avg.	\$223.13	\$215.88	\$206.29	\$210.88	\$215.71	\$204.04	\$201.16	\$239.53

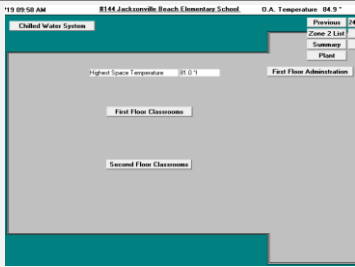
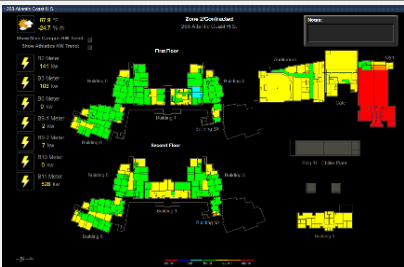
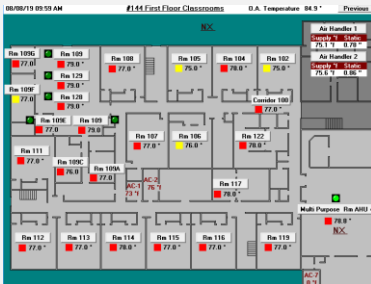
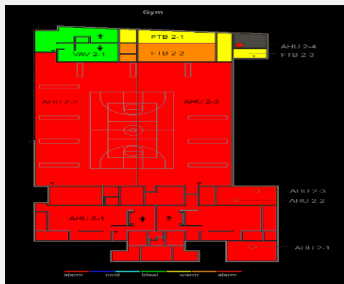
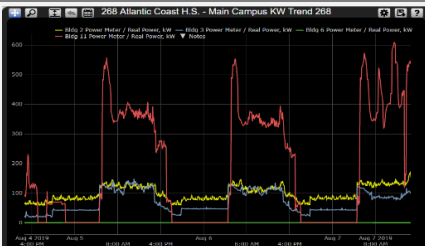
Source: Director of Utilities & Conservation. Florida School District Annual Energy Cost Report 2010-2011 to 2017-2018.



Some of the District’s schools have no energy management and control system (EMCS) so the District cannot monitor energy performance remotely at these schools. Other schools have obsolete EMCS systems that are more than 35 years old. Since parts have not been available for over 10 years for obsolete systems, the District salvages parts from schools when a system is upgraded and then redistributes these obsolete parts where needed to keep the remaining old systems operational.

Figure 1-38 shows the functionality of the old EMCS systems versus the newer systems. The newer systems save energy and speed up the process of identifying and correcting HAR problems.

FIGURE 1-38
Comparison of Old and New EMCS Functionality

EMCS System Screen	Example of an Old EMCS	Example of a New EMCS
<p><i>First page</i></p>		
<p><i>What does it indicate about conditions?</i></p>	<p>The graphic does not indicate whether the facility is experiencing HAR problems.</p>	<p>Most of the school is at setpoint (green) or within 1 degree (yellow). Gym is not close to setpoint (red).</p>
<p><i>Second click</i></p>		
<p><i>What does it indicate?</i></p>	<p>After selecting a building, graphic shows which spaces are warm. Still need to check all other buildings.</p>	<p>Indicates which air handlers are having problems.</p>
<p><i>Energy use</i></p>	<p>Not available or not reliable.</p>	



EMCS System Screen	Example of an Old EMCS	Example of a New EMCS
<i>What does it indicate?</i>	Not available or not reliable.	Systems are shutting down and starting up as scheduled. Shows peak demand and uncovers possible demand limiting opportunity.

Source: Director of Utilities & Conservation. Screens from Old and New EMCS Systems.

The District has been instrumental in forming and managing a network of energy directors and managers across Florida called the Florida Schools Conservation Consortium. This group meets every few months and sometimes at professional association meetings like the Florida Association of School Business Officials (FASBO). Representatives from other Florida school districts participate in the group, which is focused on reducing energy and water costs statewide. Attendees share best practices, discuss products that work and those that do not, share names of natural gas and liquid propane suppliers offering the best rates, as well as other innovative methods to reduce utility costs.

The District's director of Utilities & Conservation is a LEED accredited professional. LEED stands for Leadership in Energy and Environmental Design. LEED is an internationally recognized green building certification system that provides third-party verification that a building was designed and built using strategies aimed at energy savings, water efficiency, CO2 emissions reduction, improved indoor environmental quality, and stewardship of resources. A LEED plaque on a building is a mark of quality and achievement in these areas.

Typically, the District uses LEED concepts in design, construction, and operations but does not pursue LEED certification due to cost. The District believes that by following LEED design concepts, it still receives the benefits of lower energy use and cost at a lower overall construction price.

Based on MJ's work in the facilities planning, use, and construction area, there are no issues or concerns with the District evaluating program performance and cost based on reasonable measures, including best practices as they relate to facilities planning, use, and construction.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

District schools participated in a comprehensive public address (PA) system assessment. The assessment was in response to a recommendation from the Marjory Stoneman Douglas High School Public Safety Commission that all schools adopt best practices to ensure school PA systems were effective in notifying students and staff of on campus emergencies.

On February 6, 2019, all District schools evaluated their PA system to determine its effectiveness in alerting the school population in a time of crisis. The goal of the exercise was to determine vulnerable gaps in a PA system's ability to alert occupants in specific areas of the building.

The District tasked each principal with ensuring that school staff knew the purpose of the assessment and the manner in which it would be conducted. At a specified time, the principal



made an announcement over the school PA system in a length of sufficient time to allow all staff the ability to listen and determine the following:

- Could the announcement be heard in their area?
- Whether the announcement was clear?
- Could the announcement be heard over normal ambient sound?
- Does the system have an automatic alert tone prior to the announcement?

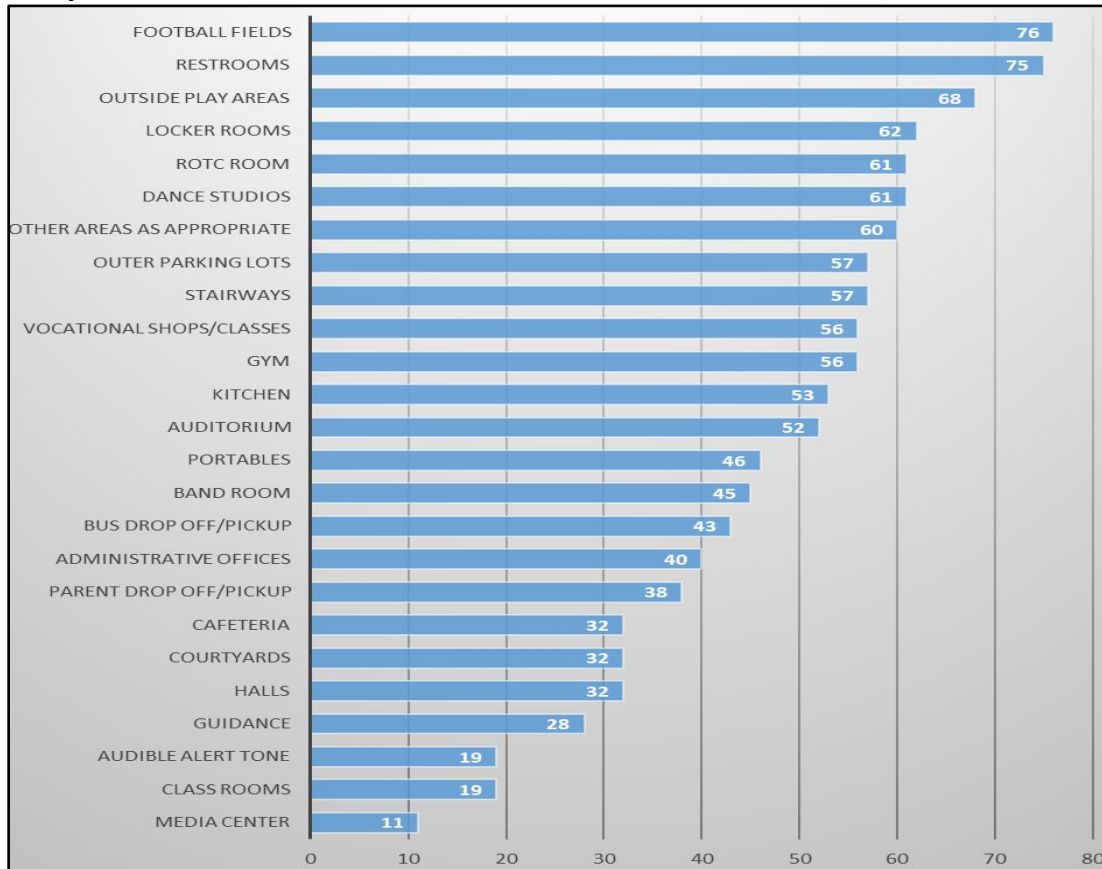
Each principal entered the data for their school into a data aggregation software based on “Yes” or “No” responses to staff being able to hear the PA announcement from one of the following 25 pre-determined areas around campus, including an audible alert tone:

1. Administrative Offices
2. Audible Alert Tone
3. Auditorium
4. Band Room
5. Bus Drop Off/Pickup
6. Cafeteria
7. Class Rooms
8. Courtyards
9. Dance Studios
10. Football Fields
11. Guidance
12. Gym
13. Halls
14. Kitchen
15. Locker Rooms
16. Media Center
17. Other Areas as Appropriate
18. Outer Parking Lots
19. Outside Play Areas
20. Parent Drop Off/Pickup
21. Portables
22. Restrooms
23. ROTC Room
24. Stairways
25. Vocational Shops/Classes

Figure 1-39 presents a summary of assessment results showing only the “No” responses. The results show significant vulnerabilities in areas of football fields, restrooms, outside play areas, locker rooms, and other areas identified by the individual schools. Schools were given the opportunity to include a category of “other areas as appropriate”, which includes elevators, T.V production studios, stage dressing rooms, and teacher’s lounges.



FIGURE 1-39
PA System Assessment Results-All Schools



Source: Executive Director of School Police. Results of the PA Assessment Survey.

The District is using the PA assessment results to develop a long-term strategy to ensure that all schools have an effective PA system in case of a crisis. In May 2019, the District applied for a \$666,667 grant through the Office of Community Oriented Policing Services for funding to address PA system deficiencies and is awaiting the results of the grant submission. The federal share of the grant will be \$500,000, while the District's share would be \$166,667. MJ examined the grant proposal noting that it stated the following as the purpose:

"The proposed system will improve the effectiveness of Red Alert and other crisis notification strategies by ensuring all individuals in a school can initiate a warning, and that notifications can be heard everywhere on school campuses. In addition, this system will improve the ability for individuals to communicate with others within the school, by turning the network of handsets into a smart PA announcement system."

Early in 2018, the superintendent appointed the executive director of School Police to the superintendent's cabinet reporting to the chief of staff. Formerly the position reported to the assistant superintendent Operations. The cabinet position will elevate conversations and



initiatives around safety and security issues and best practices while giving the executive director of School Police direct input into the decision making process.

In addition to the PA assessment and raising the visibility of the executive director of School Police in the District, another indication of innovation in the security and technology equipment purchasing area is the District’s service agreement with Gartner, a leading provider of IT research and advisory services. Gartner provides research, benchmarking data, problem-solving methodologies and hands-on experience to enable IT organizations to operate more effectively and successfully.

MJ reviewed the Gartner services agreement noting that the chief information officer (CIO) and the director of IT Operations have subscriptions as described in **Figure 1-40**.

FIGURE 1-40
Gartner Subscription-based IT Services

Service Category	Description	Deliverables
<i>Individual Access Advisor (CIO)</i>	Provides clients with access to research and advice about information technology and the functional responsibilities of specific IT roles.	<ul style="list-style-type: none"> • Core IT Research • Role-Specific IT Research • IT Key Metrics Data • Diagnostic Tools, Templates, and Case Studies • Selected Vendor Reports • Weekly Picks & News Analysis • Webinars • Peer Networking • Talking Technology Series • Individual Inquiry • Summit Event Ticket
<i>IT Leaders Reference (Director of IT Operations)</i>		<ul style="list-style-type: none"> • Core IT Research • Role-Specific IT Research • IT Key Metrics Data • Diagnostic Tools, Templates, and Case Studies • Selected Vendor Reports • Weekly Picks & News Analysis • Webinars • Peer Networking

Source: Gartner Service Agreements.

In addition to the Gartner subscription, which provides access to IT innovative practices and methods, MJ examined Information Technology Infrastructure Library (ITIL) certifications of four IT Department staff members. ITIL is a set of best practices designed to describe common approaches that IT management can take to align IT services with business needs and deliver value to their organizations. The current version of ITIL offers a series of professional certifications designed to validate an individual’s level of competency in specific areas that ITIL



covers or to demonstrate an individual's level of competency in the overall set of ITIL best practices.

The District's director of Technology Programs is a member of the International Society for Technology in Education (ISTE), an organization focused on using the power of technology to transform teaching and learning and to accelerate IT innovation in education. The individual made a presentation at the ISTE conference on June 23-26, 2019, in Philadelphia, PA, entitled "*Taking IT to TI-Instructional Technology to Technology Innovation.*"

In addition, MJ examined evidence of IT employees traveling to the following conferences to improve IT skills and to network with IT professionals from across the country:

- Microsoft's K12 Advisory Board Meeting - New York City - October 9-12, 2018
- Americas' SAP Users Group (ASUG) Annual Conference - Orlando Florida - May 6-10, 2019
- Lenovo K-12 Advisory Council - Morrisville, NC - October 17-20, 2017

Based on MJ's work in the security and technology equipment purchasing area, there are no issues or concerns with the District evaluating program performance and cost based on reasonable measures, including best practices as they relate to security and technology equipment purchasing.

FACILITIES LEASING & DEBT SERVICING

Facilities leasing and debt servicing is not relevant to Subtask 1.5 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like construction projects with outputs and measurable outcomes that are subject to innovation in any reasonable sense. Accordingly, MJ did not perform any analysis of this area for Subtask 1.5.

Based on MJ's analysis of Subtask 1.5, the District evaluates program performance and cost based on reasonable measures, including best practices. Accordingly, Subtask 1.5 is met.

SUBTASK 1.6 – Evaluate the cost, timing, and quality of current program efforts based on a reasonably sized sample of projects to determine whether they were of reasonable cost and completed well, on time, and within budget.

According to District management, the District has not constructed new schools or facilities or acquired land in over ten (10) years. **Figure 1-41** presents a summary of completed projects for Fiscal Year 2019.



FIGURE 1-41
Summary of Projects Completed FY2019

Project Category	No. Projects	Budget
ADA	6	\$216,304
Bleachers	2	\$48,500
Capital	1	\$3,200,000
Drainage	1	\$7,189
Electrical	9	\$507,065
Fire Alarms	1	Prior Year Fund
Food Service	6	\$4,088,324
Generators	1	\$82,291
Life Safety	6	\$295,818
Lift Stations	3	\$214,015
Paving	5	\$608,552
PECO Prior Year-Fire	2	\$745,930
Playgrounds	1	\$42,500
Plumbing	4	\$732,113
Professional Services	2	\$11,595
School Funds	1	Paid by School
Security	3	\$465,218
Total	54	\$11,265,414

Source: Design and Construction Services' Project Status Report.

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 1.6 as they relate to facilities planning, use, and construction MJ reviewed the following documents for a sample of projects to determine whether they were of reasonable cost and completed well, on time, and within budget.

- Vendor bid tabulation;
- Bid from winning bidder;
- Board agenda item approving contractor;
- Contract;
- Purchase order;
- Notice to proceed;
- Last payment application and support;
- Last change order;



- Examples of two (2) inspection reports during construction;
- Examples of two (2) meetings/correspondence during construction;
- Certificate of substantial completion;
- Punch list;
- Final completion report; and
- Expenditure report.

To determine if costs were reasonable, MJ reviewed for independent approval by the contract architect/engineer or if the vendor with the lowest bid was selected. To evaluate if costs were within budget, MJ compared the total costs to the project budget. For timeliness, the target substantial completion date was compared to the actual certificate of substantial completion date and final inspection report dates. The certificate of substantial completion and inspection reports were also reviewed to determine if the project was completed well.

Three of the five (5) projects (Boys/Girls Locker Room Renovation, Complete Kitchen and Café Remodel, and Demolish 20 portables, Disconnect two (2) portables) were all accomplished with Construction Management (CM) Continuing Services contracts. CM Continuing Service contracts are approved by the school board for a one (1) year period with two possible one year (1) renewals to make the contract a total of three (3) years long. Authority to renew is delegated to the superintendent on the agenda item. One company completed two of the projects (Ajax) and one company did one project (E. Vaughan Rivers). Both of their contracts were approved by the School Board on the same agenda item, along with five (5) other CM contractors, on March 6, 2018. The March agenda item approved the contracts and allows them to be used for individual construction projections up to \$2,000,000 in value without further school board approval. The *Florida Statute* that allows the use of Continuing Service contracts is listed in the agenda item (i.e., FS 287.055). The actual projects are initiated as needed via Activation Letter and Purchase Orders.

One of the five (5) projects (Simplex 4100U Fire Alarm System) was contracted using the Various Trades Service contract. The Various Trades Contract was approved by the school board on October 3, 2017 for a base period (October 3, 2017 through August 31, 2019). The company that performed the Fire alarm Project, AEC, was listed on the agenda item. The district will request quotes from contractors awarded under the Various Trades Contract such as AEC and then utilize the lowest available quote submitted which was AEC on this particular project. The actual Fire Alarm project was issued via a Purchase Order on the Various Trades Contract.

In addition, portables demolition projects typically do not have designs or Architect/Engineer (A/E) firms involved. Thus, inspection reports from the Code Enforcement Department provide the applicable proof of inspection and approval of work performed.



Figure 1-42 lists the sample of projects selected for testing obtained from Facilities' project status reports.

FIGURE 1-42

Sample of Design and Construction Services' Projects Selected for Testing

Project #	TPDC-99780-3002	M-84320	FS-3254	M-83970	C-90640
Project	New IT Data Center	Boys/Girls Locker Room Renovations	Complete kitchen and Café Remodel	New Simplex 4100U Fire Alarm System	Demolish 20 Portables, Disconnect 2 Portables
Status	Closed out	Closed out	Closed out	100% complete	85% complete
Project Category	Capital	Plumbing	Food Service	PECO 19 - FIRE	Portables
School Name	Team Center Bldg. C	DASOTA	Mayport MS	Rutledge Pearson ES	Various
A. Vendor Selection and Contract Approval Review					
Bid Date	3/14/2017	5/25/2018	5/15/2018	8/7/2018	5/31/2019
Bid Award Reason	Highest Points per Selection Committee (Gilbane)	Continuing Services Agreement (Ajax)	Continuing Services Agreement (Ajax)	Various Trades Contract/Lowest bidder (A.E.C. Electrical)	Continuing Services Agreement (E, Vaughan Rivers)
Board Agenda Approval Date	7/9/2018	3/6/2018	3/6/2018	10/3/2017	3/6/2018
Purchase Order Date	11/2/2018	8/23/2018	7/23/2018	9/24/2018	8/13/2019
Purchase Order Amount	\$3,632,549	\$658,575	\$821,223	\$253,527	\$189,045
Project Commences	7/23/2018	6/14/2018	6/5/2018	9/24/2018	6/24/2019
B. Costs Review					
AIA Original Cost	\$4,800,000	\$658,575	\$1,159,424	\$253,527	\$189,045
Reasonable Cost?	Yes; competitive bids for major portions of work	Yes; competitive bids for major portions of work	Yes; Contract Architect approved budget	Yes; Contract Architect approved budget	Yes; internal review by former Architectural Engineer's employee
Change Order Amount	(\$1,130,241)	(\$46,090)	(\$371,277)	(\$58,247)	\$0
Revised Costs	\$3,669,759	\$612,486	\$788,148	\$195,280	\$189,045
Costs Within Budget?	Yes; decreased by Change Order	Yes; decreased by Change Order	Yes; decreased by Change Order	Yes; decreased by Change Order	Yes; agrees to Budget
C. On Schedule Review					
Target Substantial Completion Date	3/29/2019; Change Order 5/15/2019	10/11/2018; Change Order 1/18/2019	10/10/2018	1/22/2019	8/2/2019



Project #	TPDC-99780-3002	M-84320	FS-3254	M-83970	C-90640
Project	New IT Data Center	Boys/Girls Locker Room Renovations	Complete kitchen and Café Remodel	New Simplex 4100U Fire Alarm System	Demolish 20 Portables, Disconnect 2 Portables
Punch List/ Substantial Completion	5/15/2019	1/18/2019	10/9/2018	4/9/2019	7/17/2019
Timely Completion?	Yes	Yes	Yes	No	Yes
D. Completed Well Per Substantial Completion?					
D. Completed Well Per Substantial Completion?	Yes	Yes	Yes	Yes	Yes

Source: District Design and Construction Services Department's Project Status Reports, FY2019 and Project Files.

Based on MJ's review of available documentation, the five projects were completed within budget, project costs were reasonable, and projects were completed well. However, only four (4) out of five (5) projects were completed timely. An executed change order was not provided to support the project delay.

RECOMMENDATION

The District should maintain sufficient project file information to document acknowledgment and action taken for projects not completed on a timely basis.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

To address the requirements of Subtask 1.6 as they relate to security and technology equipment purchases, MJ selected the BadgePass District Deployment project for review. With this implementation, Identity Manager will be utilized to produce student, employee, volunteer, and vendor identification cards. This new ID management system leverages a centralized cost effective system that reduces the overall cost to the district, and integrates with SAP, MIM, Print Release and FOCUS. The Visitor Manager will check-in visitors and produce a label with the date and purpose of the visit. Visitor Manager uses the Department of Justice sexual predator database to screen visitors. Volunteer hours will be recorded using the BadgePass check-in/check-out feature which automates the calculation of volunteer hours. In addition, the BadgePass system can record employees and non-school employees for check-in/check-out purposes.

The system was acquired using the direct negotiation method. Per School Board Policy 7.70 Purchasing and State Board Rule 6A-1.012 Purchasing Policies,(12)(g) (14) A district school board, when acquiring, whether by purchase, lease, lease with option to purchase, rental or otherwise, information technology, as defined in section 282.004(11), F.S., may make any acquisition through the competitive solicitation process as described herein or by direct negotiation and contract with a vendor or supplier, as best fits the needs of the school district as



determined by the district school board. The District’s Purchasing Guidelines state that Direct Negotiation standard operating procedure must be followed. Upon approval from the Contract & Acquisition Council, an agenda item should be prepared for School Board approval. Upon School Board approval, a contract can be developed.

For the direct negotiation process, the District completed a Visitor Management System Feedback Analysis to compare the system attributes and costs for two vendors. BadgePass scored higher on system functionality and the estimated costs was \$100,000 less. The District indicated that BadgePass was previously deployed at several schools for over ten years and it was in the best interests of the district to implement the same system in other facilities. The school board was presented with a District Wide Identification Management presentation before the agenda item was taken to the board. The presentation indicated significant cost savings to the district for a centralized system when compared to the total cost schools were individually paying.

The district provided MJ with sufficient documentation demonstrating that the BadgePass system was purchased through direct negotiation following an analysis of vendor cost and ability to provide full functionality. Additionally, evidence that the project was completed within the project timeline was submitted by the district.

Figure 1-43 presents the results of the sample project reviewed.

FIGURE 1-43

Sample Security Project Selected for Testing

Project Number	SR924728
Project	BadgePass District Deployment Project
Status	Substantially Complete
A. Vendor Selection and Contract Approval Review	
Bid Award Reason	Vendor selected by direct negotiation (versus competitive solicitation) as allowed by section J.4 of Board Policy 7.70 Purchasing.
Board Agenda Approval Date	May 7, 2019
Contract Approved by Board	May 9, 2019
Project Commences (Per Contract)	June 3, 2019
B. Costs Review	
Contract Amount (Year 1)	\$702,215 (Includes down payment of \$175,000; deposit of \$280,300; and 5 monthly payments of \$49,383)
Reasonable Cost?	Yes; per System Feedback Analysis and requirement for board approval.
Actual Costs	Total initial purchase order and payments of \$440,567 using security grant funds and \$15,861 using capital funds. Per the Technology Services Director, the District will not be invoiced for the five installments until all goods are received.
Costs Within Budget?	Yes, costs to date are within budget. Project is in progress.
C. On Schedule Review	
Target Completion Date (Per Contract)	September 30, 2019



Project Number	SR924728
Project	BadgePass District Deployment Project
Completion Date (Per Project Status Report)	Scheduled for September 30, 2019 and additional work by December 31, 2019
Completed by Target Date?	Yes
Change Order/Explanation for Delay?	Not applicable; project is on time.

Source: Technology Services Department's Project Status Reports, FY2019 and Project File Information

Based on MJ's review, sufficient documentation was provided to determine that the project cost was reasonable and was being completed on time and within budget.

FACILITIES LEASING & DEBT SERVICING

To address the requirements of Subtask 1.6 as they relate to facilities leasing and debt servicing, MJ selected a sample of debt service payments to review for timely payment. The supervisor of Treasury Services is responsible for making all debt/sinking fund payments, financial statement accounting, and arbitrage calculations, pertaining to the Certificates of Participation (COP)/QZAB Debt Series. The Bank of New York Mellon issues requests for wire transfers to the District pursuant to requirements in the master lease-purchase agreement for basic rent payments related to the COPs. MJ selected a sample of invoices to verify if they were paid timely in **Figure 1-44**.

FIGURE 1-44

Sample of Debt-Service Payment Projects Selected for Testing

Certificate of Participation Series	Account	Interest	Sinking Fund Deposit/ Principal	Balance	Total Due	Amount Paid	Due Date	Date Paid
Bank Request Date – June 1, 2019								
2012 QZAB	29320	\$549,550.00	\$2,400,000.00	\$(410.13)	\$2,949,139.87			
2014 QZAB	29330	312,500.00	3,306,143.21	(559,890.73)	3,058,752.48			
2010A QSCB	29150	892,998.00	1,943,833.86	(665.87)	2,836,165.99			
				Total	\$8,844,058.34	\$8,844,058.34	6/25/19	6/24/19
Bank Request Date – July 1, 2019 (after due date)								
2013A	29170	\$308,153.13	\$475,000.00	\$(790.19)	\$782,362.94			
2014A	29180	467,213.00	1,365,698.00	(1,511.61)	\$1,831,399.39			
2015A	29190	75,893.00	3,758,061.00	(3,513.00)	\$3,830,441.00			
2015B	29210	2,886,013.00	2,260,000.00	(1,100.10)	\$5,144,912.90			
2016A	29220	840,650.00	110,000.00	(1,079.74)	\$949,570.26			
2017A	29230	387,796.05	198,000.00	(585.92)	\$585,210.13			
				Total	\$13,123,896.62	\$13,123,896.62	6/15/19	6/13/19

Source: June and July Wire Transfer Requests.



Based on MJ’s review, the payment requests were paid timely. As this program area does not represent project costs, there was no review for reasonable costs and if completed well, on time, and within budget.

Based on MJ’s review, subtask 1.6 is partially met for the lack of an executed change order as indicated in the Facilities, Planning and Use Construction sample results.

SUBTASK 1.7 – Determine whether the school district has established written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

MJ did not divide Subtask 1.7 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s purchasing policies and procedures are universal and apply to all three areas.

To address the requirements of Subtask 1.7, MJ interviewed the purchasing director and reviewed the District’s purchasing policies and procedures. Board Policy 7.70 establishes policies related to the procurement of goods and services within the District. In addition, the District’s written purchasing guidelines, updated December 2018, reflect Board Policy 7.70. Both of these documents constitute the District’s written policies and procedures to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements.

Various provisions within these documents establish the framework for the District to acquire the right goods and services, at the right price, in the proper quantities, in accordance with state law and local policy. **Figure 1-45** provides excerpts from Board Policy 7.70 that provide the framework for the District to achieve maximum advantage in the procurement of goods and services. **Figure 1-46** lists procedures and practices from the District’s purchasing guidelines that proceed from Board Policy 7.70.

FIGURE 1-45
Selected Provisions from Board Policy 7.70

Section/Provision	Description
<i>I.A.2. - Purpose of Policy</i>	<ul style="list-style-type: none"> • To provide increased economy in Duval County Public Schools procurement activities and to maximize, to the fullest extent practicable, the purchasing value of public funds of the Duval County Public Schools. • To foster effective broad-based competition within the free enterprise system. • To ensure the fair and equitable treatment of all persons who deal with the procurement system of Duval County Public Schools.
<i>I.1. - Authority of the Director of Purchasing Administration</i>	<ul style="list-style-type: none"> • The director of Purchasing Administration shall serve as the principal procurement officer of the Duval County Public Schools, except that the executive director Design and Construction Services shall serve as the principal procurement officer for real property and construction contracts



Section/Provision	Description
<p><i>II.B - Methods of Source Selection and Board Approval</i></p>	<ul style="list-style-type: none"> • Unless otherwise authorized by law, all Board contracts shall be awarded by one of the following methods: <ul style="list-style-type: none"> ○ Formal Sealed Bidding ○ Formal Sealed Proposals ○ Selection of Design and Construction Professional Services ○ Informal Procurements ○ Sole Source Procurements ○ Emergency Procurements ○ Florida Administrative Purchasing Policies ○ Other Procurements (pool purchases, purchasing consortium, purchasing card, advance payments). • The District shall receive and give consideration to the prices available to it under rules of the State of Florida Department of Management Services, Division of Purchasing. The District may use prices established by the Division of Purchasing through its state purchasing agreement price schedule.
<p><i>II.J.1</i></p>	<ul style="list-style-type: none"> • The requirement for requesting competitive solicitations for commodities or contractual services from three or more sources is hereby waived... when the proposer awarded a contract by another entity defined herein will permit purchases by the District at the same terms, conditions, and prices (or below such prices) awarded in such contract, and such purchases are to the economic advantage of the District.
<p><i>II.J.4</i></p>	<ul style="list-style-type: none"> • When acquiring, whether by purchase, lease with option to purchase, rental, or otherwise information technology, as defined in Section 282.0041(14) F.S., may make any acquisitions through the competitive solicitation process as described herein or by direct negotiation and contract with a vendor or supplier, as best fits the needs of the District.

Source: Board Policy 7.70.

FIGURE 1-46
Selected Provisions from Purchasing Guidelines

Section/Provision	Description
<p><i>Purchasing Overview</i></p>	<ul style="list-style-type: none"> • The purchasing function shall be centralized providing supervision by a specially trained person who establishes and maintains a set of uniform policies and procedures. • The director of Purchasing Administration shall be assigned an adequately trained staff to perform in the capacity directed by the <i>Florida Statutes</i> and state board rules. • The director of Purchasing Administration shall at all times perform within the limitations prescribed by law, legal opinions and school board policies. The Director shall have a working knowledge of the fundamentals of contract law in order to recognize the need for legal guidance and call for it when necessary.



Section/Provision	Description
	<ul style="list-style-type: none"> • The purchasing function shall be accomplished in accordance with applicable rules, regulations and board policies. • Efficiency and value shall be two of the purchasing department’s primary goals when making purchases but only when these do not impede or degrade the instructional process.
<p><i>Purchasing Department Responsibilities</i></p>	<ul style="list-style-type: none"> • Purchase all goods and services required of the District with the exception of items purchased using internal fund sources. • Purchase the proper product or service for the purpose intended. • Have the product or service available when needed. • Purchase the proper amount of the product or service. • Pay the proper price. • Purchase without favor or prejudice. • Facilitate the purchasing process by mobilizing the expertise and staff necessary to acquire the products and services required by customers. • Act as an advisor to customers when requested. • Establish practical and efficient office procedures, reports, records and systems for the proper conduct of the department. • Implementation of effective and equitable programs ensuring the maximum participation possible in the competitive procurement process for the vendor community. • Strive to obtain the maximum value for each dollar spent.
<p><i>Strategic Sourcing</i></p>	<ul style="list-style-type: none"> • Strategic Sourcing is a process designed to allow the District to purchase the best products and best services for the best value. Using this purchasing approach, each buyer analyzes what he or she is buying, what the market conditions are, and who can supply those goods or services. The buyer then uses this information, plus innovative contracting techniques, to find the best values available in the marketplace. • The overall strategic sourcing goal is to obtain best value for the District in repetitive and/or volume purchases of identified commodities and services. • With the recent upgrade to SAP v4.7, new reporting capabilities were implemented. We now have the ability to track small volume purchases over time and determine those commodities that may be conducive to the formal Invitation To Bid (ITB) process. By identifying these cumulative requirements to potential bidders, we are able to obtain reduced cost structures and establish term contracts for items which are purchased repetitively.
<p><i>Competitive Sealed Bids</i></p>	<ul style="list-style-type: none"> • School Board Policy requires that competitive sealed bids be solicited for purchases of \$50,000 or more. A series of planned purchases from a single vendor during the current fiscal year that, in aggregate, total more than the competitive bid threshold shall require competitive bids. Buyers may, at their discretion, consolidate requisitions of like kind to solicit a bid if they feel more competitive pricing might be obtained.

Source: Duval County Schools Purchasing Guidelines, December 2018.



Based on MJ's review, there are no issues or concerns regarding whether the District has established written purchasing policies and procedures that position the District to take maximum advantage of competitive procurement, volume discounts, and special pricing agreements. Accordingly, Subtask 1.7 is met.



RESEARCH TASK 2

THE STRUCTURE OR DESIGN OF THE PROGRAM TO ACCOMPLISH ITS GOALS AND OBJECTIVES.

FINDING SUMMARY – Overall, the School District of Duval County, Florida (the District) partially meets this research objective.

Design and Construction Services and Financial and Business Services Division both demonstrated program organizational structures with clearly defined units, minimal overlapping functions, and minimal administrative layers and costs. However, these program organizational structure attributes were lacking for the Application Development Department within the Information Technology Division, where non-supervisory staff were placed into the supervisor labor category and they have no supervisory responsibility. Adequate leadership and management positions were in place for Design and Construction Services, the Information Technology Division, and Financial and Business Services Division. Overall vacancy rates were 9 percent or below for Design and Construction Services, Information Technology Division, and the Financial and Business Services Division, which will have primary fund oversight if the referendum passes. Of the individual position titles that were evaluated, heating/air conditioning (HAR) mechanics have been the most difficult for the District to fill. The current vacancy rate for this position is 21 percent, which results in substantial work order backlogs to address equipment repair. The District reported that wage rates for HAR mechanics are often not competitive with the local Jacksonville labor market, which results in frequent turnover. MJ recommends that the District identify funds to raise wage levels to offer more competitive salaries for HAR mechanic positions to avoid further disruption to Design and Construction Services. MJ recommends the District conduct a compensation and classification study to address issues such as salary levels and job classifications. Additionally, MJ recommends that the District conduct a study of the reasonableness of current staffing levels for specific types of positions to include comparisons with peer districts, use of other benchmarks, and staffing formulas.

RESEARCH SUBTASK ANALYSIS AND CONCLUSIONS

SUBTASK 2.1 – Review program organizational structure to ensure the program has clearly defined units, minimizes overlapping functions and excessive administrative layers, and has lines of authority that minimize administrative costs.

FACILITIES PLANNING, USE, AND CONSTRUCTION

Organizational Structure

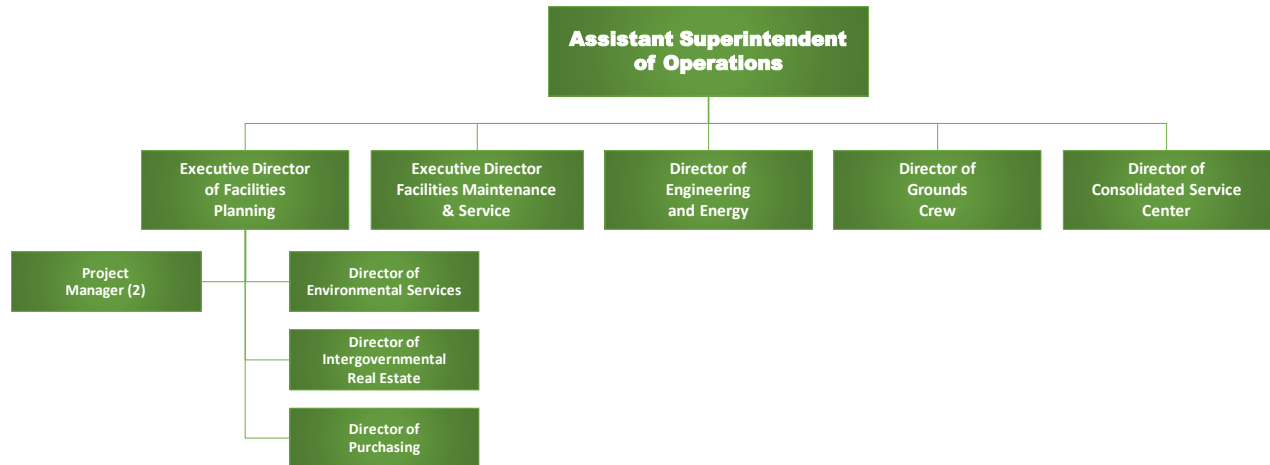
The assistant superintendent of Operations heads the division related to Facilities Planning, Use, and Construction functions. Five (5) departments headed by two (2) executive directors and three director positions report to the assistant superintendent of Operations.



According to a benchmarking study conducted by the Society for Human Resource Management (SHRM), the average span of control for executive management is seven (7) direct reports, and for middle management, it is twelve (12) direct reports. The span of control for the department and division directors falls within this range.

Figure 2-1 presents the District’s high-level organizational structure related to Facilities Planning, Use, and Construction functions.

FIGURE 2-1
Design and Construction Services’ Leadership Organizational Structure



Source: Design and Construction Services.

Design and Construction Services evaluates its organizational structure annually, typically during the budget process. According to interviews with Design and Construction Services’ management the organizational chart has been static at the leadership level for the last several years. The exception is project manager positions, where the District decreases and increases the number of full-time equivalent (FTE) positions based on the number of schools that are planned for construction and renovation.

Upon reviewing a staffing chart dating back to the 2004-2005 fiscal year when the District’s school construction and renovation program was more robust, the District employed seven (7) FTE project managers. This number of project manager positions peaked at 7.5 FTE during the 2015-2016 fiscal year and has been reduced to two (2) FTEs for the 2019-2020 fiscal year as shown in **Figure 2-1**. This is one (1) example of how the District evaluates its building program and minimizes administrative costs by aligning the number of professional facilities staff required with its construction program operations, reducing staff and cost as needed.



Key Leadership/Management Positions

In addition to reviewing the organizational structure for facilities-related functions, MJ reviewed the primary job functions performed by management-level positions and tenure in their current position and with the District. **Figure 2-2** shows that management positions are assigned to perform specific functions, with minimal overlap. Position titles are clear and reflect lines of authority.

FIGURE 2-2
Facilities Planning, Use, and Construction Team Functions and Qualifications

Position / Division / Certification	Primary Functions of Division's Leaders	Years in Position	Years with School District
DESIGN AND CONSTRUCTION SERVICES			
<i>Assistant Superintendent Operations</i>	<ul style="list-style-type: none"> Oversees all departments within Operations including Facilities and Maintenance Services. Provides general guidance and direction to include directives from Cabinet level and above. Ensures all departments meet operational, financial, and statutory requirements to include those within the general sales tax referendum. Interacts with public and District staff outside of Operations on a daily basis to meet the needs of the District. 	3	21
<i>Executive Director Facilities Maintenance & Service</i>	<ul style="list-style-type: none"> Oversees Design and Construction Services within Operations. Provides general guidance and direction to Design and Construction Services to include directives from assistant superintendent. Responsible to ensure Design and Construction Services meets operational (i.e., construction/renovation), financial, and statutory requirements to include those within the general sales tax referendum. Ensures design and construction contracts required for new construction and major repair projects are procured in a timely manner. 	1	11
<i>Director of Environmental Services and Projects</i>	<ul style="list-style-type: none"> Oversees Environmental Services required within the District are provided in a timely and efficient manner subject to availability of funds. Oversees project managers and performs additional project management duties as required to meet project management requirements to include those that would occur under the Sales Tax Referendum. 	2	2



Position / Division / Certification	Primary Functions of Division's Leaders	Years in Position	Years with School District
DESIGN AND CONSTRUCTION SERVICES			
<i>Project Manager</i>	<ul style="list-style-type: none"> Manages individual projects on a day-to-day basis as required to meet project management requirements to include those that would occur under the Sales Tax Referendum. 	1 year and Newly Hired	1 year and Newly Hired
<i>Executive Director of Maintenance</i>	<ul style="list-style-type: none"> Oversees Facilities and Maintenance Services within Operations. Provides general guidance and direction to Facilities and Maintenance Services to include directives from assistant superintendent. Ensures Design and Construction Services meet operational (including repair projects and work), financial, and statutory requirements to include those within the general sales tax referendum. Ensures service contract work is performed in a timely manner to include any required as part of the Sales Tax Referendum. 	3	10
<i>Director of Engineering and Energy</i>	<ul style="list-style-type: none"> Oversees the Energy and Utility conservation programs. Monitors utility/energy costs to check energy program performance and to determine where additional project work is needed to reduce energy and water consumption and cost. Develops and manages the energy project program and provides metric feedback to track program performance. Oversees District-wide Energy Management and Control System upgrades to facilitate remote troubleshooting, monitoring and control from Central Office. Participates in heating ventilation and air conditioning and energy management systems design reviews for new schools and major renovations to ensure district-wide standards are incorporated and energy performance expectations are met. 	14	15
<i>Director of Purchasing Administration</i>	<ul style="list-style-type: none"> Oversees the Purchasing Department within Operations. Performs basic procurement award function for all contracts/purchases within the District except for new construction. Ensures statutory requirements for purchasing are met within the District. 	21	25
<i>Director of Real Estate and Intergovernmental Liaison</i>	<ul style="list-style-type: none"> Oversees District real estate program to include all purchase and sale of real property needed in support of the Sales Tax referendum. Manages all facility leasing requirements for the District. Oversees Intergovernmental interactions for the District on planning, zoning, and concurrency requirements and would do the same for any Sales Tax Referendum requirements. Functions as School District Advisor to the City of Jacksonville's Planning Commission. 	3	3

Source: Design and Construction Services.



Administrative Support

Figure 2-3 shows that 294 District staff members perform facilities functions related to planning, design, construction, environmental services, maintenance, grounds, energy management, purchasing, and real estate. A total of nine (9) administrative positions support those functions representing a ratio of administrative staff of 1 to every 33 Design and Construction Services employees. The percentage of administrative staff to total employees is 4.6 percent.

The number of administrative support staff is determined by the number of geographical locations and personnel demands per location. Each position is determined by the minimum needs of each functional area.

- The Maintenance Department has three (3) maintenance stations and one (1) Grounds Department, each in a separate geographical location. Each of which have one (1) clerk per 50 employees on average.
- Maintenance station three (3) has two (2) clerks because the number of employees is approximately 90.
- Contracted Services has one (1) clerk to handle all incoming phone calls from all schools for services managed by the department.
- Maintenance Administrative has one (1) clerk to handle budget and purchase orders for the entire department. One (1) Maintenance Department secretary handles the needs of all personnel, uniforms, phones, letters, permits, and licensing and one (1) clerk handles all safety and roofing work orders.

FIGURE 2-3

Design and Construction Services - Administrative Staff Ratio

Department	Total Number of FTE's	Total Number of Administrative Positions	Administrative Ratio	Percent of Administrative Positions to Total FTEs
Design and Construction Services	294	9	1:33	4.6%

Source: Design and Construction Services.

The analysis above suggests that Design and Construction Services has a relatively low number of administrative staff. However, additional analysis would confirm the reasonableness of current staffing levels for specific types of positions. This analysis would include comparisons with peer districts, other benchmarks, and staffing formulas.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

Organizational Structure

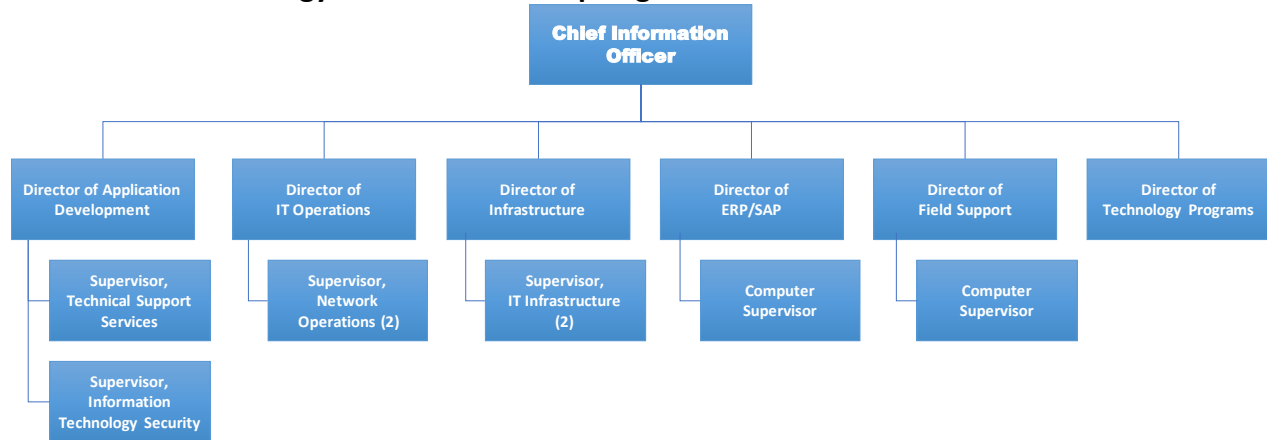
The chief information officer heads the division related to the Security and Technology Equipment Purchasing functions. Six (6) departments headed by director-level positions report to the chief information officer.



As noted previously, based on SHRM benchmark data, the average span of control for executive management is seven (7) direct reports and the span of control for Information Technology, which will be responsible for Security and Technology Equipment Purchasing falls within this range.

Figure 2-4 presents the District’s high-level organizational structure related to Security and Technology Equipment Purchasing functions.

FIGURE 2-4
Information Technology Division Leadership Organizational Structure



Source: Information Technology Division.

The Information Technology Division evaluates its organizational structure annually, typically during the budget process. The Information Technology Division is responsible for 180 school sites in a vast geographic area. The division supports the largest network and computer deployment in Jacksonville, Florida. The division manages 110,000 computers in comparison the City of Jacksonville manages just over 7,000 computers.

The IT service desk, for example, has an expected first call response rate of 75% and the District averages close to 65% because of the large geographic area.

Key Leadership/Management Positions

In addition to reviewing the organizational structure for Information Technology-related functions, MJ reviewed the primary job functions performed by management-level positions and tenure in their current position and with the District. **Figure 2-5** shows that management positions are assigned to perform specific functions, with minimal overlap.



FIGURE 2-5
Security and Technology Equipment Purchasing Team’s Functions and Qualifications

Position / Division / Certification	Primary Functions of Division’s Leaders	Years in Position	Years with School District
Information Technology			
<i>Chief Information Officer</i>	<ul style="list-style-type: none"> • Directs Information Technology Services operations and establishes a comprehensive district-wide technology plan for the District. • Develops strategic plans for the division with accompanying data driven, measurable, action plans. • Coordinates and manages all major technology initiatives including the student information system, the data warehouse, school technology roll-out and Enterprise Resource Planning (ERP) utilizing SAP. • Develops and maintains hardware and software standards and provides for the procurement of all major technology purchases for the entire District. 	6	22
<i>Director, Technology Infrastructure</i>	<ul style="list-style-type: none"> • Directs and coordinates with District departments to provide technical support for project management and infrastructure projects for all Technology programs. • Assists in the development of detailed Technology-related project schedules using standard tools to determine major project tasks, resource requirements, and project scope. • Manages the deployment of 18,000 to 20,000 student computers each year. • Works closely with Project Management Office teams to develop project schedules and track project deliverables. 	3	8
<i>Supervisor - Network Operations</i>	<ul style="list-style-type: none"> • Functions as Network Architect for entire District. • Design, deploys, and manages the District's network. • Ensures network security, firewalls, and content filtering are in place. • Creates and writes request for proposals (RFPs) and manages the budget. • Works with the design team for the Data Center. 	4	20
<i>Supervisor – Information Technology Infrastructure</i>	<ul style="list-style-type: none"> • Handles field inspections and specifications for the Information Technology Division. • Manages IT-related contractors in the field. 	2	14
<i>Supervisor – Information Technology Infrastructure Safety Systems</i>	<ul style="list-style-type: none"> • Coordinates with Design and Construction Services to set standards for replacement equipment and installation requirements. • Manages contractors for on ongoing jobs to assure proper equipment operation and installation. 	6	14



Position / Division / Certification	Primary Functions of Division's Leaders	Years in Position	Years with School District
Information Technology			
<i>Supervisor – IT-Infrastructure, Audio Visual Systems</i>	<ul style="list-style-type: none"> Oversees installation and repair of Audio/Visual electronics, systems, and peripherals. Supervises all District Audio/Visual and Security Camera systems activities including but not limited to the setup, distribution, and maintenance of the District Network Security Camera System, CATV/CCTV systems, and Instructional Technology equipment. Plans, designs, collaborates, and executes Audio/Visual solutions for use in classrooms, conference rooms, and auditoriums. Manages various contractors/vendors with the installation, testing, and certification for the District. Assists technical personnel in performing the extensive repair of various Audio-Visual systems and devices. 	4	17

Source: Information Technology Division.

MJ noted that on the staffing table for Application Development provided by the Information Technology Division that 32 supervisors are shown to be direct reports to the director position, but only two (2) supervisors actually supervise staff. The two (2) supervisor positions with supervisory responsibility are the technical support services supervisor and the IT security supervisor. The remaining 30 staff members are administrators and were assigned a supervisory title to increase their pay grade to make their salary more competitive in the local Jacksonville job market as supported by a market analysis conducted by the District, and to remain compliant with the City of Jacksonville charter. Outlined below are the six (6) position titles along with the primary work responsibility that the 30 non-supervisor staff fall under.

- **Supervisor, IM Systems Analyst** - Maintains basic level production and non-production SAP environments. Installs, configures, and maintains SAP systems, including basic level performance upgrades, security upgrades and purchased add-ons. Supports SAP Basis and/or Web Application Server system enhancements and performs quality assurance functions. Implements basic level solutions for Basis and/or Web Application Server functionality in the areas of performance monitoring and tuning and systems configuration, design and implementation. Provides basic level technical engineering and support to the SAP team.
- **Supervisor, IM Project Management** - Oversees and develops a broad agenda of project management activities for technology related projects. Provides management assistance for multiple small, medium, and large projects, across multiple departments and impacts multiple support organizations with varying levels of complexity from original concept through final implementation.



- **Supervisor, IM Systems** - Maintains basic level production and non-production SAP environments. Installs, configures, and maintains SAP systems including basic level performance upgrades, security upgrades and purchased add-ons. Supports SAP Basis and/or Web Application Server system enhancements and performs quality assurance functions. Implements basic level solutions for Basis and/or Web Application Server functionality in the areas of performance monitoring and tuning and systems configuration, design and implementation. Provides basic level technical engineering and support to the SAP team.
- **Supervisor, ERP Developer I** - Applies system solutions to basic business problems through the design and programming of automated systems. Configures, analyzes, designs, develops, and maintains ERP program codes and applications to support business processes and functions. Works on basic elements of large, complex installations. Performs programming assignments and assists with systems design. Applies knowledge and experience with technology and application development methodologies to perform basic systems analysis techniques, testing, debugging, file design and storage.
- **Supervisor, Developer I** - Applies system solutions to basic level business problems through the design and programming of automated systems. Configures, analyzes, designs, develops, and maintains program codes and applications to support basic level business processes and functions. Works on basic level elements of large, complex installations. Performs basic level aspects of programming assignments and assists with systems design. Performs basic level systems analysis techniques, testing, debugging, file design and storage.
- **Supervisor, Database Administrator I** - Maintains basic level production and non-production databases. Responsible for standards and basic level design of physical data storage, maintenance, access, and security administration. Configures database parameters and basic level prototype designs against logical data models. Defines data repository requirements, data dictionaries and warehousing requirements. Optimizes database access and allocates/re-allocates database resources for optimum configuration, database performance and cost.

Information Technology Division management told the MJ review team that the 30 non-supervisory staff were placed into the supervisor labor category five (5) years ago as a result of a salary survey conducted by the Human Resources Division. This initiative resulted in an overall cost savings of approximately \$917,000 annually to the District through the conversion of contracted employees to supervisor level staff. The staff adjustment also ensured continued compliance with the requirements of the city's charter. While the conversion of contracted employees to supervisor level staff saved the District money, assigning supervisory titles to staff with no supervisory responsibility blurs lines of authority and potentially creates unrealistic career paths for employees.



Administrative Support

Figure 2-6 shows that 217 District staff members perform Security and Technology Equipment Purchasing functions related to network operations, infrastructure for safety systems, and infrastructure for audio visual systems. A total of three (3) administrative positions support those functions representing a ratio of administrative staff of 1 to every 72 technology employees. The percentage of administrative staff to total employees is 1.4 percent. Because of technology efficiencies, core staff perform many of the functions that were once performed by administrative staff, which results in lower administrative costs.

FIGURE 2-6
Information Technology - Administrative Staff Ratio

Division	Total Number of FTE's	Total Number of Administrative Positions	Administrative Ratio	Percent of Administrative Positions to Total FTEs
Information Technology	217	3	1:72	1.4%

Source: Information Technology Division.

The analysis above suggests the Information Technology Division has a relatively low number of administrative staff. However, additional analysis would confirm the reasonableness of current staffing levels for specific types of positions. This analysis would include comparisons with peer districts, other benchmarks, and staffing formulas.

FACILITIES LEASING AND DEBT SERVICING

Organizational Structure

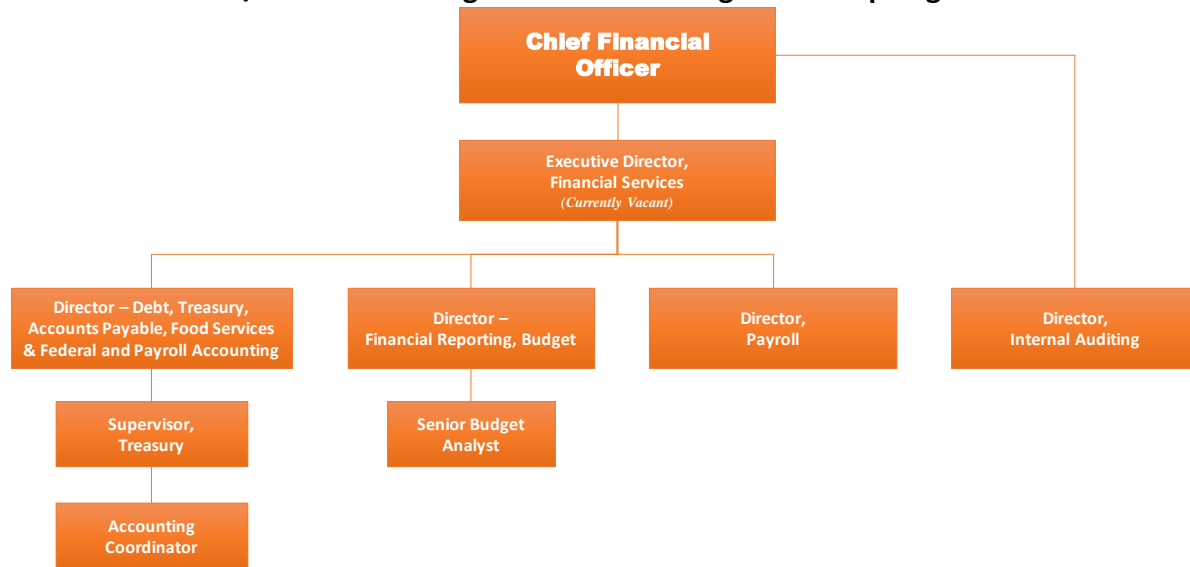
The chief financial officer heads the division related to the Facilities Leasing and Debt Servicing function. One (1) executive director-level position and one (1) director-level position report to the chief financial officer. Three (3) director-level positions report to the executive director.

Under the Financial and Business Services Division, only the internal audit function reports directly to the chief financial officer and the director of Treasury, director, Financial Reporting and Budget, and director, Payroll report to the executive director. The Financial and Business Services Division is organized in this manner to place increased emphasis on internal audit by the chief executive of the division and allow the executive director position to place more emphasis on day-to-day operations. As noted previously, based on SHRM benchmark data, the average span of control for executive management is seven (7) direct reports and the span of control for the Financial and Business Services Division, which will be responsible for Facilities Leasing and Debt Servicing falls within this range.

Figure 2-7 presents the District's high-level organizational structure related to Facilities Leasing and Debt Servicing functions.



FIGURE 2-7
Financial Services/Facilities Leasing and Debt Servicing Leadership Organizational Structure



Source: Financial and Business Services Division.

The Financial and Business Services Division evaluates its organizational structure annually and on an on-going basis to identify opportunities to ensure that it supports the operational needs of the District while maintaining clearly defined units and lines of authority and minimizing overlapping functions. Budget and availability of qualified staff are major factors that contribute to how the department is organized from a leadership standpoint.

Prior to the current organizational structure, the Financial and Business Services Division had two (2) executive director positions – one (1) over budget and one (1) over payroll, debt, and accounts payables functions. The executive director position over payroll, debt, accounts payables functions was vacated in October 2016 and interviews were held with qualified candidates, but none accepted the offer of employment due to salary. After several months of managing with one (1) executive director position, the District consolidated the two (2) positions, which has reduced the number of executive-level positions.

In the Budget Department, the budget office manager position was vacated in May 2015. The position responsibilities were re-evaluated, and it was determined that the job title and responsibilities needed were upgraded to director of budget and financial reporting.

In 2014, the administrators over payroll, debt, and accounts payables included one (1) executive director position and one (1) director position. The supervisor of Accounting reported to the director position. The position responsibilities were re-evaluated, and it was determined the job title and responsibilities were upgraded to a director level position. This director position currently oversees payroll, debt and accounts payables.



The supervisor of Internal Audit position was vacated in June 2014. Upon further analysis of the position responsibilities, the position was upgraded to director of Internal Audit. The creation of this position was to meet the expanded role of the Internal Auditing Department.

The Financial and Business Services Division provided documentation that showed the organizational changes described above resulted in an overall administrative cost savings of approximately \$72,000.

Key Leadership/Management Positions

In addition to reviewing the organizational structure for Financial and Business Services-related functions, MJ reviewed the primary job functions performed by management-level positions and tenure in their current position and with the District. **Figure 2-8** shows that management positions are assigned to perform specific functions, with minimal overlap. Position titles are clear and reflect lines of authority.

**FIGURE 2-8
Facilities Leasing and Debt Servicing Team’s Functions and Qualifications**

Position / Division / Certification	Primary Functions of Division’s Leaders	Years in Position	Years with School District
FINANCIAL AND BUSINESS SERVICES			
<i>Chief Financial Officer</i>	<ul style="list-style-type: none"> Provides executive oversight for the School Board and Superintendent regarding all District-wide planning development and evaluation related to Budget, Finance, Accounting, Treasury, and Internal Audit functions. 	1.5	11
<i>Executive Director, Financial Services (Currently Vacant)</i>	<ul style="list-style-type: none"> Provides day-to-day executive oversight for Budget, Finance, Accounting, and Treasury functions. Directs all financial operations and functions for the District consistent with District policy and District-expected ends/ results. Directs and oversees Treasury, Financial Reporting, Budget, and Payroll. 	0*	0*
<i>Director - Debt, Treasury, Accounts Payable, Food Services & Federal and Payroll Accounting</i>	<ul style="list-style-type: none"> Oversees and manages District bank accounts and ensures daily liquidity to pay bills (average balances \$10-\$30 million). Oversees and manages District investments of surplus cash (average balances \$200-\$500 million). Oversees the processes and reconciles District state and federal monthly receipts (\$600+ million annually). Oversees administration of processes and reconciles District monthly property tax receipts (\$400M+ annually). Administers District tax exempt project reimbursements. Administers and processes District annual debt service payments (\$21M+). Prepares annual and monthly District cash and investment reports. 	4	21

**Position vacated in July 2019
Replacement scheduled to start in September 2019*



Position / Division / Certification	Primary Functions of Division's Leaders	Years in Position	Years with School District
<i>Director, Financial Reporting and Budget</i>	<ul style="list-style-type: none"> • Develops and monitors the District's annual budget and multi-year projections and prepares or monitors the preparation of all related State reports; plans, organizes, and monitors the accounting functions of the District. • Develops or assists in the development of improved accounting and financial record management and reporting systems and procedures. • Monitors and audits the accounting and financial record management and reporting functions to assure that established operational procedures, guidelines, and internal controls are followed. • Develops, implements and monitors departmental procedures, forms, and regulations to assure efficient and effective practices. • Performs higher level technical and specialized accounting and financial record management and reporting functions. 	2	13
<i>Accounting Supervisor</i>	<ul style="list-style-type: none"> • Performs debt/sinking fund payments • Performs interest allocation • Performs investment of excess funds • Performs investment reporting 	3	11
<i>Accounting Coordinator</i>	<ul style="list-style-type: none"> • Performs daily banking • Performs wire transfers • Performs qualified public depository report • Performs annual leasing corp. filing 	0.50	8
<i>Senior Budget Analyst</i>	<ul style="list-style-type: none"> • Maintains current debt schedules for all existing debt service funds, including subsidy sequestration rates. • Calculates annually the amount of funds needed from capital funds to pay principal, interest, fees and sinking fund payments for debt services. • Performs debt fund oversight - Load and monitor debt service funds, ensuring sufficient budget is in place when payments are made to financial institutions; calculate beginning and ending fund balances. • Produces monthly budget resolutions for Debt and Capital funds as required by <i>Florida Statute</i>. • Prepares the debt fund portion of the tentative and final budget for compliance with DOR, DOE, COJ and DCPS Legal Department. • Ensures debt fund amounts for AFR/CAFR entered into SAP are accurate and in agreement with Accounting Department's figures. 	0.25	11

Source: Financial and Business Services Division.



Administrative Support

Based on interviews with Financial and Business Services Division management, leadership monitors productivity of administrative staff that perform routine accounting and budget-related functions and there is only one management or supervisor-level position over each organizational unit.

Figure 2-9 shows that 81 District staff members perform treasury, financial reporting, budget, accounting, and payroll functions related to Facilities Leasing and Debt Servicing functions. A total of five (5) administrative positions support those functions representing a ratio of administrative staff of 1 to every 16 finance-related employees. The percentage of administrative staff to total employees is 6.2 percent. Because of administrative efficiencies, core staff currently perform many of the functions that were once performed by administrative staff; consequently, fewer administrative staff are required, which suggests lower administrative costs.

FIGURE 2-9
Financial and Business Services - Administrative Staff Ratio

Division	Total Number of FTE's	Total Number of Administrative Positions	Administrative Ratio	Percent of Administrative Positions to Total FTEs
Financial Services	81	5	1:16	6.2%

Source: Financial Services Division.

The analysis above suggests the Financial Services Division has a relatively low number of administrative staff. However, additional analysis would confirm the reasonableness of current staffing levels for specific types of positions. This analysis would include comparisons with peer districts, other benchmarks, and staffing formulas.

In summary, the Design and Construction Services and Financial and Business Services Division, based on the information provided, both demonstrated program organizational structures with clearly defined units, minimal overlapping functions, and minimal administrative layers and costs. However, clearly defined units, lines of authority, minimized overlapping functions excessive administrative layers, and administrative costs were lacking for the Application Development Department within the Information Technology Division. Accordingly, MJ concludes that this subtask is partially met.

RECOMMENDATION

Conduct a compensation and classification study in the Information Technology Division to correct supervisor position titles that have no supervisory responsibility and assess the appropriateness of associated salaries along with any other Information Technology Division positions that may be categorized incorrectly. Additionally, MJ recommends that the District conduct a study of the reasonableness of current staffing levels for specific types of positions to include comparisons with peer districts, use of other benchmarks, and staffing formulas.



SUBTASK 2.2 – Assess the reasonableness of current program staffing levels given the nature of the services provided and program workload.

FACILITIES PLANNING, USE, AND CONSTRUCTION

Program Staffing Levels

Design and Construction Services uses staff allocation models where appropriate to determine staffing levels. For example, the Maintenance Department calculates the average number of work orders completed on a monthly basis for each craft trade using past annual data, as a benchmark. The executive director of Maintenance divides the number of monthly work orders by the average number of work orders each craft team member is expected to complete. This calculation determines the number of required craft team members. Maintenance staffing levels are reviewed in totality on an annual basis and Facilities management makes the necessary staffing budget adjustments to correct deficiencies or excess.

As an example, for HAR mechanics the average number of work orders completed by each mechanic monthly is 30.16. The average number of work orders completed annually (including backlog) is 1,077. By dividing the total number of work orders completed annually into the average number of monthly work orders completed the Maintenance Department determines Facilities needs 36 HAR mechanics to complete all work orders each month. Supervisors and coordinators are determined by the number of work teams.

Generally, Design and Construction Services contracts maintenance and/or construction jobs that require highly technical skill and/or where the value of the project will exceed \$350,000 in labor and material costs. In-house project managers oversee all of these jobs.

Vacancy Rates

Figure 2-10 shows that Design and Construction Services has an overall vacancy rate of 7 percent. This vacancy rate is lower than the median vacancy rate of 8.9% (for non-school exempt staff) published in October 2018 (based on 2016-2017 data) by the Council of the Great City Schools.

While vacancy rates within the departments for various positions ranged from 17 percent to 50 percent, about a third of the positions had been vacant less than 14 days (based on the staffing schedule obtained by the review team during fieldwork). Another third of the positions had been vacant for less than 45 days. Of the Design and Construction Services' position titles that were evaluated, heating/air conditioning (HAR) mechanics have been the most difficult for the District to fill. The current vacancy rate for this position is 21 percent, which results in substantial work order backlogs to address equipment repair. Of the six (6) HAR mechanic vacancies, one (1) has been vacant since January 2018; one (1) has been vacant since October 2018; and one (1) has been vacant since March 2019. MJ learned that over 40 schools experienced air conditioning malfunctions on the first day of school for the 2019-2020 school year.



The District reported that wage rates for HAR mechanics are often not competitive with the local Jacksonville labor market, which results in frequent turnover. The District often uses contract services to mitigate this issue. The District also reported that if the referendum passes, the Long-Range Master Plan involves school consolidation for many campuses and new school replacement for others. The District projects that fewer, newer buildings will likely result in the need for fewer maintenance staff, such as HAR mechanics in the long run.

To combat the high vacancy rate for HAR mechanics, the district conducted a salary study in March 2019 comparing wages with similar sized school districts in the state and surrounding districts, and has proposed an appropriate wage adjustment for both current and newly hired HAR mechanics with the appropriate employee bargaining unit.

FIGURE 2-10
Design and Construction Services – Vacant Positions

Division	Total FTE	Total Vacancies	Vacancy Rate
Design and Construction Services *	294	22	7%
Director	5	2	40%
Supervisor	9	2	22%
Coordinator	5	2	40%
Contract Compliance Inspector	2**	1	50%
HAR Mechanic	28	6	21%
Groundskeeper	24	4	17%

Source: Duval County Public Schools Positions Report 8/7/19.

*Only positions with over 15% vacancy rate are shown.

**Includes part-time.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

Program Staffing Levels

The Information Technology Services Division employs seventy-six (76) technology service technicians, which work across five (5) geographic regions to service the District's 110,000 computers. Technology services technicians are responsible for 180 school sites across the district and cover every secondary school and rove to ensure that all the elementary schools are covered. The division monitors productivity and determines staffing levels for each employee by incident technician reports that are generated weekly. The incident reports track: (1) the number of tickets created for each team member, (2) technicians cancelled tickets, (3) tickets resolved, (4) active tickets, (5) closed and escalated/deescalated and transferred tickets (6) average active ticket age, (7) oldest ticket, and average number of tickets completed per technician.

Recently, the installation and repair of audio visual, bell and other security related equipment was transferred from the Maintenance Department to the IT Infrastructure Department because the staff skills-sets for maintaining this type of equipment is better aligned with technology.



VACANCY RATES

Figure 2-11 shows that the Information Technology Division has an overall vacancy rate of 5 percent. This vacancy rate is significantly lower than the median vacancy rate of 8.9% (for non-school exempt staff) published in October 2018 (based on 2016-2017 data) by the Council of the Great City Schools.

The Information Technology Division currently has three (3) coordinator positions that are vacant, one (1) is awaiting a start date and the District is currently interviewing for the remaining two (2) positions.

Information Technology is in the process of creating a new screening/training exam. The District plans to fill the TST IV-Enterprise System Administrator position internally during Fall 2019.

FIGURE 2-11

Information Technology Departments – Vacant Positions

Division	Total FTE	Total Vacancies	Vacancy Rate
Information Technology*	217	11	5%
Coordinator	15	3	20%
TST IV – Enterprise System Administrator	2	1	50%

Source: Duval County Public Schools Positions Report 8/7/19.

*Only positions with over 15 percent vacancy rate are shown.

FACILITIES LEASING AND DEBT SERVICING

Program Staffing Levels

Financial and Business Services Division staff prepare the debt service report to calculate the amount of funds that will be needed to service the District debt. Budget staff prepare the report, Treasury Department staff make the payment to the escrow agent, and directors in Budget and Treasury approve payment journal entries. These functions are performed to complete the monthly financial statements and the CAFR with no issues.

The Financial and Business Services Division organizational chart and the management/leadership staffing table, which includes roles and responsibilities for key staff demonstrate that sufficient staff is available to oversee this function.

VACANCY RATES

From a division-wide staffing perspective, **Figure 2-12** shows that the Financial and Business Services Division has an overall vacancy rate of 9 percent. This vacancy rate is in line with the median vacancy rate of 8.9% (for non-school exempt staff) published in October 2018 (based on 2016-2017 data) by the Council of the Great City Schools.

The Financial and Business Services Division reported that a candidate has been identified for the executive director position and is scheduled to begin work in mid-September 2019. The division is evaluating one of the coordinator positions to determine if it will be reclassified into



another position title and is awaiting the Human Resources Division to forward a list of candidates for the other vacant position. And, the Financial and Business Services Division has recently received approval to fill the accounting clerk position.

FIGURE 2-12
Financial and Business Services – Vacant Positions

Division	Total FTE	Total Vacancies	Vacancy Rate
Financial Services*	81	7	9%
Executive Director	1	1	100%
Coordinator	10	2	20%
Account Clerk	6	1	17%

Source: Duval County Public Schools Positions Report 8/7/19.

**Only positions with over 15 percent vacancy rate are shown.*

While Design and Construction Services, Information Technology, and Finance and Business Services collectively reported adequate staffing levels overall to meet work load requirements and have relatively low vacancy rates, MJ concludes that this subtask is partially met because of the critical HAR mechanic vacancies.

RECOMMENDATION

Identify funds to raise wage levels to offer more competitive salaries for HAR mechanic positions to avoid further disruption to Design and Construction Services.



RESEARCH TASK 3

ALTERNATIVE METHODS OF PROVIDING SERVICES OR PRODUCTS.

FINDING SUMMARY – Overall, the School District of Duval County, Florida meets Task 3.

The District's program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and their conclusions are reasonable. Program administrators have assessed contracted and/or privatized services to verify effectiveness and cost savings achieved, and their conclusions are reasonable. The District has made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services. Finally, there are possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.).

RESEARCH SUBTASK ANALYSIS AND CONCLUSION

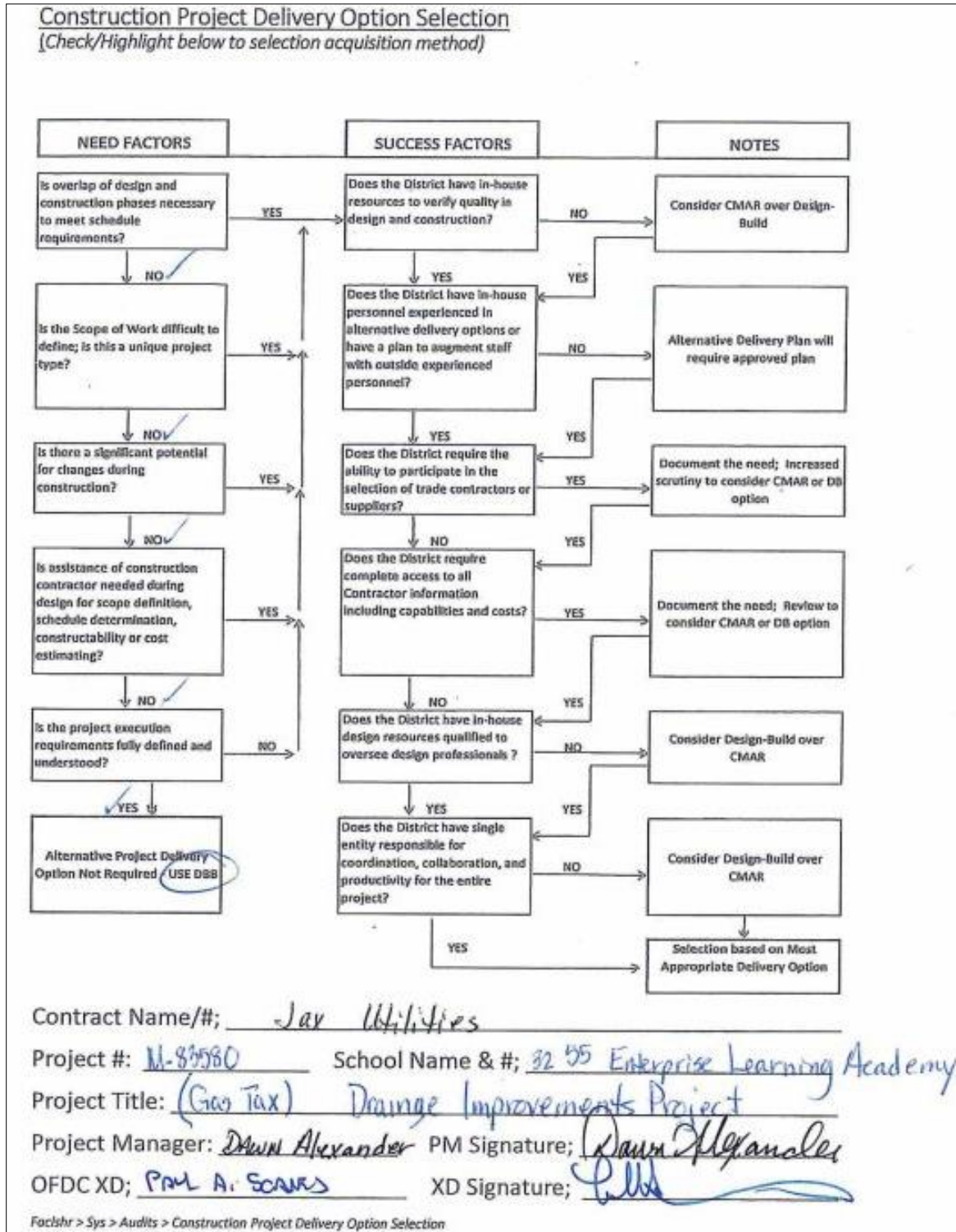
SUBTASK 3.1 – Determine whether program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and determine the reasonableness of their conclusions.

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 3.1 as it relates to facilities, planning, use, and construction, MJ interviewed the assistant superintendent, Operations; executive director, Facilities; and director of Environmental Services and Projects. The information obtained during the interviews and review of documentation provided revealed that there are several processes and routine project status meetings used to assess alternative methods of providing products and services to the District. For example, **Figure 3-1** shows the process flow used to determine delivery options for construction projects.



FIGURE 3-1
Construction Project Delivery Option Selection Process



Source: Design and Construction Services, August 2019.



MJ interviews revealed that Florida’s Consultants’ Competitive Negotiations Act (CCNA) guidelines are followed in the Request for Quotations (RFQ) process for contracted engineering services. CCNA governs a public entity’s acquisition of professional architectural, engineering, landscape architecture, and survey and mapping services. **Figure 3-2** shows the evaluation results for a solicitation for contracted electrical engineering design services.

FIGURE 3-2
Contracted Electrical Engineering RFQ Evaluation Results

OFFICE OF FACILITIES DESIGN AND CONSTRUCTION DUVAL COUNTY PUBLIC SCHOOLS PROFESSIONAL SERVICES SELECTION MATRIX																					
SELECTION EVALUATION FORM																					
PROJECT NAME/ NUMBER: Continuing Contract for Electrical Engineering Design Services																					
PROJECT SOLICITATION NUMBER: CFDC-RFQ-003-17 ELECTRICAL ENGINEER SELECTION																					
DATE: 4/11/17										SHORTLIST: 4/27/17					INTERVIEW: 5/10/17						
APPLICANTS		A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	Total	Ranking	
		Professional Registration Certificates	Local Lic from Project	Number of Projects	Total Fees Remaining (\$000)	Professional & Technical Employees	Dollars per Person (\$000)	Volume of Agency Work (\$000)	Registered Employees	Dollars per Person	Location	Past Performance	Experience and Ability	Current Workload	CEO Participation	Volume of Agency Work	Shortlist Total	Understanding Program & Project	Approach & Methodology		
Andy Eckert Beth Trammel Kevin Trussell Tarek Ghannou Terri Webb		Y	8	4	47	3	15.07	86.7	1	97	10	7	18	5	5	5	50	16	17	83	4
Haddad Engineering, Inc.		Y	11	13	328	11	29.82	1940	2	770	10	10	24	5	3	1	53	20	20	93	1
John Seary & Associates, Inc.		Y	5	29	126	3	42	1253	1	1253	10	9	24	5	0	1	49	19	19	87	2
M.V. Cummings Engineers, Inc.		Y	5.6	15	128	5	25.8	163	2	81.5	10	7	19	5	3	5	49	16	16	81	
McVeigh & Mangum Engineering, Inc.		Y	14.6	53	788	24	32.83	0	10	0	10	6	17	5	3	5	46				46
Powell & Hinkle Engineering, PA		Y	17	13	216	18	12	0	6	0	9	7	21	5	0	5	47				47
Shafter Engineering Group, LLC		Y	12	8	48	2	24	88	1	88	10	6	18	5	5	5	49	18	17	84	3
TLC Engineering For Architecture		Y	0.02	89	1,536	22	69.91	97	11	8.8	10	7	20	4	0	5	45				45
TRC Energy Engineering, Professional		Y	NO POS SUBMITTED																		

Source: Design and Construction Services, August 2019.

Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to program administrators having formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and their conclusions are reasonable as they relate to facilities planning, use, and construction.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

To address the requirements of Subtask 3.1 as it relates to security and technology equipment purchasing, MJ interviewed the executive director School Police Department and his management team; the chief information officer and his management team; and the purchasing manager. The information obtained during the interviews and review of documentation provided revealed that formal project management methodologies are used to evaluate in-house services and activities to assess the feasibility of using alternative means to provide services. The evaluation is conducted in accordance with the District’s purchasing policies and



guidelines. There are six (6) steps in the project management methodology used to identify, source, and manage technology initiatives. **Figure 3-3** outlines the project management methodology steps and their components.

FIGURE 3-3
Project Management Steps and Components

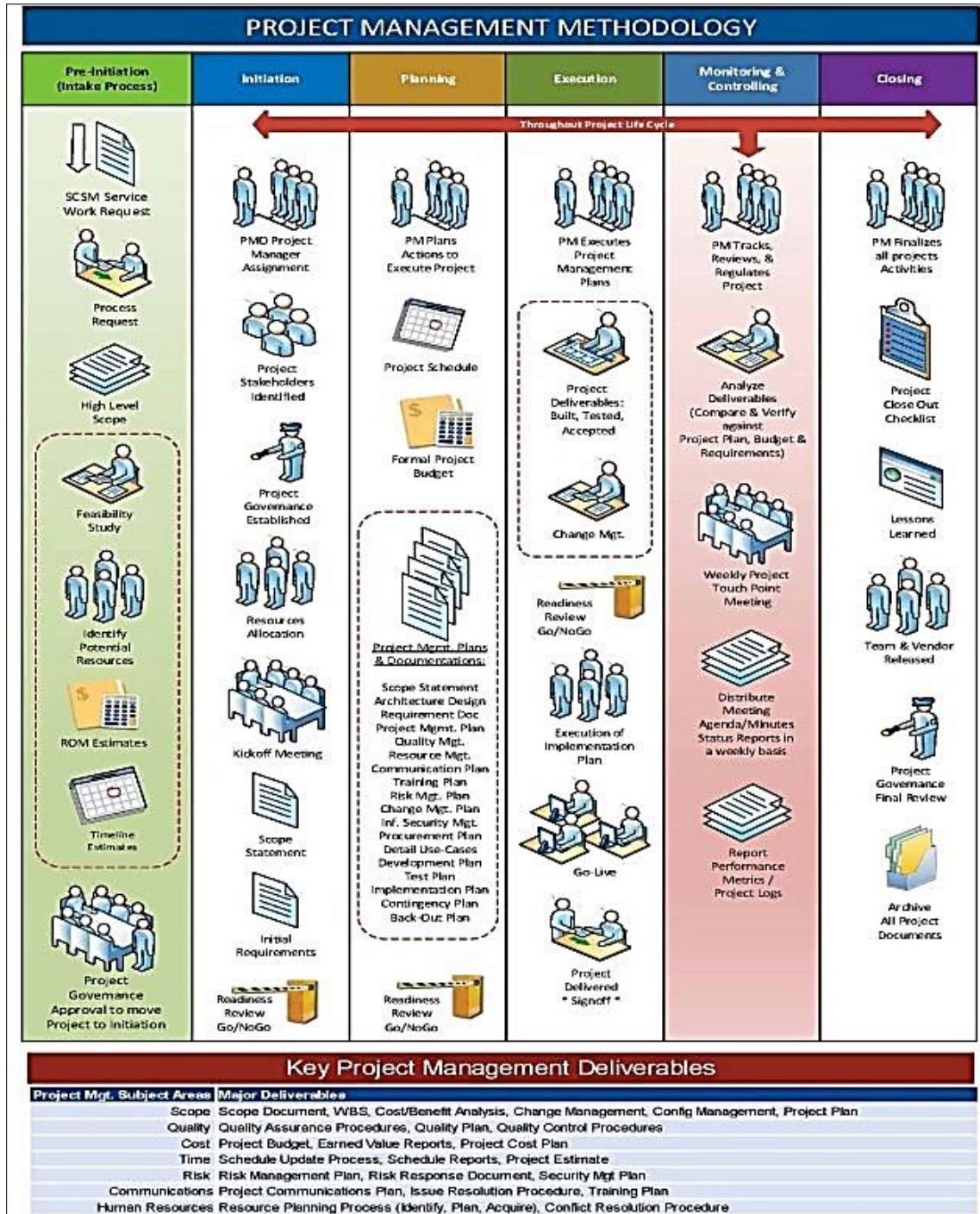
Project Management Methodology Steps and Components					
Pre-initiation (Intake Process)	Initiation	Planning	Execution	Monitoring & Controlling	Closing
<ul style="list-style-type: none"> • SCCM Service Work Request • Process Request • High-level Scope • Feasibility Study • Identify Potential Resources • ROM Estimates • Timeline Estimates • Project Governance to move Project to Initiation 	<ul style="list-style-type: none"> • PMO Project Manager Assignment • Project Stakeholders Identified • Project Governance Established • Resources Allocation • Kickoff Meeting • Scope Statement • Initial Requirements • Readiness Review Go/No Go 	<ul style="list-style-type: none"> • PM Plans Actions to Execute Project • Project Schedule • Formal Project Budget • Project Management Plans & Documentations • Readiness Review Go/No Go 	<ul style="list-style-type: none"> • PM Executes Project Management Plans • Project Deliverables Built, Tested, Accepted • Change Management • Readiness Review Go/No Go • Execution of Implementation Plan • Go-Live • Project Delivered *Signoff* 	<ul style="list-style-type: none"> • PM Tracks, Reviews & Regulates Project • Analyze Deliverables (Compare & Verify against Project Plan, Budget & Requirements) • Weekly Project Touch Point Meeting • Distribute Meeting Agenda/ Minutes Status Reports on a weekly Basis • Report Performance Metrics / Project Log 	<ul style="list-style-type: none"> • PM Finalizes all Project Activities • Project Closeout Checklist • Lessons Learned • Team & Vendor Released • Project Governance Final Review • Archive all Project Documents

Source: Information Technology Division, August 2019.

Figure 3-4 shows a flow diagram of the project management methodology steps and their components.



FIGURE 3-4
Project Management Methodology



Source: Information Technology Division, August 2019.



For security, the Florida State School Assessment Tool (FSSAT) was used to evaluate in-house services and activities. The required components of FSSAT are:

- School emergency and crisis preparedness planning,
- Security, crime and violence prevention policies and strategies,
- Physical security measures,
- Professional development training needs,
- An examination of support service roles in school safety, security and emergency planning,
- School security and school police staffing, operational practices and related services,
- School and community collaboration on school safety, and
- A return on investment analysis of the recommended physical security controls.

The results of the assessment revealed that the District needed improvement in three (3) main areas:

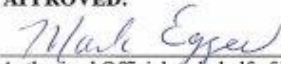

- Access Control
- Surveillance Measures
- Walk-thru metal detectors and other equipment

As a result of the assessment, the District was awarded a Safety and Security of School Buildings grant of \$4,481,134 of which \$501,266 was earmarked for charter schools. The executive director School Police Department indicated that the \$3,979,868 for the District would be used for the needed improvement in the three areas listed above.

Figure 3-5 shows the Safety and Security of School Buildings grant award notification.



FIGURE 3-5
Safety and Security of School Buildings Grant

Florida Department of Education Project Award Notification		
1 PROJECT RECIPIENT Duval County School District	2 PROJECT NUMBER 160-93190-9D001	
3 PROJECT/PROGRAM TITLE Safety and Security of School Buildings TAPS 19A097	4 AUTHORITY Section 44 Chapter 2018-3, Laws of Florida	
5 AMENDMENT INFORMATION Amendment Number: Type of Amendment: Effective Date:	6 PROJECT PERIODS Budget Period: 07/01/2018 - 01/31/2021 Program Period: 07/01/2018 - 01/31/2021	
7 AUTHORIZED FUNDING Current Approved Budget: \$4,481,134.00 Amendment Amount: Estimated Roll Forward: Certified Roll Amount: Total Project Amount: \$4,481,134.00	8 REIMBURSEMENT OPTION As Specified in the Terms and Conditions	
9 TIMELINES		
<ul style="list-style-type: none"> Last date for incurring expenditures and issuing purchase orders: <u>01/31/2021</u> Date that all obligations are to be liquidated and final disbursement reports submitted: <u>03/20/2021</u> Last date for receipt of proposed budget and program amendments: <u>12/31/2020</u> Refund date of unexpended funds; mail to DOE Comptroller, 325 W. Gaines Street, 944 Turlington Building, Tallahassee, Florida 32399-0400: 		
10 DOE CONTACTS Program: Mark Eggers Phone: (850) 245-9105 Email: Mark.Eggers@fldoe.org Grants Management: Unit A (850) 245-0496	Comptroller Office Phone: (850) 245-0401	Duns#: 080683048 FEIN#: F596000589001
11 TERMS AND SPECIAL CONDITIONS		
<ul style="list-style-type: none"> This project and any amendments are subject to the procedures outlined in the <u>Project Application and Amendment Procedures for Federal and State Programs</u> (Green Book) and the General Assurances for Participation in Federal and State Programs and the terms and requirements of the Request for Proposal or Request for Application, RFP/RFA, hereby incorporated by reference. Any unexpended general revenue funds must be returned by check issued to the Florida Department of Education, with the final expenditure report. The check must clearly identify the project number for which funds are being returned. In the event that the Governor and Cabinet are required to impose a mandatory reserve on the current year appropriation, this Agreement shall be amended to place in reserve the amount determined by the Department of Education to be necessary because of the mandatory reserve in the appropriation. All provisions not in conflict with any amendment(s) are still in full force and effect and are to be performed at the level specified in the project award notification. Other: Upon receipt of the Project Award Notification, the funding method will be monthly advance based on agency request and budget release. 		
12 APPROVED:  Authorized Official on behalf of Richard Corcoran Commissioner of Education		<u>1/15/19</u> Date of Signing
		 RECEIVED OFFICE OF THE SUPERINTENDENT

DOE-200
Revised 07/15

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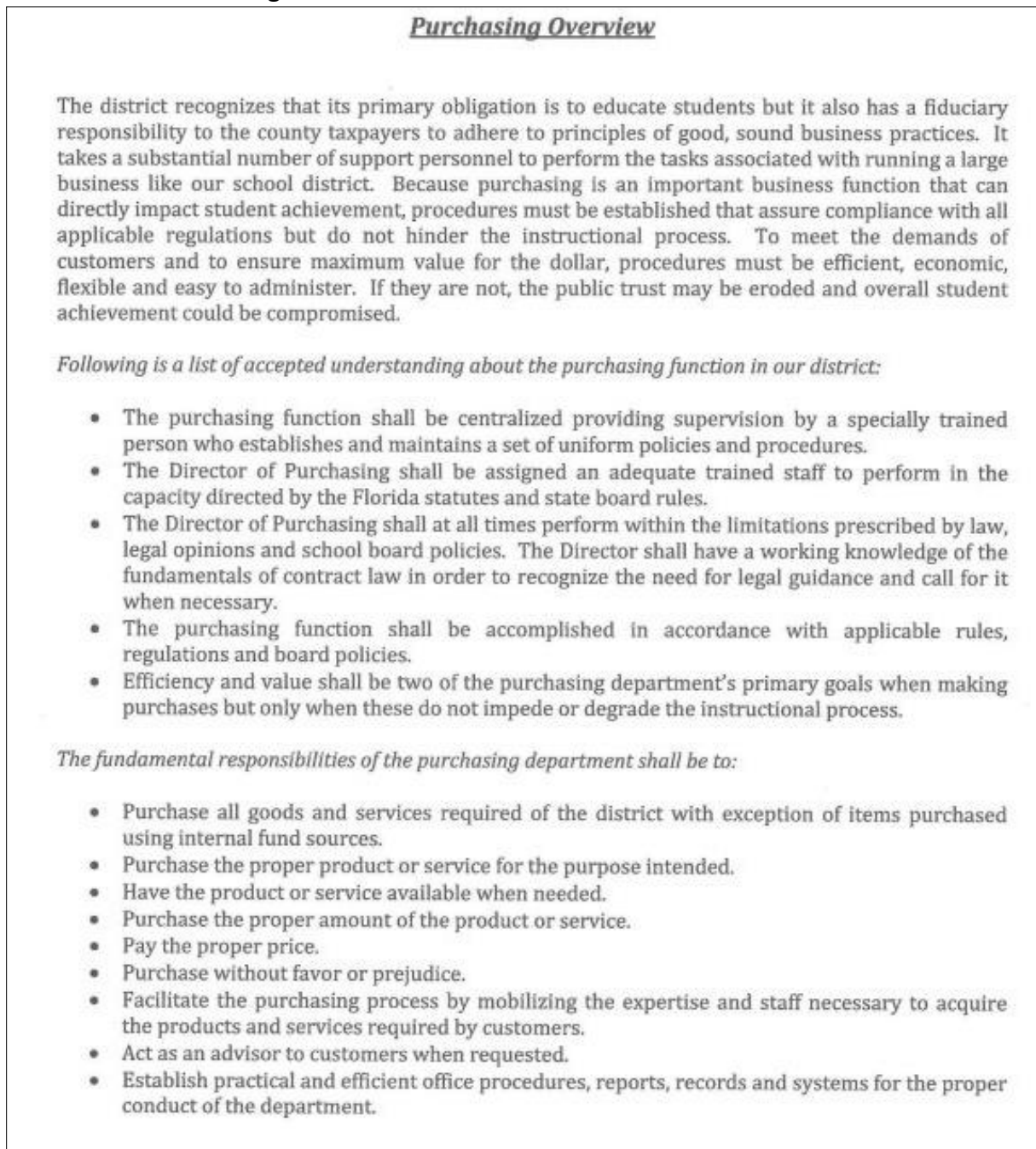
REFERRED TO _____
DATE REFERRED _____

Source: School Police Department, August 2019.



Based on MJ's work, we determined that the District's security and technology equipment purchases are executed through the purchasing function according to the board policy guidelines for goods and services. **Figure 3-6** provides an overview of the purchasing function within the District.

FIGURE 3-6
The District's Purchasing Function Overview



Source: Purchasing Department, August 2019.



Based on MJ's work in the security and technology equipment purchasing area, there are no issues or concerns related to program administrators having formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and their conclusions are reasonable as they relate to security and technology equipment purchasing.

FACILITIES LEASING AND DEBT SERVICING

Facilities leasing and debt servicing is not relevant to Subtask 3.1 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.

Based on MJ's review, program administrators have formally evaluated existing in-house services and activities to assess the feasibility of alternative methods of providing services, such as outside contracting and privatization, and reached reasonable conclusions. Accordingly, Subtask 3.1 is met.

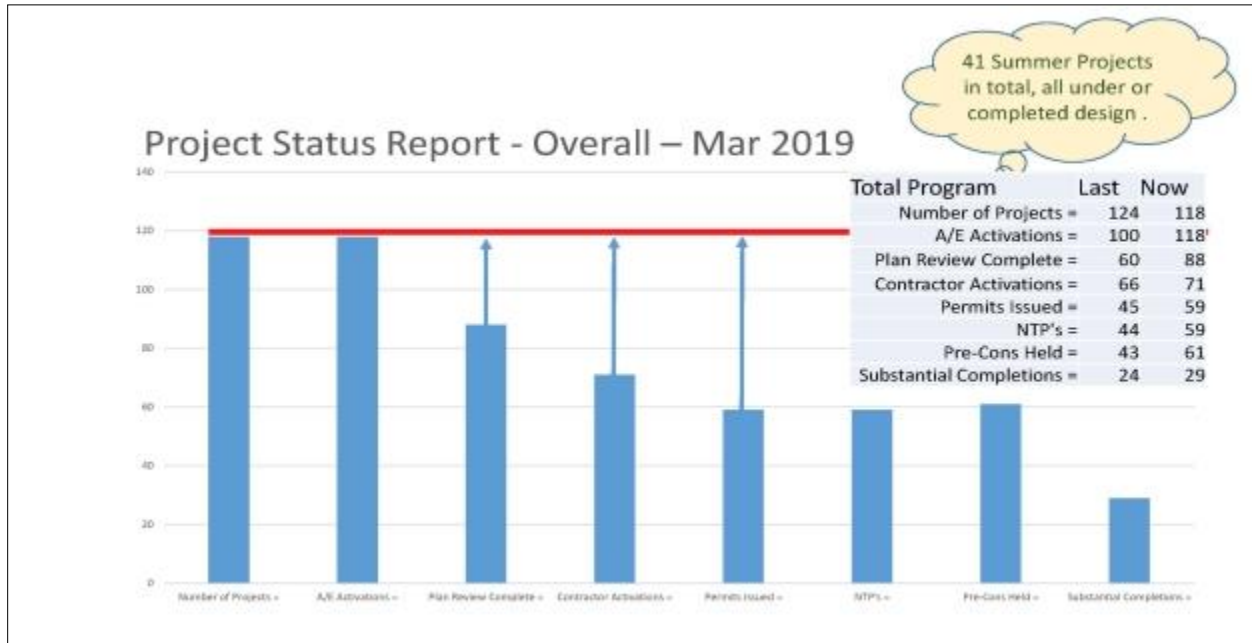
SUBTASK 3.2 – Determine whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and determine the reasonableness of their conclusions.

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 3.2 as it relates to facilities, planning, use, and construction, MJ interviewed the assistant superintendent, Operations; executive director, Facilities; and director of Environmental Services and Projects. The information obtained during these interviews and the review of documentation provided revealed that program administrators have a process to assess contracted and/or privatized services to verify effectiveness and cost savings achieved. Construction project and maintenance work order performance are reviewed and assessed in Design and Construction Services' regularly scheduled weekly and monthly meetings. **Figure 3-7**, Overall Project Status Report and **Figure 3-8**, Annual Project Status Report, are reports used during the meetings to review and assess project performance to include contracted and/or privatized services.



FIGURE 3-7
Overall Project Status Report



Source: Design and Construction Services, August 2019.

FIGURE 3-8
Annual Project Status Report

Project #	Project Category	Sch #	School Name	PROJECT	Project Budget	Summer Const. Project (Mark X)	PM	Est. START Date	Est. COMPL Date	A/E	Design Status (0%-100%)	Plan Review Compl	Contractor	Const Status (0%-100%)	Actual Substantial Completion Date
FS-3146	Food Service	3146	Matthew Gilbert MS	Serving line area/equipment upgrades	\$700,000.00	1	AA	6/1/2019	9/30/2019	Bhude & Hall	100%	Y	Various	0	
FS-3155	Food Service	3155	Northwestern MS	Serving line area/equipment upgrades	\$600,000.00	1	AA	6/1/2019	9/30/2019	Bhude & Hall	100%	Y	Various	0	
M-84320	Plumbing	3065	Atlantic Beach ES	Bldg 1 Restrooms- Bldg 2 - Girls/ Boys Restroom Renovations	\$425,481.00	1	BA/JM	6/3/2019	8/2/2019	Akel Logan Shaffer	100%	Y	Rivers Construction	35%	
M-84320	Plumbing	3259	Mandarin MS	Install sewer manhole between ESE Wing/Art and Kitchen behind school	\$36,152.00	1	BA/RB	5/14/2019	6/28/2019	N/A	N/A	NA	Favor Plumbing	95%	
M-84320	Plumbing	3096	Ribault HS	Girls and boys old locker room restrooms, cafe restrooms, ROTC Bldg restrooms, library restrooms and gym	\$530,097.07	1	BA/JM	5/17/2019	8/2/2019	Rodriguez Architecture	100%	Y	Rivers Construction	40%	
M-84320	Plumbing	3163	Rufus Payne	Perform remaining plumbing work in the side halls. Prior Year Fund	Prior Year Fund	1	BA/RB	6/3/2019	8/1/2019	MV Cummings	100%	Y	Favor Plumbing	80%	
M-84420	Bleachers	3096	Ribault HS	Design and install lateral bracing (U2 Rating)	\$20,000.00		BA/JM	TBD	TBD	GM Hill			Allstate		
M-84420	Bleachers	3241	Westside HS	Replace Bleacher Units 3 thru 8 (U2 Rating)	\$60,000.00		BA/JM	TBD	TBD	N/A			Gulf Coast Sports		
M-84420	Bleachers	3248	Ed White HS	Design and install cage around ladder leading to top of pressbox (U2 Rating)	\$10,000.00		BA/JM	TBD	TBD	GM Hill			Allstate		
M-84420	Bleachers	3248	Ed White HS	Replace Bleachers Units 3, 5, and 6 (U2 Rating)	\$30,000.00		BA/JM	TBD	TBD	N/A			Gulf Coast Sports		
M-84420	Bleachers	3155	Stanton College Prep	Evaluate and perform structural repairs to columns (U2 Rating)	\$10,000.00		BA/JM	TBD	TBD	GM Hill			Allstate		
C-90640	Portables	3080	San Pablo ES	Demo 2 Exist at San Pablo/Install 2 Portable CRs w/bathrooms from Fort Caroline ES	\$272,583.00	1	JM/BA	6/3/2019	8/2/2019	Bhude & Hall	100%	Y	Allstate	75%	
C-90640	Portables	3233, 3206, 3205, 3235, 3340, 3006	Lone Star ES, Brookview ES, Lake Lucina ES, Fort Caroline ES, Arlington Hts ES, and Mattie V. Rutherford ALT	C-90640 DW Portables - Demolish 20 Portables, Disconnect 2 Portables; Lone Star ES, Brookview ES, Lake Lucina ES, Fort Caroline ES, Arlington Hts ES, and Mattie V. Rutherford ALT	\$189,045.12	1	JM/BA	Summer 2019	Summer 2019	N/A	N/A	N/A	Rivers Construction	75%	
M-84820	Windows	3146	Matthew Gilbert MS	Full School Window Replacement- Phase 5 of 7 (2018/19 CONSTRUCTION)	\$437,667.00	1	JM/BA	6/3/2019	8/2/2019	Bhude & Hall	100%	Y	Auld & White	70%	
M-83680	Life Safety	3084	Bayview ES	Main corridor with lowered glass not compliant for fire rated corridor.	\$261,859.64	1	JM/RB	6/5/2019	7/31/2019	N/A	N/A	N/A	E. Vaughan Rivers	75%	

Source: Design and Construction Services, August 2019.

Design and Construction Services uses the Contractor Application for Payment Checklist to assess contractor services and verify its effectiveness before payments are made. **Figure 3-9** shows the items assessed on the checklist that verifies contractor delivery performance.



FIGURE 3-9
Contractor Application for Payment Checklist

Duval County Public Schools--- Office of Facilities Design and Construction

**DUVAL COUNTY PUBLIC SCHOOLS
CONTRACTOR APPLICATION FOR PAYMENT CHECKLIST**

DCPS PROJECT # AND NAME:

ARCHITECT/ENGINEER:

CONTRACTOR:

The following items and information are to be submitted with the Contractor's pay request:
(Contractor to complete, initial, and sign. A/E to verify, initial, and sign.)

Contractor <u>Initial</u>	A/E <u>Initial</u>	
_____	_____	1. Owner identified
_____	_____	2. Contractor identified
_____	_____	3. Contract purpose identified
_____	_____	4. Project name identified
_____	_____	5. School name and number identified
_____	_____	6. A/E identified
_____	_____	7. Application number identified
_____	_____	8. Period identified
_____	_____	9. Project number identified
_____	_____	10. Contract date identified
_____	_____	11. Distribution identified
_____	_____	12. All dollar amounts indicated are correct (checked by A/E)
_____	_____	13. Change order table complete & correct (when applicable)
_____	_____	14. Contractor signature and date present
_____	_____	15. Notary signature, date, and stamp present
_____	_____	16. A/E amount certified present
_____	_____	17. A/E firm identified
_____	_____	18. A/E signature and date present
_____	_____	19. Schedule of values present (page 2)
_____	_____	20. Contractor purchase order or activation present
_____	_____	21. OEO form present
_____	_____	22. Project schedule present

Contractor signature _____ Date _____

Architect/Engineer signature _____ Date _____

DCPS Contractor Application for Payment Checklist

Source: Design and Construction Services, August 2019.

Based on MJ's work in the facilities planning, use, and construction area, there are no issues or concerns related to whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and reached reasonable conclusions, as they relate to facilities planning, use, and construction.



SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

To address the requirements of Subtask 3.2 as it relates to security and technology equipment purchasing, MJ interviewed the executive director School Police Department and his management team; the chief information officer and his management team; and the purchasing manager. The information obtained during these interviews and the review of provided documentation revealed that program administrators hold periodic review meetings with contract service providers to assess performance and cost.

The District Information Technology Division's project management methodology as shown in **Figure 3-4** has a monitoring and controlling step that assesses any contracted services and verifies delivery of performance effectiveness. The monitoring and controlling step consists of the following:

- Project manager tracks, reviews and regulates project,
- Analyze deliverables (compare and verify against project plan, budget, and requirements),
- Convene weekly project touch point meetings,
- Distribute meeting agenda and minutes status report on a weekly basis, and
- Report performance metrics and project logs.

Based on MJ's work in the security and technology equipment purchasing area, there are no issues or concerns related to whether program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and reached reasonable conclusions, as they relate to security and technology equipment purchasing.

FACILITIES LEASING AND DEBT SERVICING

Facilities leasing and debt servicing is not relevant to Subtask 3.2 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.

Based on MJ's review, program administrators have assessed any contracted and/or privatized services to verify effectiveness and cost savings achieved and reached reasonable conclusions. Accordingly, Subtask 3.2 is met.



SUBTASK 3.3 – Determine whether program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services.

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 3.3 as it relates to facilities, planning, use, and construction, MJ interviewed the assistant superintendent, Operations; executive director, Facilities; and director of Environmental Services and Projects. The information obtained during the interviews and the review of documentation provided revealed that program administrators periodically review their work backlog and make decisions whether to change service delivery methods.

For instance, the Design and Construction Services' budget is approximately \$250M and is mainly for personnel and supplies. This leaves only about \$20M for construction projects. With an FCI backlog of \$243M, a decision was made to have Facilities and Maintenance Services primarily focus on handling work orders and any construction projects would be outsourced to reduce cost and better utilize the available budget.

Based on MJ's work in the facilities planning, use, and construction area, there are no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

To address the requirements of Subtask 3.3 as it relates to security and technology equipment purchasing, MJ interviewed the executive director School Police Department and his management team; the chief information officer and his management team; and the purchasing manager. The outcome of these interviews and the review of documentation provided revealed that program administrators routinely assessed service delivery methods and made changes as necessary to reduce cost without significantly affecting the quality of service.

The Information Technology Division evaluated the continued use of contractors to assist in providing technology support services. The evaluation revealed that converting the contractors to in-house employees would result in a cost savings of \$917K, which the department is currently in the process of implementing. **Figure 3-10** depicts the results of the conversion analysis.



FIGURE 3-10
Contractor Conversion Analysis

Contractor Conversion Analysis			
Number of Contractors	Potential Contractor Expense	Possible In-house Salary plus Benefits (31.5%)	Potential Savings
22	\$3,303,497	\$2,386,725	\$916,772

Source: Information Technology Division, August 2019.

The Information Technology Division uses student interns during the summer to augment the technical staff for maintenance and deployment of hardware/software in preparation for the new school year. Although the students are paid a stipend, it is much less than what it would cost to hire outside resources to do the same work.

The District had not previously considered leasing as a viable option for acquiring technology equipment. But once the District constructed the new data center, it was decided to evaluate leasing the computing equipment and outsourcing the support. The cost/benefit evaluation revealed that it would be most cost effective to lease. The lease agreement provides the following benefits:

- Allow seamless transition of all production systems as the District transitions to the new data center,
- Allow all critical systems to move from multiple locations to a centralized server and storage system,
- Enable the District to replace outdated systems, add capacity, and increase response time for ongoing Information Technology request, and
- Result in a \$2.8M savings to the District.

Through an open bidding process in response to the Request for Proposal (RFP), the District selected a technology solutions provider serving the education, state, and local government markets.

The District's School Police Department uses off-duty Jacksonville Sheriff Office (JSO) officers to provide security for district and schools special events. This eliminates the need to have permanent staff available to cover such events thereby reducing cost without affecting the quality of service.

Also, the School Police Department participates in the Florida Sheriff's Association Cooperative Purchasing Program. The program offers statewide contracts on a variety of vehicles, equipment, and services at a significantly reduced cost.



Based on MJ's work in the security and technology equipment purchasing area, there are no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations and/or assessments found that such changes would reduce program cost without significantly affecting quality of services as they relate to security and technology equipment purchasing.

FACILITIES LEASING AND DEBT SERVICING

Facilities leasing and debt servicing is not relevant to Subtask 3.3 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Accordingly, program administrators do not get involved in this area.

Based on MJ's review, program administrators have made changes to service delivery methods when their evaluations/assessments found that such changes would reduce program cost without significantly affecting the quality of services. Accordingly, the District has met Subtask 3.3.

SUBTASK 3.4 – Identify possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.).

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 3.4 as it relates to facilities, planning, use and construction, MJ interviewed the assistant superintendent, Operations; executive director, Facilities; and director of Environmental Services and Projects. The information obtained during the interviews and the review of documentation provided revealed that there are opportunities to identify alternative service delivery methods to reduce program costs.

The District is a member of the Council of the Great City Schools (CGCS), which performs an annual benchmark study of the operations of large urban school districts across the country. The District's membership in CGCS and its participation in the benchmark study, provide opportunities for alternative service delivery methods to be identified.

Design and Construction Services reaches out to other local school districts to solicit their approach to service delivery which could lead to alternative service delivery methods. For example, email correspondence with a neighboring school district outlined their process for handling hard-bid construction contracts. The email states:

“Attached, please find our front end template and all accompanying documents for hard-bid construction projects. That template, labeled “Contract Front End Document”, is the first attachment. Page 21 of that document calls for the next four attachments (Public Entity Crimes, JLA Act Acknowledgement, Certification Regarding Debarment, and Drug Free Workplace Certification forms) be inserted there; page 106 gives instruction for the



following two documents (Performance and Payment Bond samples) to be attached. All of the Division 01 documents are generic with the exception of 01 50 13, which is specific to our most recent hard-bid project. I also included for your use the two variations of 09 68 00 for carpet: one is contractor supplied, the other owner supplied.”

The collaboration with the neighboring school district resulted in Design and Construction Services implementing an alternative method for delivering hard-bid contract services.

Based on MJ’s work in the facilities planning, use, and construction area, there are no issues or concerns related to whether program administrators have made changes to service delivery methods when their evaluations and/or assessments found that such changes would reduce program cost without significantly affecting quality of services as they relate to facilities planning, use, and construction.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

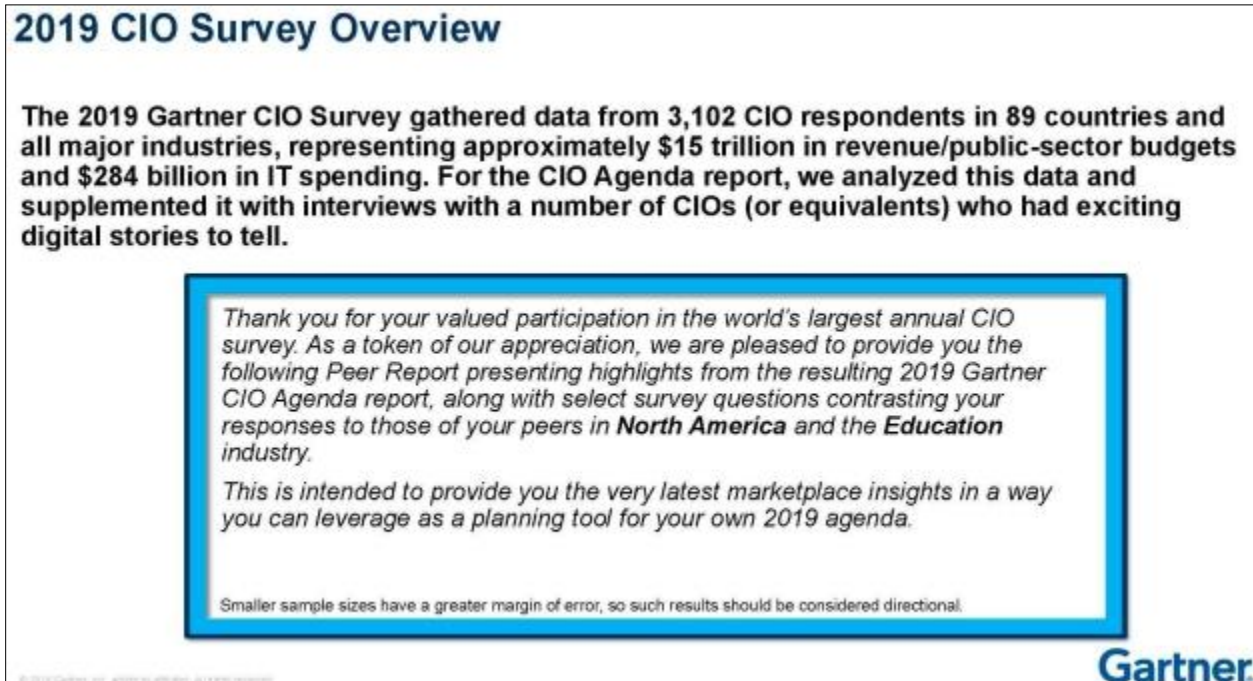
To address the requirements of Subtask 3.4 as it relates to security and technology equipment purchasing, MJ interviewed the executive director School Police Department and his management team; the chief information officer and his management team; and the purchasing manager. The outcome of these interviews and the review of documentation provided revealed that the District’s membership and participation in the CGCS provides opportunities to collaborate with other large school districts to identify alternative methods for service delivery.

The District’s Security and Information Technology Divisions participate in the CGCS and have its benchmark data available to identify possible opportunities for alternative service delivery methods.

The District’s Information Technology Division has membership or participates in several industry forums or user groups that provide access to peer organizations to identify opportunities for alternative delivery methods of services. For example, the District’s Gartner Group membership provides key benchmark measures against other information technology organizations. The 2019 Gartner CIO survey compares the District’s Information Technology Division against its peers in North America and the education industry. **Figure 3-11** shows the 2019 Gartner Group CIO Survey Overview. The potential use of this survey data could provide the Information Technology Division with possible opportunities for implementing alternative service delivery methods.



FIGURE 3-11
Gartner Group Overview



Source: Information Technology Division, August 2019.

The District's Security Division consults with JSO on a routine basis to ensure the most cost effective methods are being used to provide security and safety services. The District maintains an excellent relationship with JSO because the executive director School Police Department and the deputy director are former JSO officers.

Based on MJ's work in the security and technology equipment purchasing area, there are no issues or concerns related to identifying possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.).

FACILITIES LEASING AND DEBT SERVICING

Facilities leasing and debt servicing is not relevant to Subtask 3.4 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. Consequently, program administrators do not get involved in this area.

Based on MJ work, several possible opportunities were identified for alternative delivery service methods that have the potential to reduce program costs.

In security, the use of an outside security service provider on the State of Florida Term Contract (STC) No. 92121500-14-01 could provide required additional security staff at a reduced cost.

Figure 3-12 shows a potential service provider's quote for the 2019-2020 school year.



FIGURE 3-12
Potential Security Service Provider Quote 2019-20 School Year

STC Position/Equipment	Estimated Number Required	Bill Rate
Level IV Security Officer (Occasional) – Armed	60	\$22.42/hour
Level V Security Officer (Occasional) Supervisors	6	\$26.33/hour
Level VI Security Officer (Occasional) Project Director	1	\$33.18/hour
Vehicles – SUV	7	\$1,450/month
HeliAUS Mobile Workforce Management Tool – OPTIONAL AS NEEDED		\$149/month
Flip Phone (1 per school)	60	\$35/MONTH

Source: School Police Department, August 2019.

The District’s Energy and Conservation Program was started in 2005. It has resulted in reduced energy and water consumption and cost by implementing various facility improvements. The District has realized a cost avoidance of over \$165M since the program began. The program uses a school’s Energy Management and Control System (EMCS) to monitor energy performance. The performance data is entered into the District’s energy management software to assist with data analysis and benchmarking. The results are used to assess a project’s effectiveness and determine which future projects have the best return on investment. But some schools do not have an EMCS or it is outdated and difficult to maintain. In schools that have a new or upgraded EMCS the program’s cost reduction is significant. For example, one school’s electric bill for May-June 2018 was \$7,113 and for May-June 2019 it was \$5,782. That reflects a year over year reduction in cost of \$1,331. Therefore, the installation or upgrade of an EMCS at all the District’s schools provides an opportunity for identifying alternative service delivery methods that have the potential to significantly reduce cost.

According to the Florida School District Annual Energy Cost Report, the District already has one of the lowest electricity cost per FTE and square foot for school districts in the state. Also, it is well below the state average. **Figure 1-37** shows the latest five-year electricity cost per FTE for the State of Florida’s seven largest school districts.

Based on MJ’s review, the District identifies possible opportunities for alternative service delivery methods that have the potential to reduce program costs without significantly affecting the quality of services, based on a review of similar programs in peer entities (e.g., other counties, etc.). Accordingly, Subtask 3.4 is met.



RESEARCH TASK 4

GOALS, OBJECTIVES, AND PERFORMANCE MEASURES USED BY THE PROGRAM TO MONITOR AND REPORT PROGRAM ACCOMPLISHMENTS.

FINDING SUMMARY – Overall, the School District of Duval County, Florida Partially Meets Task 4.

Program objectives documented in the District’s Operations Plan and Technology Plan align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and as a result, it is unclear whether they can be achieved within budget. Although the District maintains various project status reports and uses the performance measures reported by the Council of the Great City Schools, the District did not provide a standard management report by project which demonstrates that cost and timing variances are monitored and reported. Comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment. In addition, the purchasing director reports to the executive director of Facilities Planning. In most organizations, the purchasing function reports to the Financial Division.

RESEARCH SUBTASK ANALYSIS AND CONCLUSIONS

SUBTASK 4.1 – Review program goals and objectives to determine whether they are clearly stated, measurable, can be achieved within budget, and are consistent with the school district's strategic plan.

To address the requirements of this subtask, MJ requested documentation of the District’s program goals and objectives and reviewed them for consistency with the District’s strategic plan.

The team first reviewed the District’s 2017-2020 Strategic Plan, which is included on its website and Comprehensive Annual Financial Report. The District adopted a strategic plan aligning all of its strategic goals around the vision and mission of the District. The District’s vision statement is: *“Every student is inspired and prepared for success in college or a career, and life.”* The District’s mission is: *“To provide educational excellence in every school, in every classroom, for every student, every day”.*

Aligning with the vision, mission and core values of the strategic plan, the Superintendent developed four strategic goals, with various strategies from which all initiatives and individual goals are being developed around. **Figure 4-1** presents the District’s strategic goals and strategies.



FIGURE 4-1
District Goals & Strategies Per the 2017-2020 Strategic Plan

GOAL	STRATEGY
<p>GOAL 1: <i>Intentional Focus on Student Achievement and Well-Being</i></p>	<ul style="list-style-type: none"> ● Strategy 1: Promote student engagement through safe, nurturing, and enriching learning environments. ● Strategy 2: Provide rigorous and research based curriculum through differentiated learning opportunities. ● Strategy 3: Expand and improve well-rounded opportunities for the development of the whole child.
<p>GOAL 2: <i>Develop & Retain High Performing Members</i></p>	<ul style="list-style-type: none"> ● Strategy 1: Recruit and retain a diverse team of high quality personnel. ● Strategy 2: Provide all team members with the opportunity and support to develop professionally. ● Strategy 3: Build capacity within the organization to support succession management.
<p>GOAL 3: <i>Sustain Engagement of Parents, Caregivers, & Community</i></p>	<ul style="list-style-type: none"> ● Strategy 1: Provide resources and opportunities to increase district-wide volunteerism, stakeholder awareness, and family engagement. ● Strategy 2: Create a welcoming and responsive environment for all stakeholders through high quality customer service. ● Strategy 3: Expand and ensure alignment and sustainability between district priorities and government and community organizations.
<p>GOAL 4: <i>Ensure Effective, Equitable, & Efficient Use of Resources Aligned to Improve Student Outcomes</i></p>	<ul style="list-style-type: none"> ● Strategy 1: Ensure our facilities and grounds are maintained in a manner that creates a safe, healthy, and positive learning and working environment for both our students and employees. ● Strategy 2: Provide all schools and departments with the technology, the materials, and the equipment needed to meet the needs of students. ● Strategy 3: Ensure the use of district funds is transparent, strategic, and aligned to priorities.

Source: DCPS Website and Comprehensive Annual Financial Report (CAFR).

FACILITIES PLANNING, USE, AND CONSTRUCTION

To address the requirements of Subtask 4.2 as they related to facilities planning, use and construction, MJ reviewed the program goals and objectives identified in the Operations Annual Plan. The Operations Annual Plan is organized by department, and includes the department’s major functions and action plans for the year. **Figure 4-2** depicts the most relevant goals and objectives relative to the program areas.



FIGURE 4-2
Program Goals and Objectives Per the Operations Annual Plan

Goal	Program Strategies	How Aligned with District's Strategic Plan	Clearly Stated?	Measurable?	Can be Achieved within Budget?
Ensure Effective, Equitable, & Efficient Use of Resources Aligned to Improve Student Outcomes	<p>Strategies:</p> <ul style="list-style-type: none"> Focus on the needs of schools and students. Ensure complex and technical requirements of schools' facilities are met or exceeded. Deliver targeted, comprehensive, and most importantly, responsive solutions to current and future operational challenges that are encountered at schools and district facilities. 	Goal 4	Yes	No	No

Source: Operations Annual Plan 2018-2019.

Based on MJ's assessment in the Facilities Planning, Use and Construction area, the program objectives align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

MJ reviewed the District's Technology Plan and Operations Plan, which document the divisions' goals and objectives. The division is responsible for determining hardware solutions and supporting software applications for schools and district offices. In addition, the division is responsible for supporting SAP and the Student Information System (SIS). Continued alignment of user needs, technology standards, assessments, software support and implementation processes, and the evolution of technology delivery systems must be achieved to maximize technology effectiveness in both instructional and business environments.

The District's Technology Plan 2019-2020 represents a strategic planning tool and dynamic document that evolves as the needs of the user base continue to be re-defined, as educational requirements change, and as technological solutions emerge. The plan includes the Technology Services Division's mission and vision, goals, and strategies in alignment with the District's strategic plan. The District Technology Services Division supports the needs of over 160 schools in training, integration, and use of technology. **Figure 4-3** depicts the most relevant division goals and objectives relative to the program areas.



FIGURE 4-3
Program Goals and Objectives Per the Technology Plan

Goal IV	Program Strategies	How Aligned with District's Strategic Plan	Clearly Stated?	Measurable?	Can be Achieved within Budget?
Ensure Effective, Equitable, & Efficient Use of Resources Aligned to Improve Student Outcomes	<p>Strategies:</p> <ul style="list-style-type: none"> • Provide all schools and departments with the technology needed to meet the needs of students. • Ensure the use of District funds is transparent, strategic, and aligned to priorities. 	Goal 4	Yes	No	No

Source: Technology Plan 2019-2020.

The Technology Plan also includes project level short-term and long-term goals such as:

A. Operations

- Employee and visitor check-in system
- Badge management system for student and employee ID cards

B. Hardware

- Cameras in remaining middle schools
- Two (2) cameras in elementary schools
- VOIP phones in all schools
- Panic buttons

Based on MJ's assessment in the Security and Technology Equipment Purchasing area, the program objectives align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget.

FACILITIES LEASING & DEBT SERVICING

Facilities leasing and debt servicing is not relevant to Subtask 4.1 because facilities leasing and debt servicing involves making payments on existing debt. Servicing the District's debt is not an operation like project construction, which is characterized by outputs and measurable outcomes. The District uses the Debt Service Report to project how much will be needed to service debt, and payment plans are made around these projections so that funds are available. The District also uses amortization schedules for each debt issuance to verify payment notices



from the escrow agent. Debt servicing activities are consistent and well defined. Accordingly, program goals and objectives are not relevant to these activities.

Based on MJ’s review, program objectives align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget. Accordingly, subtask 4.1 is partially met.

RECOMMENDATION

Develop and document program objectives which are measurable and can be achieved within budget.

SUBTASK 4.2 – Assess the measures, if any, the District uses to evaluate program performance and determine if they are sufficient to assess program progress toward meeting its stated goals and objectives.

To perform the assessment, MJ interviewed District management regarding their documentation of program measures and determining if they successfully meet its program goals and objectives.

As indicated in Subtask 1.2, a distinction must be made between performance measurement and performance evaluation. In summary, performance measurement data *describe program achievement* while program evaluation *assesses program performance* against the achievement data and explains the results. The focus of this subtask 4.2 is the *identification* of performance measures.

Key performance measures include monitoring actual versus budgeted expenditures and target versus final completion dates.

FACILITIES PLANNING, USE, AND CONSTRUCTION

MJ reviewed the following reports with performance indicators as indicated in **Figure 4-4**.

FIGURE 4-4
Performance Measures

Report	Report Figure No.	Performance Indicators	Performance Measure	MJ Comments
INTERNAL MONITORING				
Expenditure Report: budget, committed items, encumbrances, expenditures and unexpended budget. It is a system-generated report than can be viewed by all departments that have funds allocated.	1-6, 1-7	Budget, actual expenditures, unexpended amount	Over/Under Budget	Standard performance measure



Report	Report Figure No.	Performance Indicators	Performance Measure	MJ Comments
Annual Projects Report: spreadsheet with project budget, estimated start date; estimated completion date; design status; plan review status; construction status (% complete); substantial completion date; final inspection date; status	1-8	<ul style="list-style-type: none"> Estimated start date versus notice to proceed Estimated completion date versus final completion date 	Timeliness of Start or Completion Date	The performance measure must be calculated; it is not included in the Annual Projects Report
Design and Construction Metrics Report: graphics indicating number of projects completed; A/E activations; plan review completed; contractor activations; permits issued; NTP's, Pre-cons held; substantial completions	1-24	Count of various performance indicators	None	No performance measures; indicators
EXTERNAL BENCHMARKS				
Council of the Great City Schools 2018 Performance Measurement and Benchmarking Project for FY2016-2017	1-25	District versus Statewide Benchmarks – Maintenance & Operations <ul style="list-style-type: none"> Major maintenance: Cost per Student Major maintenance: Delivered Construction Cost as % of Total Costs Major maintenance: Design to Construction Cost Ratio Renovations: Cost per Student Renovations: Delivered Construction Cost as % of Total Costs Renovations: Design to Construction Cost Ratio New Construction: Cost per Student New Construction: Delivered Construction 	Reasonableness of Costs	Only cost-related benchmarks. These benchmarks are included on Design and Construction Services' monthly project status report



Report	Report Figure No.	Performance Indicators	Performance Measure	MJ Comments
		Cost as % of Total Costs <ul style="list-style-type: none"> New Construction: Design to Construction Cost Ratio 		

Source: Referenced Reports.

Based on MJ’s assessment in the Facilities Planning, Use and Construction area, while reports provide various performance indicators, the division lacks one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.

SECURITY AND TECHNOLOGY EQUIPMENT PURCHASING

MJ reviewed the following reports with performance indicators as indicated in **Figure 4-5**.

FIGURE 4-5
Performance Measures

Report	Report Figure No.	Performance Indicators	Performance Measure	MJ Comments
INTERNAL MONITORING				
Information Technology Project Status Report: spreadsheet to monitor project status with color-coded health indicators including start date, adjusted start date, expected end date, end date status; project health	1-12	<ul style="list-style-type: none"> End Date Status (on time, delayed) Start Date versus Adjusted Start Date Project Health Colors (green-on track; yellow-on track but problems; red-not on track) 	<ul style="list-style-type: none"> Timeliness of Start Date Project On Track Status 	<ul style="list-style-type: none"> The number of days between dates is not on the report Only colors are used to indicate status instead of using narrative also
Weekly Technology Portfolio Updates: project status reports dashboards	1-14	Graphic view of Project Status report includes: <ul style="list-style-type: none"> Count by Project Health Colors (number of green, yellow, red projects) Count of Projects in progress or on hold Count of Projects open, complete, or canceled 	N/A; provides counts of project status	N/A; performance indicators; provides counts of project status



Report	Report Figure No.	Performance Indicators	Performance Measure	MJ Comments
Capital Plan Tracking Workbook: spreadsheet to track IT funds approved in the capital budget from a financial status. Indicates when a budget amendment may be necessary. Includes approved budget, expenditures, and remaining balance.	1-15	Budget, expenditures, remaining budget	Over/Under Budget	Standard performance measure
EXTERNAL BENCHMARKS				
Council of the Great City Schools 2018 Performance Measurement and Benchmarking Project for FY2016-2017	1-25	District versus Statewide Benchmarks – Information Technology <ul style="list-style-type: none"> • Devices – Average Age of Computers • Devices – Computers per Employee • Devices per Student 	Number of devices	Benchmarks not directly related to program areas

Source: Referenced Reports.

Based on MJ’s assessment in the Security and Technology Equipment Purchasing area, while reports provide various performance indicators, the division lacks one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.

FACILITIES LEASING & DEBT SERVICING

FIGURE 4-6
Performance Measures

Report	Report Figure No.	Performance Indicators	Performance Measure	MJ Comments
EXTERNAL BENCHMARKS				
Council of the Great City Schools 2018 Performance Measurement and Benchmarking Project for FY2016-2017	1-25	District versus Statewide Benchmarks – Financial Management <ul style="list-style-type: none"> • Debt Principal Ratio to District Revenue • Debt Servicing Costs Ratio to District Revenue 	Debt Percentage to District Revenue	Standard performance measure

Source: Referenced Reports.



Based on MJ's assessment in the Facilities Leasing & Debt Servicing area, there were no issues regarding the measures, the District uses to evaluate program performance.

The District maintains diverse project status spreadsheets instead of developing standard forms for all projects such as the following best practices examples of a Project Summary Sheet and Monthly Progress Report. These examples can be modified to fit the District's requirements and to enhance reporting performance measures such as cost and timeline variances. The key components include Project Summary Sheets and Monthly Progress Reports, as discussed on the following pages.

Project Summary Sheets

The project summary sheet serves as a management tool to monitor project costs and also provides historical evidence should the need arise to look back at the project's financial activities. This is an effective internal control.

A project summary sheet is prepared and updated for each payment made, change order, and at project completion. This summary sheet tracks the financial aspects of the respective project. **Figure 4-7** provides a project summary sheet example.



FIGURE 4-7
Project Summary Sheet – Best Practice Example

CONSTRUCTION PROJECT # 17009		TOTAL PROJECT BUDGET \$ 7,000,000.00	
LAWSON PROJECT NUMBER: 8619		TOTAL DESIGN & CONSTRUCTION BUDGET \$ 5,684,900.00	
PROJECT NAME: Robinson HS Addition		TOTAL DESIGN & CONSTRUCTION COST \$5,187,226.04	
SDHC ADMINISTRATOR: Chuck Plante		Over/Under Budget \$ 497,673.96	
		Over/Under Budget % 9%	
CONTRACTOR / CONSTRUCTION MANAGER:		ARCHITECT:	
NAME: Ajax Building Corporation		NAME: John J. McKenna	
DATE APPOINTED: 05/02/17		DATE APPOINTED: 05/02/17	
<i>*Please see Bond for complete names of Bonding Companies</i>			
BONDING CO.: Liberty Mutual Ins. Co. Bond #016072652		SCHEMATIC DESIGN _____ 100% APPROVED	
ADDRESS: 175 Berkeley Street		DESIGN DEVELOP. _____ 100% APPROVED	
LOCATION: Boston, MA 02116		CONSTRUCT. DOC. 05/15/18 100% APPROVED	
		GUAR. MAXIMUM PRICE 05/15/18 100% APPROVED	
CONTRACT COMPLETION DATE: 03/26/19		PROJECT SQUARE FOOTAGE <input type="text"/> SF	
REVISED COMPLETION DATE: _____			
SUBSTANTIAL COMPLETION DATE: _____			
BOARD ACCEPTANCE DATE: _____			
TIME EXTENSIONS APPROVED _____ APPROVED (date) _____			
_____ (# of days) APPROVED (date) _____			
ORIGINAL GUARANTEED MAXIMUM PRICE: \$4,859,768.00		PRECONSTRUCTION:	
		FEE: \$44,336.00	
C/O #1 07/23/18 (\$825,000.00) Direct Purchase		C/O #1 _____ (amount)	
C/O #2 (date) _____ (amount)		C/O #2 _____ (amount)	
C/O #3 (date) _____ (amount)		C/O #3 _____ (amount)	
C/O #4 (date) _____ (amount)		REVISED: \$44,336.00	
C/O #5 (date) _____ (amount)			
C/O #6 (date) _____ (amount)			
C/O #7 (date) _____ (amount)			
C/O #8 (date) _____ (amount)			
C/O #9 (date) _____ (amount)			
CHANGE ORDERS (NET TOTAL) (\$825,000.00)	-17.0% if 10% or +\$300,000 (whichever is less) requires Board Approval		
REVISED GUAR. MAXIMUM PRICE \$4,034,768.00		REVISED GMP (Includes ODP) \$4,034,768.00	
COMPLETED & STORED TO DATE \$393,709.85		DIRECT PURCHASE #1 \$825,000.00	
RETAINAGE \$30,637.98 10.00%		DIRECT PURCHASE #2 _____ (amount)	
LIQUIDATED DAMAGES \$0.00		DIRECT PURCHASE #3 _____ (amount)	
AMOUNT PAID TO DATE \$363,071.87 See "Contractor" tab		DIRECT PURCHASE #4 _____ (amount)	
BALANCE DUE ON CONTRACT \$3,671,696.13		DIRECT PURCHASE #5 _____ (amount)	
		DIRECT PURCHASE #6 _____ (amount)	
		DIRECT PURCHASE #7 _____ (amount)	
		DIRECT PURCHASE #8 _____ (amount)	
		DIRECT PURCHASE TAX SAVINGS (\$53,971.96)	
PERCENT CONTRACT PAID 9.00%		REVISED TOTAL CONSTRUCTION COST \$4,805,796.04	
ORIGINAL DESIGN SERVICE FEE: \$354,900.00		REIMBURSABLES:	
		INITIAL: \$10,000.00	
Reimbursables \$10,000.00		ADS # _____ (amount)	
ADS #1 10/11/17 \$3,950.00 Geotechnical Services		ADS # _____ (amount)	
ADS #2 05/08/18 \$11,700.00 New Entry Canopy		ADS # _____ (amount)	
ADS #3 06/18/18 \$880.00 (Description)			
ADS #4 (date) _____ (amount) (Description)		REVISED: \$10,000.00	
ADS #5 (date) _____ (amount) (Description)			
ADS #6 (date) _____ (amount) (Description)			
ADS #7 (date) _____ (amount) (Description)			
TOTAL ADDITIONAL DESIGN SERVICE (NET TOTAL) \$26,530.00	7.5% 10% or \$300,000 (whichever is less) requires Board Approval		
REVISED DESIGN SERVICE FEE \$381,430.00	Total Paid	REVISED TOTAL DESIGN COST \$381,430.00	

Source: MJ's Best Practice Research.



Monthly Progress Report – Best Practice Example

The monthly progress report provides summary details of the project and also includes a picture of the project's progress. In addition to project details, key information includes the following:

- Contract status in terms of approved budget and amount billed, percentage of dollars expended, contract calendar days, calendar days expended, and percentage of time expended. These measures enable project managers to quickly identify potential problems. For example, if the contractor has billed a significantly higher percentage of the contract amount compared to the percentage of calendar days expended it could indicate that the contractor may be in a position that the budget will be depleted before the project is completed.
- Key milestone dates that include project start date, certificate of occupancy date, substantial completion date, final completion date and total project duration.


Figure 4-8 provides a monthly progress report example. The District can establish the criteria for using a monthly progress report such as for major projects over \$100,000.



FIGURE 4-8
Monthly Progress Report – Best Practice Example

T1-Q1-Monthly Progress Report to Monitor Project Performance and Cost

MONTHLY PROGRESS REPORT



PROJECT DIRECTORY:

Construction Manager/GC: Creative Contractors, Inc.
PROJECT MANAGER: Ben Harger
PROJECT SUPERINTENDENT: John Fraley / Shane McCray
PROJECT OFFICE ACCOUNTANT: Jennifer Hall
Engineer: Lyle Engineering Group, Inc.
PRINCIPAL: Roy Moral
ASSOCIATE:

Structural Engineer: N/A
Civil Engineer: N/A
Mechanical Engineer: Lyle Engineering Group, Inc.
Electrical Engineer: Lyle Engineering Group, Inc.

PROJECT INFORMATION:

Name: Cypress Creek Elem. School HVAC Replacement
Address: 4040 19th Ave NE
City/State/Zip: Ruskin, FL 33573
District Job Number: 17023

PROJECT OVERVIEW: A=Actual, P=Projected

	Date	A/P
Project Start Date (NTP):	05/02/18	A
Structure top out Date:	NA	
Permanent Power Date:	NA	
Certificate of Occupancy Date:	08/03/18	P
Substantial Completion Date:	08/03/18	P
Date of Actual Building Occupancy:	08/02/18	P
Date of Final Completion:	08/10/18	P
Total Project Duration:	70 Days	

ADMINISTRATIVE OVERVIEW:

Total # of Subcontracts Anticipated:	4
# of Subcontracts Issued:	4
# of OSD Agreements Executed:	TBD
\$ Value of OSD Agreements	TBD

PROGRESS PENDING ISSUES (& RESPONSIBILITIES):

Current Critical Issues:

Issue	Responsibility
No significant issues to report at this time.	

COMMENTS:

REPORT DATE, PREPARED BY: 06/27/2018 Ben Harger

SITE DESCRIPTION:

Building Use: Elementary School
Construction Type: 2 story masonry, concrete, and steel structure
Total Square Footage: 78,000
Student Stations: NA
Number of Floors: 2
Foundation Type: Spread Footing
Structural Frame: Masonry
Exterior Skin: Stucco over Masonry
Roof System: Modified Bitumen Roof

SITE STATS:

TOTAL AREA (ACRES):	3
SURFACE PARKING SPACES (EACH)	Existing
# OF HANDICAP SPACES	Existing

CONTINGENCIES (current \$)

Contingency	\$97,217
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OTHER: NONE

SCHEDULE POSITION (actual (+ days = ahead of schedule))

Critical Path Report	0
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CONSTRUCTION UPDATE:

TYPE	% COMP.	REMARKS
Moving	100%	Furniture move is complete as of 5/31
Temp Prot	100%	Installing floor/millwork/window protection
Demo	100%	AHUs and 30% of first floor complete on 5/31
HVAC	50%	Working on HVAC Demo
Elec	50%	Working on Electrical safing and UG
ACT	40%	

CONTRACT STATUS:

CURRENT CONTRACT AMOUNT:	\$ 3,008,615.55
AMOUNT BILLED TO DATE:	\$ 1,385,159.04
PERCENT DOLLARS EXPENDED:	46%
CONTRACT CALENDAR DAYS:	70
CALENDAR DAYS EXPENDED:	36
PERCENT TIME EXPENDED:	51%
TOTAL LOST WEATHER DAYS:	0

Source: MJ's Best Practices Research.



The District did not provide a standard management report by project, which demonstrates that cost and timing variances are monitored and reported. Thus, this subtask is partially met.

RECOMMENDATION

Develop one report that clearly presents actual versus budgeted expenditures and target versus final completion dates.

SUBTASK 4.3 – Evaluate internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.

MJ did not divide Subtask 4.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's processes for the internal control environment is universal and applies to all three (3) areas.

To address the requirements of this subtask, MJ reviewed various policies and procedures and program reports, to determine if they provide reasonable assurance that program goals and objectives will be met. The documents were reviewed in light of the guiding principles in the COSO Internal Control – Integrated Framework. The COSO Internal Control – Integrated Framework is laid out into five (5) components that incorporates 17 principles incorporating internal controls. The five (5) components are:

- **Control environment** – Sometimes referred to as "the tone at the top". Control environment refers to the example set by executive management in its attitude toward the organization's internal controls and processes. In short, control environment refers to the extent to which management "walks the walk" in its approach to protecting the organization's reputation, assets and resources
- **Risk assessment** – What can possibly go wrong? Risk assessment seeks to identify business risks, both external and internal, that could prevent the organization from achieving its objectives.
- **Control activities** – Control activities refer to the policies and procedures put in place to meet the organization's objectives, while minimizing the potential for things to go wrong.
- **Information and communication** – Information and communication refers to the flow of relevant information both to and from management regarding the effectiveness of the internal controls and meeting the organization's objectives. For example, providing management with a report that shows performance results compared to goals and a written explanation of the deviation causes.
- **Monitoring activities** – These are the processes, tasks, reports and actions that management has in place to evaluate the performance of its internal controls and also identify and correct any flaws in the system.



The following reports and policies and procedures listed in **Figure 4-9** were reviewed in relation to the internal control components.

FIGURE 4-9

Example Internal Control Components to Meet Program Goals and Objectives

	Control Environment	Risk Assessment	Control Activities	Information and Communication	Monitoring Activities
PLANNING, MONITORING AND REPORTING DOCUMENTS					
Operations Plan 2017-2018: primary goals; departmental functions and action plans; proposed projects based on high demand or in high growth areas; proposed school construction; portables assignments	X	X		X	
Facilities Master Plan: 15-year master plan including construction; renovations; demolitions; security/safety upgrades	X			X	
Expenditure Reports: budget, committed items, encumbrances, expenditures and unexpended budget. It is a system-generated report than can be viewed by all departments that have funds allocated.			X	X	X
Annual Projects Reports: spreadsheet with project budget, estimated start date; estimated completion date; design status; plan review status; construction status (% complete); substantial completion date; final inspection date; status			X	X	X
Major Maintenance Execution Report: spreadsheet to monitor approved funding, potential costs, and projected surplus or deficit by project. Amounts reconciled to financial accounting system.			X	X	X
Technology Plan 2019-2020: mission, vision, goals, strategies, funding plan, technology acquisition plan, user support plan, professional development plan, monitoring and evaluation	X		X	X	
Information Technology Project Status Report: spreadsheet to monitor project status with color-coded health indicators including start date, adjusted start date, expected end date, end date status; project health			X	X	X



	Control Environment	Risk Assessment	Control Activities	Information and Communication	Monitoring Activities
Weekly Technology Portfolio Updates: project status reports dashboards			X	X	X
Capital Plan Tracking Workbook: spreadsheet to track IT funds approved in the capital budget from a financial status. Indicates when a budget amendment may be necessary. Includes approved budget, expenditures, and remaining balance.			X	X	X
Debt Service Report: calculate funds needed to service the debt for the current and coming year			X	X	
Comprehensive Annual Financial Report: financial reporting and internal control evaluation	X	X		X	X
State Auditor's Operational Audit: compliance and internal control evaluation	X	X		X	X
2018-19 Five-Year Capital Plan: budget for construction, technology and maintenance projects	X	X	X	X	
Board's review and approval of contracts exceeding \$75,000 and lists of other expenditures	X	X	X	X	X
POLICIES AND PROCEDURES					
Board Policies	X	X	X	X	X
2018 Purchasing Guidelines which includes purchasing and guidelines for competitive sealed bid proposal instructions.	X	X	X	X	X

Source: Referenced Reports.

In addition, based on interviews and review of the District's organization charts, MJ observed that the director of Purchasing Administration reports to the executive director Facilities Planning and the executive director reports to the assistant superintendent Operations. The executive director indicated that the organizational structure was implemented because of the executive director's contract management certification. According to Board Policy 7.70, the director of Purchasing Administration shall serve as the District procurement officer except that the executive director Design and Construction Services shall serve as the principal procurement officer for real property and construction contracts. Although the policy indicates that the executive director should be the principal procurement officer, it does not state that the director



of Purchasing Administration should report to the executive director. Typically, the purchasing function is independent of the facilities function in order to maintain independence and minimize any appearance of a conflict of interest in the procurement process. MJ benchmarked a few school districts to determine the reporting responsibility for the purchasing function and observed that purchasing did not report to Design and Construction Services' management as shown in **Figure 4-10**. At Pinellas and Hillsborough school districts, purchasing reports to the Business Services Division; and at Orange County purchasing reports to Operations which is separate from the facilities function.

FIGURE 4-10
Reporting Relationships for Purchasing Function

School District	Duval County Public Schools	Pinellas County Schools	Orange County Public Schools	Hillsborough County Public Schools
Enrollment	129,479	102,905	200,674	214,386
Facilities Function Reports To	Chief Operations - Assistant Superintendent	Associate Superintendent, Operational Services	Facilities Services - Chief Facilities Officer	Deputy Superintendent, Operations
Procurement Function Reports To	Chief Operations - Executive Director, Facilities Planning	Associate Superintendent, Finance and Business Services	Operations - Chief Operations Officer	Business Services Division - Chief Financial Officer
Procurement Sr. Management	Director Purchasing Administrator	Purchasing Director	Senior Director, Procurement Services	General Manager, Procurement Services
Procurement Management	Supervisor I	Purchasing Manager	Procurement and Contracting Director	Procurement Manager
Procurement Management	Supervisor OEO		Facilities & Construction Contractor Director	Contracts Manager

Source: Referenced School District's Website.

Best practices indicate that the purchasing function strengthens segregation of duties by reporting to the chief financial officer and coordinate with the executive director Design and Construction Services for procurements related to real property and construction contracts.

Furthermore, Design and Constructions Services lacks comprehensive administrative procedures to support board policies including project management, project status reporting, and the bid and contracting process. Design and Construction Services' website includes the following information.

- Design Guidelines (no date): The Facilities Services Design Guidelines is intended to be a communication tool between the Design Professional (DP) and the Duval County Public



School's Design and Construction Services. It has been developed to assist the DP in the planning and design of functional, cost effective and durable educational facilities that are attractive and enhance the educational experience for the students.

- Non-Technical Specifications – March 2015: The specifications consist of contractual templates including the invitation to bid (March 2015), construction contract (March 2018), contract terms and conditions (March 2015), supplemental conditions, summary of work, special requirements, regulatory requirements, testing, contract closeout (January 2011), general requirements (March 2015), and project administration (March 2015).
- Professional Services Guide – March 2014: Guide to the Architect/Engineer (A/E) providing services to the District and is intended to assist the A/E in fulfilling both the contractual and the professional responsibilities.
- Contractor Application for Payment Checklist (no date)
- Architect/Engineer Project Close-Out Checklist (no date)
- Contractor Project Close-Out Checklist (no date)

Based on MJ's review, it was observed that comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment. In addition, the purchasing director reports to the executive director of Facilities Planning which weakens the segregation of duties in oversight of purchasing and contracting transactions completed by Design and Construction Services' staff. In most organizations, the purchasing function reports to the Financial Division. Thus, this subtask is partially met.

RECOMMENDATION

Develop detailed administrative procedures to strengthen internal controls. Also, consider revising the organizational structure to require the purchasing director to report to Finance management.



RESEARCH TASK 5

THE ACCURACY OR ADEQUACY OF PUBLIC DOCUMENTS, REPORTS, AND REQUESTS PREPARED BY THE SCHOOL DISTRICT WHICH RELATE TO THE PROGRAM.

FINDING SUMMARY – The School District of Duval County, Florida meets this research objective.

The District uses its primary website to disseminate important financial and non-financial information. Examples of information located on the website include the Comprehensive Annual Financial Report which highlights information such as the organizational chart, general fund statement of revenues and expenditures, as well as information regarding the District's facilities leasing and debt service arrangements. The District also created the website, www.ourduvalschools.org, in May 2019 to keep the community apprised of happenings related to the proposed Long-Range Facilities Plan and related referendum. In addition to the websites, news and social media releases, electronic media (television), and notification calls are used to inform community members of events that require immediate attention. The District effectively executed an online survey to evaluate the accuracy and adequacy of public data. Multiple examples of program and cost information that is available and accessible to the public were provided to the review team as well as examples of documented processes that ensure the program maintains accurate and complete performance and cost information. Lastly, while the District provided examples of taking timely actions to correct erroneous and/or incomplete information that has been provided to the public, no formal procedures are in place to ensure erroneous and/or incomplete information is corrected timely. MJ recommended that a procedure be developed and implemented to address this issue.

RESEARCH SUBTASK ANALYSIS AND CONCLUSIONS

SUBTASK 5.1 – Assess whether the program has financial and non-financial information systems that provide useful, timely, and accurate information to the public.

MJ did not divide Subtask 5.1 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's process to assess systems to provide useful, timely, and accurate financial and non-financial information is universal and applies to all three areas.

To address the requirements of this subtask, MJ conducted interviews with the chief of Public Relations and Marketing, web supervisor, and social media coordinator. MJ also conducted interviews with the District's chief financial officer, chief officer of information technology, assistant superintendent Operations, executive director Facilities Maintenance and Service, and director of Real Estate and Intergovernmental Liaison.



MJ evaluated relevant documents that were available to the public on the District’s website during fieldwork (conducted August 5-9, 2019) to determine usefulness, timeliness, and accuracy. Most organizations consider the website to be the primary communications system (tool) that is used to ensure the public has access to pertinent, accurate, and timely data. The District’s primary webpage is located at www.duvalschools.org.

Figure 5-1 summarizes some of the financial and non-financial data on the website. Based on the interviews completed and documents reviewed, the District has sufficient financial and non-financial-related information on the website that is useful, timely, and accurate.

FIGURE 5-1
Current Financial and Non-Financial Information on the Website

Sample Duval County Public School Documents Available to the Public	
Financial Information	Description/Purpose
<i>Financial Transparency Webpage</i>	DCPS has a strong interest in showing how local, state and federal money is spent in the pursuit of quality education for students throughout the District and at all schools. To give the community a clear view of how the District operates and how tax dollars are spent, financial information is posted for every fiscal year since 2007.
<i>Comprehensive Annual Financial Report (CAFR), Fiscal Year Ended June 30, 2018</i>	The Comprehensive Annual Financial Report (CAFR) is a set of U.S. government financial statements comprising the District’s financial report that complies with the accounting requirements promulgated by the Governmental Accounting Standards Board (GASB). The CAFR highlights information such as the identification of board members, the District’s organizational chart, the report from the independent auditor, management’s discussion and analysis, financial and fund statements such as the District’s balance sheet, and general fund statement of revenues and expenditures. The CAFR includes information regarding the District’s facilities leasing and debt service arrangements. The District first issued Certificates of Participation (COPs) in the 2000-2001 fiscal year. Series 2000 was dated October 19, 2000 and the District had a zero balance July 1, 2000 but added \$53,000,000 in COPs during the fiscal year. Because the information regarding facilities leasing and debt servicing is very technical, the District generally includes that information in the CAFR.
<i>Duval County Public Schools 2019-2020 Budget Guidelines</i>	This document is divided into five sections: (1) School Allocations, (2) Appropriation Guidelines, (3) Average Salaries, (4) Commitment Items (Function/Object Description), and (5) Certification of Shared Decision-Making Committee form. DCPS uses a shared decision-making process for its budget development.
<i>Duval County Public Schools 2019-2020 Final Budget Summary</i>	This document provides a complete snapshot of the roll-up of the District’s budget.
<i>Monthly Budgets</i>	This document provides current budget along with line item increases and decreases, which results in a revised budget so that the District has an up-to-date and accurate picture of its finances. Budget amendments are submitted to the Board for approval monthly.



Sample Duval County Public School Documents Available to the Public

<i>Superintendent's Annual Financial Report (AFR) to the Florida Department of Education</i>	The Annual Financial Report (AFR) is the unaudited data submitted to the Department by Florida school districts. It includes revenue detailed by federal, state, and local sources, and expenditures detailed by function (the purpose of an expenditure) and object (what was purchased, or the service obtained). The data is displayed by fund type, including general fund, special revenue funds, debt service funds, capital projects funds, permanent fund, enterprise funds, and internal service funds.
<i>Monthly Financial Statements</i>	Monthly financial reports are provided to the Board and reflect routine and special fund accounting transactions.
<i>Duval County Public Schools 2018-2019 Five-Year Long-Range Capital Improvement Plan</i>	The public can access this document via the website which contains a rolling schedule of planned projects, estimated costs, and status of completion related to projects that are underway for a five-year period.
<i>Debt Management Website Link</i>	The primary function of the Debt Management Team is to manage the debt obligations of the district. This website is designed to provide easy access to the district's debt related information to help provide investors and the general public with relevant information as they evaluate participating in our debt programs. Debt Management processes, reconciles and reports the district's debt activity. This includes ensuring debt service payments are made timely, proper record keeping, assisting in debt offerings and monitoring tax compliance on all debt obligations, which is linked to <i>Transparency Florida</i> . Transparency Florida is designed to provide a current, continually updated picture of the state's operating budget as well as daily expenditures made by state agencies. The Florida Department of Education provides access to school district Annual Financial Reports and Summary Budgets on the Transparency Florida website.
<i>State of Florida's Auditor General Report</i>	Audit of Duval County Public School District focused on selected processes and administrative activities including follow-up findings from prior reports.
<i>Annual Financial Report of Unweighted Full-time Equivalent (UFTE)</i>	Report of unweighted full-time equivalents (FTEs) from general fund, special revenue funds, debt service funds, and capital projects funds.
<i>Lottery Report</i>	Duval County School Board Schedule of Expenditures by Object Code Lottery and School Recognition Funding
Non-Financial Information	Description/Purpose
<i>A Bold Plan for DCPS – Master Facility Plan, 2018</i>	The goal of the Master Facility Plan is to address the District's aging buildings (among the oldest in the state of Florida), create safe and secure spaces for students and staff, remove most of the District's portable classrooms, decrease excess seat capacity, and increase utilization capacity. Additionally, the plan, once fully implemented, removes over \$1 billion in deferred facility maintenance over the next 15 years.
<i>Facilities Annual Project Status Report 2018-2019</i>	Summary documentation that provides project number, school name, description, budget, estimated start and completion date, contractor name, and construction completion status.



Sample Duval County Public School Documents Available to the Public	
<i>Facilities 2018-2019 Project Status List</i>	Project list that summarizes each project and documents board approved line item, indicates school name or district-wide project, project number, and funded amount.
<i>Duval County Public Schools Strategic Plan 2017-2020</i>	The District adopted four major goals supported by strategic initiatives which are designed to improve student performance and operations.
<i>Duval County Public Schools Public Meeting Agenda and Minutes</i>	The District posts public meeting agendas and minutes on its website so that community members are kept apprised of issues such as school district attendance.
<i>2019-2020 News Releases</i>	Provides official statements from the School District to update and/or inform the public about important issues.
<i>Live Televised and Archived School Board Meetings and Workshops on Duval Public Schools Webpage</i>	The District provides public meeting video replay for most meetings, which allows citizens who were unable to attend in person the opportunity to view the contents of the meeting at their convenience. Duval County Public Schools provides video access and viewing to monthly board meetings through a digital signal and local cable access. Monthly school board meetings are available through the District's live webcast, WJCT Channel 7.4 (digital antennae required), and Comcast channel 212.
<i>Web Homepage Graphic Linking the Proposed Referendum</i>	To keep the public informed, the District created a referendum website – www.ourduvalschools.org – which was launched shortly after the board approved its resolution for a referendum in May 2019.
<i>Infographics</i>	When appropriate the District uses these documents to inform internal and external stakeholders ranging about issues ranging from critical emergency information, important reminders about community meetings, etc.

Source: Duval County Public Schools Website.

MJ evaluated the timeliness of the financial documents presented in **Figure 5-1** based on the preparation calendars provided for various documents such as the CAFR and budget and determined that these items were completed on schedule and made available to the public shortly thereafter. MJ evaluated the timeliness of the non-financial documents shown in **Figure 5-1** such as board meeting notices and minutes and it was noted that these items were timely as well. Board meeting audio feeds are “live” and therefore, timely. Live feed videos are archived for continued access. Sample news releases were reviewed and those that were evaluated were published in sufficient time to apprise the public of the event noted. Dates on sample social media postings provided to MJ also demonstrated timely dissemination to the public.

In addition to the website, the District uses news and social media releases, e-newsletters, electronic media (television), and notification calls, emails, and text messages to inform parents and community members of events that require immediate attention.



It should be noted that while Duval County Public Schools meets Subtask 5.1, the District could further enhance the usefulness of its budget document by developing and disseminating a best practice document, such as the Citizens Budget Report prepared by Hillsborough County Public Schools (HCPS), which is specifically designed for the public. The HCPS Citizens Budget Report serves as a primer for the annual budget and is easier to understand. The document provides fast facts, budget definitions, and shows how funds flow into the school district and more, all in the same document.

SUBTASK 5.2 – Review available documents, including relevant internal and external reports, that evaluate the accuracy or adequacy of public documents, reports, and requests prepared by the school district related to the program.

MJ did not divide Subtask 5.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to review available documents, including relevant internal and external reports to evaluate accuracy and adequacy of data is universal and applies to all three (3) areas.

To address the requirements of this subtask, MJ conducted interviews with management team members from the Public Relations and Marketing Division. MJ reviewed the Board’s Communications policy (Chapter 9.0) dated April 2015, which is summarized in **Figure 5-2**, as follows:

FIGURE 5-2

Board Communications Policy

The School Board recognizes the benefits of providing citizens with information about the District school system’s goals, programs, progress, activities, and opportunities, and is committed to communicating with honesty, openness, and fairness. The School Board also understands that the quality, consistency, and accuracy of information can lead to public acceptance and engagement.

- I. Communications shall be timely and effective utilizing multiple vehicles and messages to increase the public’s awareness and understanding of school, district, and education industry programs, efforts, and initiatives.
- II. Efforts shall be made to support and communicate in the stakeholder’s primary language, when applicable.
- III. The Superintendent shall be responsible for overseeing the execution of the district’s communications plans.
- IV. Communications programs and efforts shall be evaluated annually to determine the degree to which the objectives are being achieved.
- V. School district employees shall be provided with timely and consistent communications in order to serve as ambassadors to promote district goals, programs, progress, activities, and opportunities.
- VI. Citizens and communities shall be informed of district programs, progress, and activities in a timely manner through the use of various vehicles and mediums (postings, media, newsletters, Web site, etc.).

Source: Superintendent’s Office.



MJ also reviewed various electronic media sources and documents, which included:

- Website Analytics Reports
- Social Media Monitoring Reports
- TV Eyes Media Monitoring Report
- Media Recap Daily Reports
- SCoPE Parent Community Employee Communication Research Report

Three (3) District staff members have responsibility for ensuring public documents are available, adequate, and accurate for public use. These staff members are the chief of Public Relations and Marketing, web supervisor, and social media coordinator and a brief description of their roles follow:

- The chief of Public Relations and Marketing of the Public Relations and Marketing Division has primary responsibility for the development of information that is disseminated to the public via the website, newspaper, television, and social media platforms in accordance with communications plans and goals for District initiatives and programs.
- The web supervisor maintains the District's website by monitoring system performance and access requirements, conducts periodic audits of the site, and provides content management training for department staff. The web supervisor also supports live broadcast of school board meetings via the District website.
- The social media coordinator produces web/social media graphics, photography, and video content for District website, social media platforms, and mobile applications and ensures messaging is aligned with the District's strategic and communications plans and program goals and initiatives. The social media coordinator also monitors the website and social media platforms for trends that suggest whether information messaging is adequate and effective.

The District's website is hosted by Blackboard. This website is a content management site that supports a decentralized approach to content publication and efficient ease of use for non-technical staff. District departments do not need specialized web personnel to manage important public web pages. The District uses the Blackboard Web Community Manager content management system, which is also hosted by Blackboard. For public users, the Blackboard website scales to tablet and mobile telephone devices and integrates seamlessly with the mobile telephone "app," which is also a Blackboard product used by the District.

This primary website also provides content management tools that enable links to specialized elements of the District's overall website portfolio outside the Blackboard system, such as the website developed to provide comprehensive information about the Master Facilities Plan and the proposed referendum. By utilizing a decentralized web content management system, the District's departmental leaders, those most knowledgeable about their functional areas, can quickly deploy adequate and accurate information to the public.



The District employs a decentralized content management system for posting information on its website. Within this system, each department's leadership is responsible for the adequacy and accuracy of information provided by the department. The chief financial officer is responsible for the adequacy and accuracy of financial information that is disseminated through the website. Aspects of this work may be delegated to other team members. The dissemination of adequate and accurate non-financial information would be the responsibility of other departmental leaders.

The Public Relations and Marketing Division works in collaboration with these departments to evolve and improve communication based on research and best practices. As an example, research indicated a need to improve the dissemination of financial information. The Public Relations and Marketing Division collaborated with the chief financial officer and the Financial and Business Services Division's team to create the financial transparency web page, which improved the organization and navigation to important public financial documents.

The Public Relations and Marketing Division prepares internal analytics reports to measure the District's website traffic. Examples of these statistics show that the website received nearly 9.5 million page views for the period between July 1, 2018 and June 30, 2019. The website received 7.1 million unique page views during this same time period and the average time a viewer spent on a page was approximately two (2) minutes and 19 seconds. Additionally, the District uses the media monitoring suite, "tveyes," to measure television viewership.

As noted in Subtask 5.1, the referendum website – www.ourduvalschools.org – was created as a resource for the public to have a one-stop, comprehensive center for all master plan and referendum related information. The website is hosted on the wix.com platform. Analytics software has been recently added to this site to measure future web traffic. Since mid-July of 2019, the site has hosted 1,151 total visitors and 964 unique visitors. Anecdotal response to the new site has been positive. The District prepares an internal daily media recap report to capture the number of inquiries, purpose, and media source so that the Public Relations and Marketing Division staff can be as timely as possible with responses and follow-up.

MJ reviewed the documentation provided by the District to evaluate the adequacy of public documents, reports and requests that are prepared. The District provides community members with a wealth of information via social media channels such as Facebook, Twitter, and Instagram to ensure they are invited to public meetings and are kept apprised of school renovation projects. The District can demonstrate the use of social media analytics to determine the reach/adequacy of these efforts. Processes and procedures are in place to evaluate the accuracy of financial data.

In December 2018, the District received the results from a formal assessment of the adequacy, accuracy, and accessibility of public data prepared for the public. The District had an external evaluation conducted through the School Communication Performance Evaluation (SCoPE) program, which partners with the National School Public Relations Association. SCoPE is an online survey and analysis program that provides easy-to-understand data to evaluate school



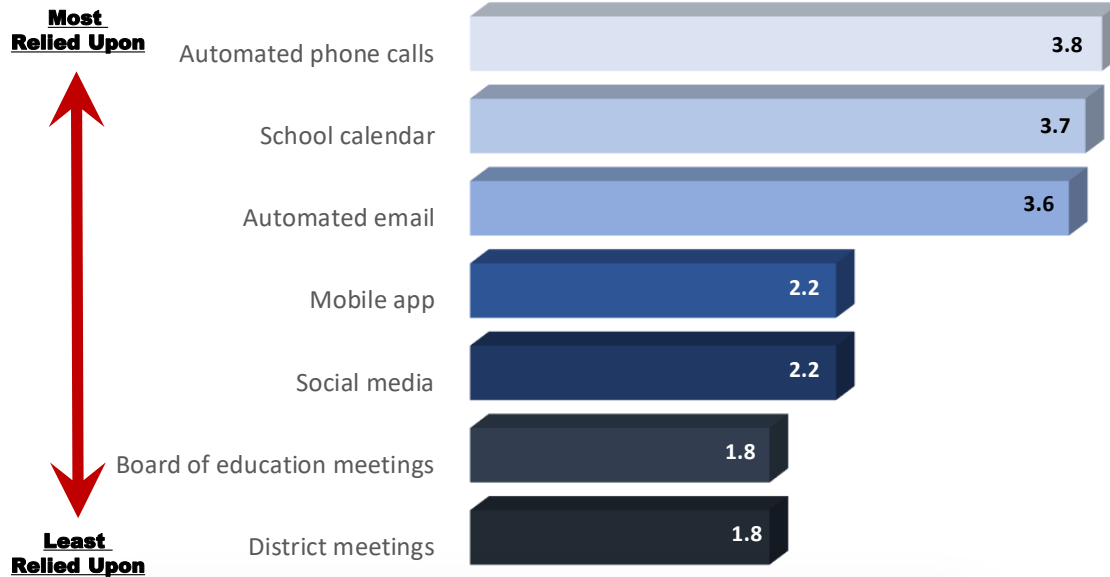
district communications strategies so that the results can be used to make improvements where needed. The survey was conducted November 13 through December 12, 2018 and targeted staff, parents, and community members. Survey results were tabulated for DCPS and also compared the District's results with other school districts nationwide. **Figures 5-3** and **5-4** summarizes some of the survey results for parent and community member respondents that are pertinent to Subtask 5.2.

Figure 5-3 shows that 2,553 parents participated in the survey and most preferred automated phone calls and emails and least preferred District meetings and Board meetings for obtaining information. The highest preferences for communication methods noted by parents were automated emails (33%), automated phone calls (25%), and automated text messages (17%). Parent participants rated District communications based on understandability (usefulness) and accuracy as 4.3 out of 5 and 4.2 out of 5, respectively.

As shown in the table below the graphic, DCPS parent respondents rated overall satisfaction with communication a 3.8 out of 5 and overall perception of the District based on communication a 3.7 out of 5. Average, low, and high ratings for national school district survey respondents are also shown in the table. As compared to national survey respondents, a rating of 3.9 out of 5 would be considered average; a rating of 3.4 out of 5 or below would be considered low; and a rating of 4.2 or higher out of 5 would be considered high.



FIGURE 5-3
SCoPE Survey Results – Parents
Number of Participants = 2,553
Low = 1 and High = 5



Highest First Preferences for District Communications	1 st
Automated email	33%
Automated phone calls	25%
Automated text messages	17%

Communication from District	<ul style="list-style-type: none"> Recognizable 4.3 Understandable 4.3 Accurate 4.2
-----------------------------	--

Communication meets individual needs and preferences for receiving information 3.6

Scorecard for DCPS and Other Respondents Nationally	DCPS	Avg.	Low	High
Overall Satisfaction with Communication	3.8	3.9	3.3	4.2
Overall Perception of District Based on Communication	3.7	3.9	3.4	4.2

Source: School Communication Performance Evaluation Survey Results, December 2018.

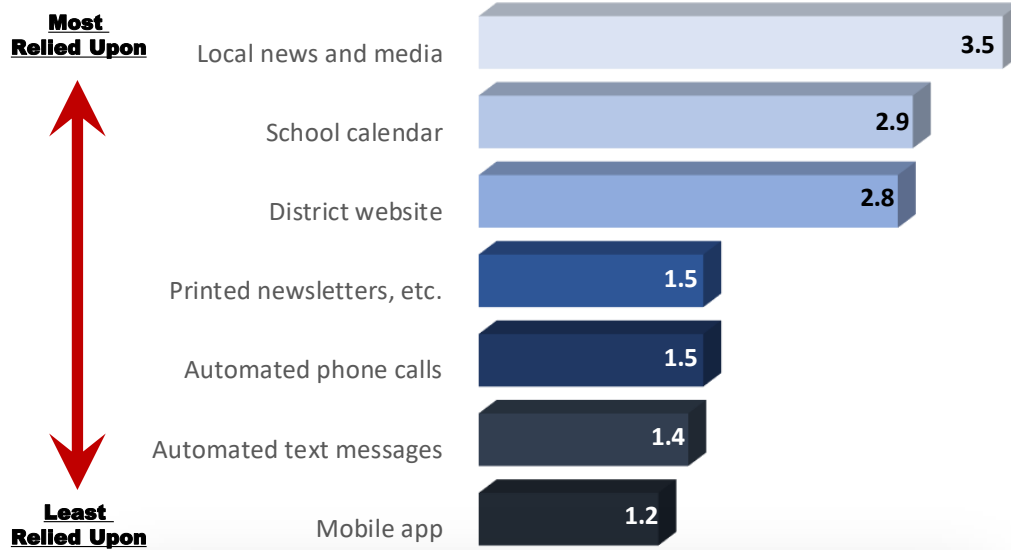


Figure 5-4 shows that 109 community members participated in the survey and most preferred to obtain information from the local news media and least preferred obtaining information from automated text messages and mobile apps. The highest preferences for communication methods noted by community members were local news and media (27%), website (17%), and e-newsletter (16%). Community member participants assigned ratings for understandability and usefulness – 3.6 out of 5, accuracy – 3.5 out of 5, and transparency and timeliness both received a rating of 2.9 out of 5.

As shown in the table below the graphic, DCPS community member respondents rated overall satisfaction with communication a 2.8 out of 5 and overall perception of the District based on communication a 2.9 out of 5. Average, low, and high ratings for national school district survey respondents are also shown in the table. As compared to national survey respondents, a rating of 3.4 out of 5 would be considered average; a rating of 2.2 out of 5 or below would be considered low; and a rating of 4.0 or higher out of 5 would be considered high.



FIGURE 5-4
SCoPE Survey Results – Community Members
Number of Participants = 109
Low = 1 and High = 5



Top Three Preferences for District Communications	1 st
Local news and media	27%
District website	17%
eNewsletter	16%

Communication from District	Score
• Understandability	3.6
• Accurate	3.5
• Transparency	2.9
• Timeliness	2.9

Communication meets individual needs and preferences for receiving information 2.8

Scorecard for DCPS and Other Respondents Nationally	DCPS	Avg.	Low	High
Overall Satisfaction with Communication	2.8	3.3	2.1	4.0
Overall Perception of District Based on Communication	2.9	3.4	2.3	4.1

Source: School Communication Performance Evaluation Survey Results, December 2018.



The Public Relations and Marketing Division used the SCoPE survey results to target and strengthen communications to District stakeholders based on feedback and to inform the development of the District's long-term strategic communication plan. In addition to the survey results, qualitative information derived from a series of focus groups conducted with parents and staff and independent interviews with community leaders was also incorporated into the strategic communication plan. While the plan is meant to be long-term and the research will be repeated in 2021 to measure the plan's impact, several initiatives have been deployed and others are in various stages of development. Those initiatives on which action has progressed the most are outlined below.

- Because of the need to strengthen leader communication at the school building and district level to improve timeliness and transparency of communication, in spring 2019 the District launched the Principal's Communication Leadership Program. More than 30 principals completed the initial cohort of the program. A second cohort is beginning in September 2019. The program covers school strategic communication planning, appropriate use of social media, media relations, and public speaking and presentations. The primary purpose of the program is to improve the school's capacity to communicate effectively with parents and other constituencies.
- The District revamped and upgraded its mobile cellphone application (app). Responding to focus group input that parents desired a central channel for school and District information, the launch of the new app includes enhanced integration with the District's student information system. This will enable parents to more effectively engage with teachers and school leadership. Additionally, almost all principals have been trained on how to use the app as a central hub for school-based communications. The primary purpose of the app is to enhance communication with parents.
- Because of the need for two-way communication with key constituencies, the District beta-tested an online and mobile service called "Talk with Team Duval." This sub-application was launched for testing on the District's communication website. It provides a two-way communication channel for parents and other constituents to provide feedback to the District or to pose questions or needs. The pilot enabled staff to understand how it can best serve constituents connecting with the District through this functionality. This sub-app can be customized for each school. The District is in the process of implementing that customization. This will enable school principals to designate the flow of feedback and questions at the school level to the appropriate staff for interaction. "Talk with Team Duval" provides parents and the community a channel for two-way interaction with the district through contemporary communication technology.
- The relatively low score in financial awareness from community members combined with the superintendent's strategic priority of enhancing the District's financial stability led to various immediate tactical initiatives. First, the financial transparency website was created to aggregate important public financial documents in a centralized web page in an area easy to find on the District's website. Second, the District posted a proactive media release on its news portal better explaining the budget process in simplified form.
- The District launched a key communicators program that allows communicator participants to receive opt-in email communication directly from the superintendent or district leaders as appropriate. The program has been piloted and the key communicator participants list is growing. Formal efforts to build the participants list will be deployed during this academic year. This initiative is primarily designed to enhance communication with the community.



Accordingly, the District demonstrated the use of a combination of internal tools and external reports to effectively evaluate the accuracy or adequacy of information provided to the public. Therefore, MJ concludes that this subtask is met.

SUBTASK 5.3 – Determine whether the public has access to program performance and cost information that is readily available and easy to locate.

MJ did not divide Subtask 5.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the availability and accessibility of program and cost information is universal and applies to all three (3) areas.

To evaluate this subtask, MJ reviewed the following District weblinks and documents:

- 2019-2020 Proposed Budget – Snapshot
- Design and Construction Services’ Webpage
- Detailed project Status Report
- 2018-2019 Five-Year Long-Range Capital Plan
- Duval Half Penny Surtax Webpage

Design and Construction Services provided specific examples of performance and cost information, which are summarized and updated monthly and posted on the District’s website. Based on the interviews conducted during fieldwork, members of the public have adequate access to similar information for other projects in progress on the District website. **Figure 5-5** presents a snapshot including Funding Facts, which are included in the District’s 2019-2020 proposed budget and prominently accessible from the website homepage.



FIGURE 5-5
2019-2020 Proposed Budget – Snapshot

The screenshot shows the Duval County Public Schools website. At the top left is the logo with the text "DUVAL COUNTY PUBLIC SCHOOLS". To the right is the title "Duval County Public Schools" and the tagline "Every School. Every Classroom. Every Student. Every Day." Below this is a navigation menu with links: Home, About Us, Schools, Students, Parents, Departments, Superintendent, School Board, and Contact Us. A search bar and a "Translate this page..." button are also visible. The main content area features a link "Return to Headlines" and a headline "2019-2020 Budget process advances to the School Board" dated July 30, 2019. The text describes the budget process and lists strategies and values driving final budget considerations. A red rounded rectangle highlights the "Funding Facts" section, which includes details on operating revenues, funding sources (federal, state, local), and specific funding programs like Title I and the National School Lunch program.

Duval County Public Schools
Every School. Every Classroom. Every Student. Every Day.

Home About Us Schools Students Parents Departments Superintendent School Board Contact Us

[Return to Headlines](#)
2019-2020 Budget process advances to the School Board

July 30, 2019
The Duval County School Board has begun the formal process of adopting the district's budget for the 2019-20 school year. Discussions about the budget have taken place since the spring, but the formal process of adopting the budget began July 23. That was when the School Board approved actions related to the process of advertisements, taxpayer awareness and public hearings required under Florida's *Truth in Millage* statutes. The Board is expected to vote on a *tentative* final budget at a meeting on July 30 at 5:05 p.m. The Board is expected to vote on the final budget in September.

Strategies and values driving final budget considerations include:

- Improved accountability through more accurate forecasting of actual costs (particularly teacher salary costs).
- Improved academics and literacy focus through program increases in supplemental materials for reading and mathematics.
- Maintaining commitment to Jacksonville Sheriff's Office partnership in implementing School Safety Assistant program.
- Improving teacher allocation ratios to make it easier for schools to get new teaching positions.
- Maintaining commitment to school choice through strong magnet school transportation.
- Continual re-growth of fund balances (savings).

Funding Facts

- Overall operating revenues for Duval County Public Schools are budgeted to increase 3.8 percent, or \$52.9 million.
- This funding increase is largely unrelated to the proposed voluntary half-cent sales tax referendum for repair, renovation and construction of schools.
 - Current funding for repair, renovation and construction of new schools comes mostly from a different funding source.
 - That funding source is called *local capital improvement*. It is a property tax assessment that will remain at 1.5 mils, the same level it has been since 2010. In 2009 it was 1.75 mils and in 2008 it was 2.0 mils. The state legislature sets this funding level.
 - The district is budgeting an additional \$10 million (net) from operating funds for expected costs related to construction and maintenance.
- Overall operating revenue for the district comes from three sources: federal, state, and local.
- Funding from Federal sources is expected to increase almost 15 percent to \$193.8 million. Federal sources primarily fund:
 - Title I funds to provide supplementary assistance to schools serving large populations of low income students.
 - Programs for exceptional education students.
 - The National School Lunch program.
- Funding from state appropriations is expected to increase about 4.5 percent to \$675.2 million.
- Funding from local property taxes at the rate set by the state (known as *required local effort*) will generate slightly less revenue compared to last year – about \$589.2 million, a decrease of less than 1 percent.

Source: <https://www.duvalschools.org/>.

Figure 5-6 presents Design and Construction Services' webpage and provides a direct link to Detailed Project Status Reports and the 2018-2019 Five-Year Long-Range Capital Plan.



FIGURE 5-6
Design and Construction Services' Webpage

Duval County Public Schools
Every School. Every Classroom. Every Student. Every Day.

Home About Us Schools Students Parents **Departments** Superintendent School Board Contact Us

Facilities

- > Facilities Home
- > List of Upcoming Bids and Proposals
- > Design Guidelines
- > Non-Technical Specifications
- > Professional Services Selection Booklets
- > Prequalification Forms and Instructions
- > Building Utilization Forms and Instructions
- > School Concurrency
- > Facilities Staff

home > departments > facilities

Facilities Department

Our Mission

To plan, design, build, enhance and maintain a safe, equitable and stimulating educational environment that promotes success and motivates the students to their highest learning level.

The following links provide Facilities Design and Construction information:

- **Projects**
 - [Detailed Project Status Report](#)
 - [2018-2019 Five Year Long Range Capital Plan](#)
 - [2018-2019 Major Maintenance Projects List](#)
 - [List of Upcoming Bids and Proposals](#)
 - [Facilities Contract Award Recommendations](#)

Source: <https://www.duvalschools.org/>



Figure 5-7 presents an excerpt from Design and Construction Services’ detailed project status report, which provides project budget (cost) and estimated start and completion dates along with project status (program performance) information. This report is easily accessible from Design and Construction Services’ webpage.

FIGURE 5-7
Detailed Project Status Report

Project #	Project Category	Sch #	School Name	PROJECT	Project Budget	Summer Const. Project (Mark X)	PM	Est. START Date	Est. COMPL Date	A/E	Design Status (0% - 100%)	Plan Review Compl	Contractor	Const Status (0%-100%)	Actual Substantial Completion Date
C-90640	Portables	3233, 3206, 3085, 3235, 3240, 3006	Lone Star ES, Brookview ES, Lake Lucina ES, Fort Caroline ES, Arlington Hts ES, and Mattie V. Rutherford ALT	C-90640 DW Portables- Demolish 20 Portables, Disconnect 2 Portables; Lone Star ES, Brookview ES, Lake Lucina ES, Fort Caroline ES, Arlington Hts ES, and Mattie V. Rutherford ALT	\$189,045.12	1	JM/BA	Summer 2019	Summer 2019	N/A	N/A	N/A	Rivers Construction	75%	
M-84820	Windows	3146	Matthew Gilbert MS	Full School Window Replacement- Phase 5 of 7 (2018/19 CONSTRUCTION)	\$437,667.00	1	JM/BA	6/3/2019	8/2/2019	Bhide & Hall	100%	Y	Auld & White	70%	
M-83680	Life Safety	3084	Bayview ES	Main corridor with louvered glass not compliant for fire rated corridor.	\$261,859.64	1	JM/RB	6/5/2019	7/31/2019	N/A	N/A	N/A	E. Vaughan Rivers	75%	
M-83970	Security	3285	AP Randolph HS	Install MCAS System Front Entry	\$33,428.00		RB	Winter 2018	Winter 2018	John Searcy & Assoc.	100%	Y	Kim's Electric	80%	
M-83970	Security	3158	G W Carver ES	New Vista 250FB system including new conduit, wiring and devices.	\$289,980.00		RB	Fall 2018	Summer 2019	John Searcy & Assoc.	100%	Y	Kim's Electric	95%	5-Jun-19
M-83970	Security	3216	Jefferson Davis MS	Design Only - New Vista 250FB system including new conduit, wiring and devices.	\$63,200.00		RB			John Searcy & Assoc.	95%	N/A	N/A	N/A	N/A
M-83970	Security	3079	Ramona Blvd ES	New Vista 250FB system including new conduit, wiring and devices.	\$335,781.00		RB	Fall 2018	Spring 2019	Haddad Engineering	100%	Y	Kim's Electric	80%	

Source: <https://www.duvalschools.org/>

Figure 5-8 presents an excerpt from the District’s 2018-2019 Five-Year Long-Range Capital Plan report, which provides prior and five-year budget projections for proposed projects. This report is easily accessible from Design and Construction Services’ webpage.



FIGURE 5-8
2018-2019 Five-Year Long-Range Capital Plan

9/5/18

A		B		C		D		E		F		G		H		I		J	
2018-19 Five Year Capital Plan		Prior Year 2017-2018		Year 1 2018-2019		Year 2 2019-2020		Year 3 2020-2021		Year 4 2021-2022		Year 5 2022-2023		Totals For 5 Years					
	Balance Forward	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-
	PECO Facilities Capital Outlay	\$	2,653,058	\$	2,680,272	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	2,680,272
	Net Revenue	\$	33,230,933	\$	41,363,071	\$	43,126,249	\$	48,613,801	\$	54,520,272	\$	57,296,928	\$	244,920,320				
	Subtotal	\$	35,883,991	\$	44,043,343	\$	43,126,249	\$	48,613,801	\$	54,520,272	\$	57,296,928	\$	247,600,592				
	New COPS	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	80,000,000	\$	80,000,000		
Line #	Projects	\$	35,883,991	\$	44,043,343	\$	43,126,249	\$	48,613,801	\$	54,520,272	\$	137,296,928	\$	327,600,592				
1	Technology	\$	16,615,467	\$	20,681,535	\$	21,563,125	\$	24,306,900	\$	27,260,136	\$	28,648,464	\$	122,460,160				
2	SAP/SIS Upgrades	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-				
3	Total Technology	\$	16,615,467	\$	20,681,535	\$	21,563,125	\$	24,306,900	\$	27,260,136	\$	28,648,464	\$	122,460,160				
5	New K-8 School (Northside)	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	40,000,000	\$	40,000,000		
4	New K-8 School (Southside)	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	40,000,000	\$	40,000,000		
6	Major Maintenance (includes PECO)	\$	18,318,525	\$	22,511,807	\$	20,713,125	\$	23,456,900	\$	26,410,136	\$	27,798,464	\$	120,890,432				
7	Portables/Covered Walks	\$	400,000	\$	300,000	\$	300,000	\$	300,000	\$	300,000	\$	300,000	\$	1,500,000				
8	ADA Requirements	\$	250,000	\$	50,000	\$	50,000	\$	50,000	\$	50,000	\$	50,000	\$	250,000				
9	Safety to Life	\$	200,000	\$	400,000	\$	400,000	\$	400,000	\$	400,000	\$	400,000	\$	2,000,000				
10	Playgrounds (PreK and Others)	\$	100,000	\$	100,000	\$	100,000	\$	100,000	\$	100,000	\$	100,000	\$	500,000				
12	Boundary/Program Changes Capital Improvements Projects	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-	\$	-				
13	Total Facilities/OPS	\$	19,268,525	\$	23,361,807	\$	21,563,125	\$	24,306,900	\$	27,260,136	\$	108,648,464	\$	205,140,432				
14	Total Project Costs		35,883,991		44,043,343		43,126,249		48,613,801		54,520,272		137,296,928		327,600,592				
15	Balance Forward		0		0		0		0		0		0		0				

Source: <https://www.duvalschools.org/>

Figure 5-9 presents proposed surtax information that provides an overview of lost revenue and the impact that delayed/deferred maintenance has had on District facilities. This information is accessible through a link on the District's homepage that goes to the secondary website, <https://www.ourduvalschools.org>, especially created to provide the public cost-related information regarding proposed referendum.



FIGURE 5-9
Duval Half Penny Surtax Information

The screenshot shows the Duval County Public Schools website. At the top left is the logo with the text 'DUVAL COUNTY PUBLIC SCHOOLS'. To the right is the slogan 'Our Schools. Our Community. Our Future.' and the subtitle 'A Referendum to Give Our Children the Best Schools'. A navigation bar contains links: HOME, FAQ, SEE THE PLAN, SEE THE PROBLEM, GET INVOLVED, RESOURCES, CONTACT US. The main heading is 'Why do our school facilities need a new funding source?'. The text explains that students in Duval County attend schools in old buildings that require more maintenance. It notes that in response to the recession, the Florida Legislature reduced property taxes, leading to a \$300 million revenue loss and a \$243 million maintenance deficit. It also mentions the elimination of the PECO fund. The page includes several links for more information, such as 'The Referendum Details', 'How do improved school buildings contribute to student achievement?', 'Why should I support a sales tax if I don't have children in school?', 'How do I know that the school district is doing what it says it will do with the money?', 'Read Chair Hershey's Guest Column on Why Voters Need to Decide', 'Read Dr. Greene's Guest Column on Why This is Important Now', and 'Financial Implications: How a 1/2 Penny Adds Up to Great Schools for Duval'. There is also a link for an 'FAQ Downloadable PDF' and a small graphic showing school buildings from 2008 and 2019. The source is cited as <https://www.ourduvalschools.org/>.

Source: <https://www.ourduvalschools.org/>

In summary, the public has access to transparent program performance and cost information that is readily available and easy to locate. Accordingly, MJ concludes that this subtask is met.

SUBTASK 5.4 – Review processes the program has in place to ensure the accuracy and completeness of any program performance and cost information provided to the public.

MJ did not divide Subtask 5.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to assess the accuracy and completeness of program and cost information that is provided to the public is universal and applies to all three (3) areas.

To address this subtask, MJ interviewed the District’s chief financial officer and staff members that work in the Financial and Business Services Division and reviewed the documents outlined below:

- Comprehensive Annual Financial Report (CAFR) June 30, 2018
- Superintendent’s Annual Financial Report (AFR) to the Florida Department of Education



- Duval County Public Schools Monthly Financial Reports
- Duval County Public Schools Five-Year Capital Improvement Plan
- Detailed Project Status Reports
- Calendar with Weekly Project Review Meetings
- Project Management Metrics – Master January 2019 & March 2019

The District is required to prepare monthly financial reports, the Annual Financial Report (AFR), and audited financial statements (Comprehensive Annual Financial Report) and relies on its basic accounting and financial reporting processes to ensure cost data is accurate and timely.

In order to prepare the required reports, the coordinator, financial reporting position was established within the Financial and Business Services Division. This position is a direct report to the director, Financial and Business Services Division. The director, Financial and Business Services Division position reports to the executive director, Financial and Business Services Division who reports to the chief financial officer.

The preparation of monthly financial statements, the Annual Financial Report (AFR) and the Comprehensive Annual Financial Report (CAFR) begins with routine and non-routine transactions that are recorded in accordance with Generally Accepted Accounting Principles (GAAP), Governmental Accounting Standards Board (GASB) pronouncements, special purpose frameworks, relevant regulatory State rules and statutes, and the District's accounting policies.

The Financial and Business Services Division requires multiple signoffs and representations from appropriate areas of the District to ensure relevant information has been recorded or disclosed on a timely basis and inter-organizational balances and transactions have been identified. There is also a process in place to ensure appropriate segregation of duties among staff from initiation, approving and posting of entries into SAP with supporting documentation.

Once the relevant accounting information is recorded, monthly financial statements are prepared by the financial reporting coordinator and reviewed by the director of Financial and Business Services Division, the executive director of Financial and Business Services Division and the chief financial officer to include on the District's board agenda for board approval. Both the AFR and the CAFR are also reviewed by the director of Financial and Business Services Division, the executive director of Financial and Business Services Division, and the chief financial officer.

The AFR is due to the Florida Department of Education by September 11 following the fiscal year end of June 30 and the audited financial statements (CAFR) is required to be completed by March 31 following the fiscal year end of June 30. The District participates in the Certificate of Achievement for Excellence in Financial Reporting Program (CAFR Program) of the Government Finance Officers Association. The CAFR must be submitted by December 31 following the fiscal year end of June 30. The 2016-2017 CAFR was the 17th year that the District has earned the Certificate for the CAFR Program.



The District also participates in the Association of School Business Officials International (ASBO) Certificate of Excellence in Financial Reporting Program. The CAFR must be submitted by December 31 following the fiscal year end of June 30.

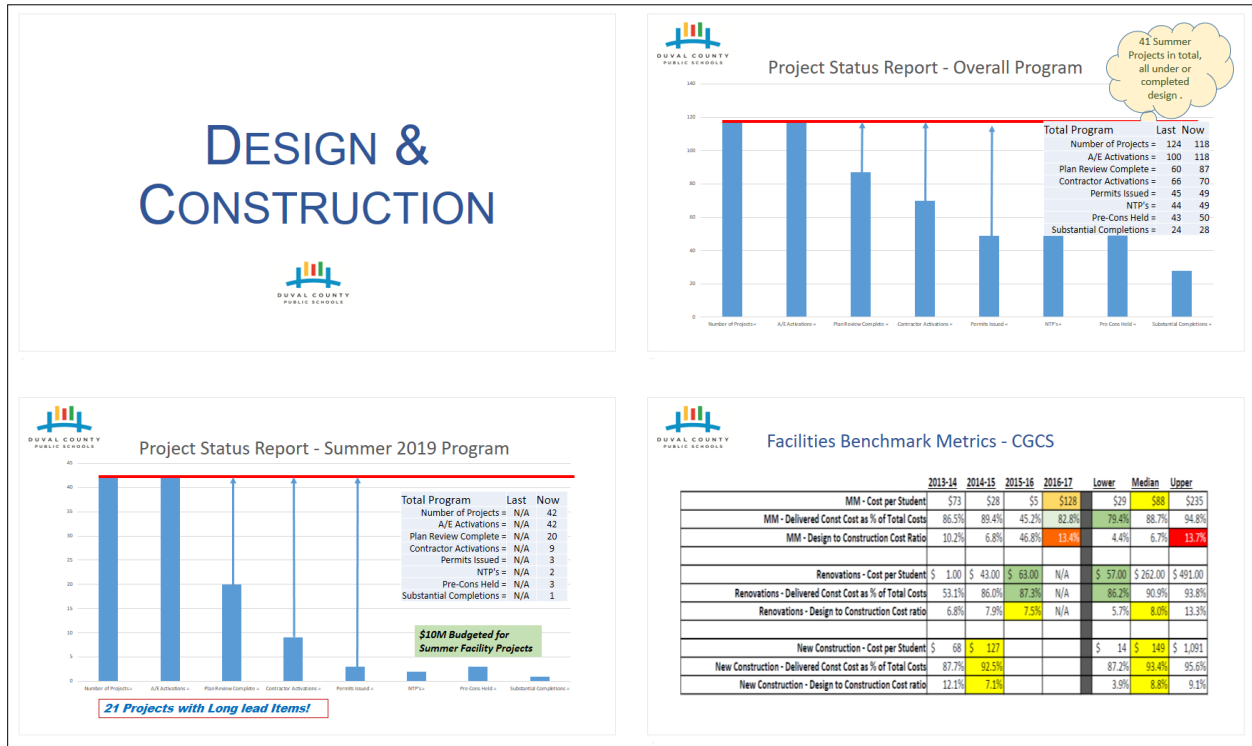
The current coordinator, Financial Reporting, the director of Financial and Business Services Division and chief financial officer are all Certified Public Accountants and attend continuing education classes in order to maintain their certification and to ensure current knowledge of relevant accounting/reporting information.

Moreover, Design and Construction Services has a documented process in place led by the director of Real Estate and Intergovernmental Liaison and the program managers who visit project sites daily/weekly to ensure accurate and timely program and cost information is available related to large maintenance and school renovation projects.

On a weekly basis, the assistant superintendent Operations and the Design and Construction Services' management team meet to review and check project budgets and schedules and other important project-related information to ensure program performance and cost information is up-to-date (timely) and accurate. In preparation for and during these review meetings, supporting budget, cost, and project completion status schedules (program performance) are checked against other schedules and reports to ensure data is accurate. Summary information from this type of report is eventually reflected in the detailed project status reports and Five-Year Long-Range Capital Improvement Plan that is shown on the District's website. **Figure 5-10**, provides an example of an internal report prepared by Design and Construction Services that illustrates that the District has a process in place to review program performance and cost information to ensure that the information provided to the public is accurate and complete.



FIGURE 5-10
Project Status Report Example



Source: Design and Construction Services.

In summary, the District demonstrated that processes implemented by the Financial and Business Services Division and Design and Construction Services are in place to ensure program performance and cost information is provided to the public. MJ identified no deficiencies in the accuracy and completeness of the program performance and cost information in the sample documents that were reviewed. Accordingly, this subtask is met.

SUBTASK 5.5 – Determine whether the program has procedures in place that ensure that reasonable and timely actions are taken to correct any erroneous and/or incomplete program information included in public documents, reports, and other materials prepared by the school district and that these procedures provide for adequate public notice of such corrections.

MJ did not divide Subtask 5.5 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s process to ensure that reasonable and timely actions are taken to correct erroneous/incomplete information provided to the public is universal and applies to all three (3) areas.

To address this subtask, MJ interviewed the Public Relations and Marketing Division management and administrative assistants to the school board staff. MJ also requested and



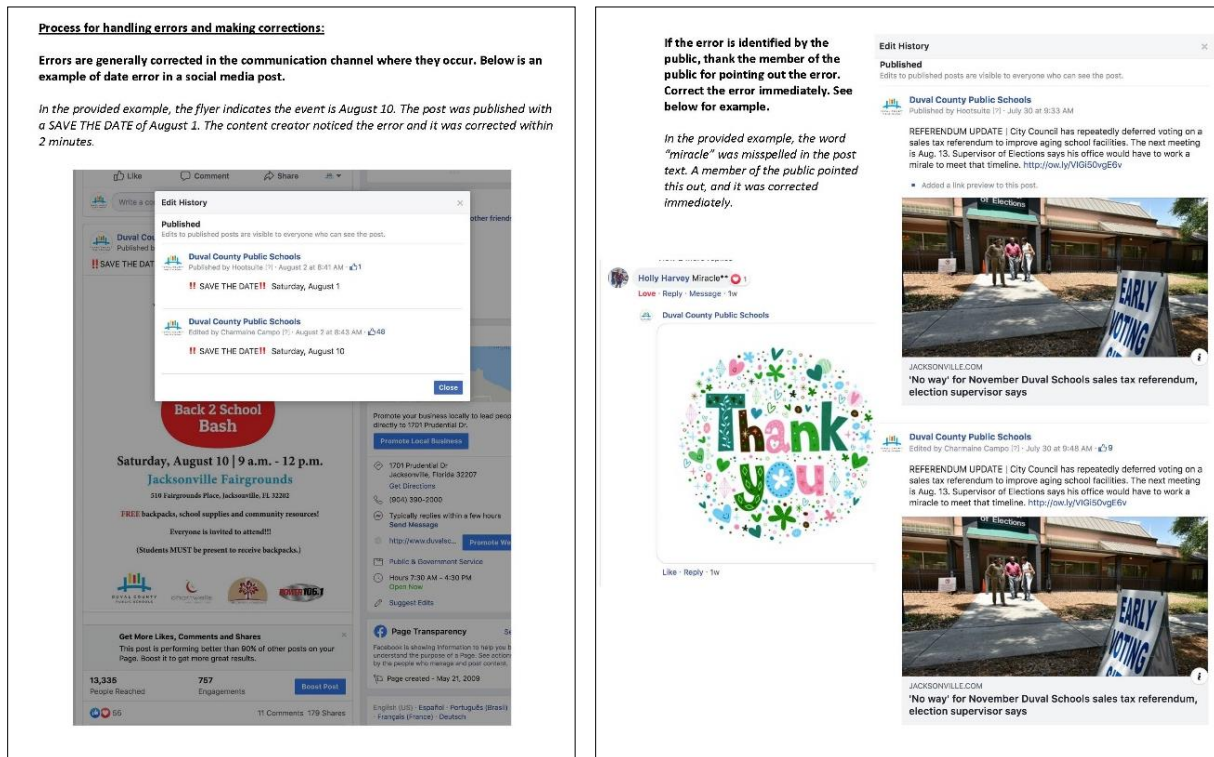
evaluated sample documents from both departments to determine if corrections were made in a timely and consistent fashion.

Administrative assistants to the school board staff are responsible for disseminating board meeting and board workshop meeting notices as well as District procurements that must be advertised in the public domain.

Examples of news releases, social media postings, and board meeting/procurement notices were discussed with MJ during fieldwork that demonstrated corrections to errors and incomplete information are addressed timely by the Public Relations and Marketing Division staff. **Figure 5-11** provides an example of a social media posting that required correction.

Neither the Board Office nor the Public Relations and Marketing Division staff provided a written procedure to support timely correction of erroneous and/or incomplete information.

FIGURE 5-11
Sample Social Media Documents Corrected Timely



Source: The Public Relations and Marketing Division.

Figure 5-12 shows the written procedures that Hillsborough County Public Schools provided during a similar performance audit. The procedures cover various public information document categories and the process and timeframe for making corrections.



FIGURE 5-12
Hillsborough County Public Schools Standard Operating Procedures
for Correcting Public Information

Document Category	Description
<i>Newspaper Advertisements</i>	If an error is made in the newspaper with advertisements or other public notices, HCPS staff contact the newspaper immediately upon notice of the error. Assigned staff go in person to ensure the correction is made immediately and so that the newspaper outlet understands the severity of the school district to be in noncompliance with state audit guidelines and requirements for ensuring accuracy of information.
<i>School Board Meetings and Workshop Agenda Items (including revised and withdrawn agenda items)</i>	<p>Revised Items – To revise a distributed and released item it must be re-sent with an “R” next to the number of agenda item in the bottom right page of cover sheet. This informs the reader that this replaces the item previously distributed. The changes on all copies should be highlighted online (by using bold) and on paper with a yellow highlight. If the changes are on the attachments only, state “Revised Attachments) in the subject line and highlight. Additionally, highlight the number in the lower right-hand corner.</p> <p>Withdrawn Items – Only the Superintendent, Deputy Superintendents, or Division Chief/Secretary can withdrawal an item. Once an item has been approved for withdrawal, the item will be stricken from the School Board Agenda pages.</p>
<i>Press Releases</i>	To ensure accurate information is vetted prior to sending out to media. If an error is found, HCPS will resend a press release with UPDATED in red at the top and the corrected information in red and request that the press release be re-published.
<i>Digital Informational and Marketing Communications</i>	<p>Website – Any error that is found is immediately corrected by the Web Communications team. The Web Communications team responds back to the originator of the request that the webpage is updated.</p> <p>Vendor Link – Invitation to Bid, Awarding Projects, or Specifications Construction staff will add an addendum.</p> <p>Parentlink – When sending information to families through Parentlink, if an error occurs a second communication is sent notifying recipients of the mistake and providing the corrected information.</p> <p>Social Media Platforms – If an error is found on any social media post, the post is immediately taken down on Twitter and a new Twitter post is created and posted with the correct information. On Facebook, an error is edited with the corrected information by the Communications staff.</p> <p>Twitter – If an error is found, a tweet with corrected information is sent as a reply to the original, mistaken tweet. Sending it as a reply does two key things: it permanently links the correction tweet to the original one, thereby showing why the correction was issued. It also ensures that anyone looking at the mistaken tweet later will see the correction below it.</p> <p>Instagram – As soon as the error is detected, a correction notification is added the Instagram post by adding it in a comment.</p> <p>Facebook – Any posts with errors are edited with corrected information. An error notification comment is added to the post itself to alert individuals that the post has been edited and the content corrected. This element of disclosure is useful because individuals who previously commented on the post may be notified of the new comment, thereby drawing their attention to the correction.</p>

Source: Hillsborough County Public Schools Operations and Communications Departments.



Our work revealed that while the District provided examples of taking timely actions to correct erroneous and/or incomplete information that has been provided to the public, no formal procedures are in place to: (1) document the process/procedure that should be followed, (2) ensure all appropriate staff are knowledgeable of the process/procedure, and (3) to ensure consistency. Written procedures are useful to ensure procedures are properly documented and followed when employee absences, turnover, or retirements occur.

Accordingly, Subtask 5.5 is partially met.

RECOMMENDATION

Establish and implement a formal procedure to ensure timely actions are taken to correct erroneous and/or incomplete data in the public domain.



RESEARCH TASK 6

COMPLIANCE OF THE PROGRAM WITH APPROPRIATE POLICIES, RULES, AND LAWS.

FINDING SUMMARY – Overall, the School District of Duval County, Florida Partially Meets Task 6.

The School District of Duval County, Florida's (the District) chief legal counsel is a City of Jacksonville employee who works for the Office of General Counsel. The chief legal counsel provides transactional and governance legal services to the District. In this capacity, the chief legal counsel reviews all contracts requiring board approval for compliance with legal requirements and board policy. The chief legal counsel's signature signifies that the contracted goods or services have been procured properly according to board policy and meet requirements as to legal form and sufficiency. The director of Government Relations is a non-practicing attorney and registered lobbyist who is responsible for keeping board members, the superintendent, department heads, and other District stakeholders apprised of new or changes to federal, state, and local laws that may impact the District. The executive director of Policy and Compliance reports to the chief of staff and is primarily responsible for interpreting and updating board policies and ensuring that all policies comply with *Florida Statutes*. The internal school board auditor position remained vacant for one (1) year during which an audit plan was not developed and internal audits were not performed. Program internal controls could be improved with detailed policies and procedures. Over 64 percent of schools, for which activity fund audits had been performed during Fiscal Year 2019, were in violation of board policy requiring a 10-working day response to audit findings. In addition, the District lacked documentation clarifying the implementation of two (2) external audit corrective action plans. On May 7, 2019, the school board approved Agenda Item #47, which was a resolution directing a referendum to be held on November 5, 2019, to put before voters a one-half cent discretionary sales surtax. As required by law, the resolution includes a brief and general description of the school capital outlay projects to be funded by the surtax, and is consistent with the provisions of *Florida Statute 212.055(6)*.

RESEARCH SUBTASK ANALYSIS AND CONCLUSIONS

SUBTASK 6.1 – Determine whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies.

MJ did not divide Subtask 6.1 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's process to assess legal compliance is universal and applies to all three areas.



To address the requirements of Subtask 6.1, MJ interviewed the following individuals who constitute the District's legal infrastructure and process to assess the District's compliance with federal, state, and local laws.

- Chief Legal Counsel
- Director of Government Relations
- Executive Director of Policy and Compliance

Chief Legal Counsel

Section 7.01 of the City of Jacksonville Charter established the Office of General Counsel with responsibility for furnishing legal services to the city and its independent agencies, including the District. The chief legal counsel for the District is a city employee who works for the Office of General Counsel along with another city attorney who is responsible for litigation and employment law. Both individuals are city employees but are assigned exclusively to the District and have offices in the District's administrative building.

The District's chief legal counsel is a member of the Florida Bar and is a board certified specialist, as designed by the Florida Bar, in education law. The individual also is a member of the Florida Bar Education Law Certification Committee. The chief legal counsel's primary responsibility is to provide transactional and governance legal services to the District and to supervise the attorney who handles litigation and employment law.

The chief legal counsel provides transactional and governance legal services to the District. In this capacity, the chief legal counsel reviews all contracts requiring board approval for compliance with legal requirements and board policy. The chief legal counsel's signature signifies that the contracted goods or services have been procured properly according to board policy and meet requirements as to legal form and sufficiency. Although the chief legal counsel and the litigation, employment law attorney are housed at the District's office, they are backed by the City of Jacksonville's Office of General Counsel, which has 41 attorneys and is one of the largest "law firms" in Jacksonville.

The chief legal counsel works with the director of Purchasing Administration as necessary and may also interact with the executive director of Policy and Compliance on issues involving board policy. In addition, the chief legal counsel coordinates with the director of Government Relations on new or revised legislation that may impact the District.

Director of Government Relations

The director of Government Relations is a non-practicing attorney and registered lobbyist who is responsible for keeping board members, the superintendent, department heads, and other District stakeholders apprised of new or changes to federal, state, and local laws that may impact the District. The director of Government Relations reports to the chief of staff and monitors federal, state, and local rulemaking before it becomes law. The position has no direct reports. After a law has passed, the director of Government Relations' work ends, and the chief legal counsel's work begins.



The director of Government Relations has well defined processes for monitoring local, state, and federal legislation and rulemaking. Each is described below.

Local Legislative Process

- Tracks all bills and ordinances on COJ.net, which is the City of Jacksonville’s website.
- Reviews the city council agenda for upcoming bills and tracks them on a spreadsheet.
- Reviews council meeting schedule online and checks it daily for committee meetings regarding pertinent bills.
- Updates District management and board members as the bill moves through the legislative process.

State Legislative Process

- Understand the superintendent’s and board’s legislative platform for the upcoming legislative session. The 2019 platform includes the following planks:
 - Restore the authority of District school boards to levy an additional 0.5 mills, up to 2.0 mills for capital funding purposes, to meet the needs of both traditional public schools as well as charter schools.
 - Maintain the current required local effort statewide to assist with funding the base student allocation in the state’s funding formula.
 - Provide necessary funding to significantly increase teacher salaries on a recurring basis, particularly in hard to staff schools.
 - Restore requirements for students to earn a concordant score to demonstrate proficiency on the Florida State Assessments.
- Review bills for applicability to the District once the bill filing process opens.
- Tag bills for tracking in LobbyTools software.
- Provide the District’s chief of staff and subject matter experts with the bill text and summary of any bills of interest to the District.
- Work with bill sponsor to incorporate District changes to the bill.
- Update District leadership and board members on priority bills during committee weeks and during the legislative session.
- Review the legislative calendar, attend committee meetings and session debates regarding the District’s priority bills.
- Meet weekly with members of the Florida Education Legislative Liaison to discuss bills.
- Provide, at the end of the legislative session, District leadership and the board with a summary of all bills passed and individual bill summaries.
- Attend District-wide meetings after the session to discuss the implementation of new legislation and to answer questions.
- Receive emails from the Florida Department of Education (FDOE) regarding statutory changes and updates.



- Provide emails to the chief of staff for distribution to the subject matter expert.
- Check the FDOE rulemaking website weekly for upcoming rulemakings.
- Provide a copy of the rule and summary, if available, to the chief of staff for distribution to the subject matter expert.

Federal Legislative Process

- Use Council of the Great City Schools resources to track legislative bills and rulemakings.
- Participate in the Council of the Great City Schools legislative liaison group.
- Monitor agendas of the U.S. House of Representatives Committee on Education and Labor as well as the U.S. Senate Health, Education, Labor, and Pension committee for bills and hearings of interest to the District.

The director of Government Relations also uses various tools and leverages memberships as outlined below:

- LobbyTools-subscription-based bill tracking system used to keep track of state bills
- MyFloridaHouse.gov
- Floridasenate.gov
- Congress.gov
- Florida Department of Education rulemaking page
- Florida Education Legislative Liaisons member
- Florida School Boards Association member
- Florida Association of District School Superintendents member
- Council of the Great City Schools member
- COJ.net

Executive Director of Policy and Compliance

The executive director of Policy and Compliance reports to the chief of staff and is primarily responsible for interpreting and updating board policies and ensuring that all policies comply with *Florida Statutes*. The executive director of Policy and Compliance also addresses student issues and reviews school contracts that can be approved by the superintendent but do not require board approval. The executive director of Policy and Compliance is a nonpracticing attorney and is assisted by three support staff.

The Policy Handbook Review Subcommittee (subcommittee) of the board meets every other month, except in June, July, and August. While some board policies are revisited annually, the subcommittee conducts a review of all board policies over a two-year rotation to ensure that the policies reflect current practices and legislative mandates. In some instances, policies must be updated prior to the scheduled review. All policy review subcommittee meetings are noticed, posted, and open to the public. The policy update process is as follows:



- During each meeting, the subcommittee reviews one chapter of the policy manual with the assistance of District staff.
- Policy & Compliance staff send the entire policy to individual staff members to review specific provisions of the policy with instructions to return any changes within a given time frame.
- Policy & Compliance staff review the changes and, if necessary, determine what other school districts are doing.
- Policy & Compliance staff review the citations in the policies to ensure they are accurate.
- The executive director of Policy and Compliance meets with the superintendent and chief of staff to review the revisions.
- The executive director of Policy and Compliance meets with the chief of staff, superintendent, board chair, and the chief legal counsel to review the revisions.
- At the board subcommittee meeting, the staff member (owner) presents the policy to the board subcommittee and answers any question.
- Policy & Compliance staff prepare a notice of public hearing 28 days before the regular board meeting for those policies that make it through the subcommittee meeting.
- The policy goes to the board workshop where it is pulled for further discussion.
- If approved, the policy goes to the full board for the public hearing.
- During the full board meeting, the board chair opens the public hearing where the public has an opportunity to provide input.
- After public input, the board votes on the policy changes.

Based on MJ's review, there are no issues or concerns regarding whether the program has a process to assess its compliance with applicable (i.e., relating to the program's operation) federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies. Accordingly, Subtask 6.1 is met.

SUBTASK 6.2 – Review program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.

MJ did not divide Subtask 6.2 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District's internal control environment is universal and applies to all three areas.

To address the requirements of this subtask, MJ reviewed examples of program controls designed to monitor and ensure compliance with laws, contracts, agreements and policies and procedures. These controls include:

- External Audits
- Internal Audits



- Financial System (SAP) Controls
- Written Policies and Procedures including Approval Authority
- Management Reports

A. External Audits

While the findings and recommendations in both external and internal reports examined may not relate directly to facilities planning, use, and construction; security and technology equipment purchasing; or facilities leasing and debt service, they contain findings and recommendations that require a management response. Therefore, MJ reviewed audit reports in Subtask 6.2 and the timeliness of management’s response to such reports in Subtask 6.3 to provide evidence as to whether District management is responsive to audit recommendations no matter the source or subject and indicates the effectiveness of internal controls.

MJ reviewed the District’s external audit reports to determine if the auditors had identified internal control weaknesses that directly impact the program. Other external reports were also reviewed in **Subtasks 1.3 and 1.4**.

During an audit of a governmental entity, independent auditors perform procedures and issue reports that address the entity's internal controls. The District's independent auditors issued the reports in connection with their audit, which are shown in **Figure 6-1**.

**FIGURE 6-1
Summary of External Audit Reports Findings – FY2016, FY2017, FY2018**

INDEPENDENT AUDITOR REPORTS FINDINGS			
Report Description	FY18	FY17	FY16
<i>Report of Independent Auditor on Internal Control over Financial Reporting and on Compliance and Other Matters Based on Audit of the Financial Statements Performed in Accordance with Government Auditing Standards</i>	Internal Control Deficiency #2018-001 Capital Asset Reporting in Schedule of Findings and Questioned Costs	No findings.	No findings.
<i>Report of Independent Auditor on Compliance for Each Major Program and on Internal Control over Compliance Required by the Uniform Guidance</i>	No findings.	No findings.	No findings.
<i>Schedule of Findings and Questioned Costs</i>	Significant deficiency identified #2018-001 Capital Asset Reporting: Certain construction in progress costs were not transferred to capital assets on a timely basis; CIP accruals were not reversed for five years; some capital outlays had not been capitalized; and some depreciable	No findings.	No findings.



INDEPENDENT AUDITOR REPORTS FINDINGS			
Report Description	FY18	FY17	FY16
	items were reported as non-depreciable. Overall resulting \$17 million understatement of net capital assets.		
<i>Summary Schedule of Prior Audit Findings</i>	No findings.	Prior year findings #2016-001 and #2016-002 Federal Award Programs - Child Nutrition Cluster. Did not obtain approval for capital expenditures totaling \$85,699. Also charged ineligible capital expenditures as indirect costs.	No findings.
<i>Corrective Action Plan</i>	The District implemented a software change to address the year-end accrual error. Also, Finance staff conducted a detailed reconciliation of CIP to ensure capital assets are properly classified and reported. Enhanced reconciliation process to be performed for FY2018-2019 by June 30, 2019.	No findings.	No findings.
<i>Independent Auditor's Management Letter</i>	Internal Control Deficiency #2018-001 Capital Asset Reporting in Schedule of Findings and Questioned Costs	No findings.	No findings.
<i>Report of Independent Accountant on Compliance with Local Government Investment Policies</i>	No findings.	No findings.	No findings.

Source: Duval County Public Schools' Comprehensive Annual Financial Report (CAFR) Fiscal Year 2016-2018.

MJ reviewed management's response dated April 17, 2019 to the auditor's report dated December 28, 2018 noting that the CFO attached a corrective action plan to the audit report with an anticipated completion date of June 30, 2019. The corrective action plan indicated that for the 2018-2019 fiscal year, the Finance Department's enhanced reconciliation process would be performed on the current year capital asset activities and the capital asset records would be adjusted accordingly. In addition, the corrective action plan indicates that the department would continue to refine its reconciliation processes and communication with other



departments to ensure that all capital assets are properly classified and reported. MJ also reviewed documentation attached to the District’s response to the auditor supporting the corrections made and planned changes in procedures.

In addition to the external auditor’s independent audit, the state auditor conducts periodic audits of the District. The scope of the audit includes determining whether the District has established and implemented a system of internal controls to provide for the proper authorization of financial transactions; provide reasonable assurance of the reliability of the recording and reporting of the District’s operations; provide reasonable assurance of the reliability of the recording and reporting of Federal transactions; promote and encourage economic and efficient operations; provide for compliance with applicable laws, rules, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the District’s financial statements or SEFA; and provide for adequate safeguarding of the District’s assets. MJ reviewed the following finding in the most recent state auditor’s report included in **Figure 6-2**.

FIGURE 6-2
Summary of External Audit Reports Findings – State Auditor’s Report

STATE AUDITOR REPORTS FINDINGS			
Finding	Recommendation	Management Response/ Corrective Action	Work Performed by MJ
The District could enhance controls for monitoring contractual service agreements and related payments. A similar finding was noted in the report no. 2014-076. For example, the District issued a RFP for roofing repair projects and the lowest bidder was selected. However, the District subsequently issued a purchase order and paid the vendor over \$500,000 for repairs on four buildings with a roof type that was not listed in the RFP. Additionally, the purchase order included materials and supplies in an “unidentified task” category which was listed in the RFP. Since these costs were not based on specifications in the RFP,	Ensure that contracts awarded using a competitive procurement process are based on the applicable specifications in the bid request or RFP.	All “unidentified tasks” will be included in a proposal/ bid and shall subsequently include detailed documentation to identify specifically what was purchased. In addition to enhancing and monitoring current contract procedures, Purchasing has developed as Administrative Contracting Officer Training Program to provide guidance, as well as resources to include a manual, checklists, and contract-related documents for District employees engaged in the administration of contracts.	To demonstrate the District’s corrective action taken, MJ was provided an administrative Officer Contract Checklist and a PowerPoint presentation titled Contract Administration available on the website. Neither document is dated nor address “unidentified tasks”.



STATE AUDITOR REPORTS FINDINGS			
Finding	Recommendation	Management Response/ Corrective Action	Work Performed by MJ
the District cannot demonstrate that the purchase was made following required competitive procurement procedures.			

Source: *State of Florida's Auditor General's Operational Audit Report, March 2017.*

B. Internal School Board Auditor and School Auditor Reports

Internal School Board Audit Function

The District has two (2) internal audit functions. The internal school board audit function was established to comply with *Florida Statute 1001.42-Powers and Duties of District School Board*, which requires school districts receiving in excess of \$500 million federal, state, and local funds annually to employ a school board internal auditor. The incumbent internal school board auditor has been in the position since February 2019 and reports directly to the full board and administratively to the board chair.

No audit reports have been issued during the incumbent internal school board auditor's tenure and a current audit plan has not been developed. The former internal school board auditor left the position in February 2018 to become the District's current CFO resulting in a vacant position for one year.

School Internal Audit Function

The second internal audit function is led by the director, Internal Auditing who reports to the District's chief financial officer (CFO). The individual has a staff of seven auditors who conduct school fund audits and five financial records analysts, one of whom is part-time. The financial records analysts review the financial books and records of every school each month.

Board policy 7.60- *Audits* outlines requirements for District audits. Basic requirements include the following:

- The school board selects an independent auditor to perform audits of the District when the Florida Auditor General will not complete one within the twelve (12) month period immediately following the fiscal year or if otherwise deemed by the board.
- The school board establishes an audit committee as required by *Florida Statutes*. The primary role of the committee is to assist in selecting an auditor to conduct the annual financial audit.
- For internal audits of school campus and activity funds, each principal must report in writing to the director, Internal Auditing within ten (10) business days of receiving an



audit report. The written report must address the audit report and any discrepancies noted.

- Nonfinancial audits must be conducted by persons or entities qualified to conduct audits of the program, functions, or service to be audited.
- Results of all audits must be provided to the school board and the internal school board auditor for information and appropriate action consistent with law if action is required.

The District’s school fund auditors conducted audits for Fiscal Years 2013-2014 through 2017-2018 to determine the completeness and accuracy of the school’s financial records for internal accounts, including, but not limited to, letters, contracts, invoices, etc.; our inspection of certain assets; correspondence with various people and companies with which the school conducts business; and observation of school employees. MJ reviewed a sample of four (4) school activity fund audit reports shown in **Figure 6-3** noting the audit recommendations were addressed.

FIGURE 6-3
Sample of School Internal Audit Reports Reviewed

Report Name/Date	Audit Period	Results	Work Performed by MJ
Lake Lucina Elementary School Internal Accounts- June 2019	Fiscal Years 2013-2014 through 2017-2018	Ten (10) Findings and 10 Recommendations	MJ noted that an informal list of responses was attached to the audit report with no author, addressee, date, or other identifying information. Therefore, MJ could not determine if the list represented a formal response from the principal. However, according to the Internal Audit Department’s spreadsheet of audits conducted during Fiscal Year 2019, the school’s response was received.
New Berlin Elementary School, No. 150 Operational Audit Report School Internal Accounts/June 2019	July 1, 2013 through June 30, 2018	Fourteen (14) Findings and 14 Recommendations	MJ reviewed the school’s response that was attached to the audit report noting that it addressed each of the recommendations.
Operational Audit Report School Internal Accounts Samuel Wolfson School for Advance Studies and Leadership No. 3224/ June 2019	Four-year period ending June 30, 2018	Eight (8) Findings and 8 Recommendations	MJ reviewed the school’s response that was attached to the audit report noting that it addressed each of the recommendations.
Operational Audit Report School Internal Accounts Joseph Stilwell Military Academy of Leadership, No. 3219/ July 2019	Four-year period ending June 30, 2018	Ten (10) Findings and 10 Recommendations	MJ reviewed the school’s response that was attached to the audit report noting that it addressed each of the recommendations.

Source: *The Indicated Reports.*



C. Financial System (SAP) Controls

The District’s SAP system includes internal controls including system access, workflow approval process to generate purchase orders, budget requirements, and expenditures limits.

D. Written Policies and Procedures including Approval Authority

While some board policies are revisited annually, the District’s requirement is for the School Board to conduct a review of all of the board policies over a two-year rotation. This is to ensure that policies reflect current practices and legislative mandates. In some instances, policies must be updated prior to the scheduled review. MJ reviewed various board policies including authorization requirements for expenditures and contracts. However, the District lacks detailed procedure manuals to document the specific requirements including checklists, technology tools, and reports to comply with the board policies. **Figure 6-4** and **6-5** presents an overview of some of the most relevant policy requirements.

FIGURE 6-4
Overview of Relevant DCPS’ Policies & Procedures

Policy Number/Title	Key Requirements	Last Revised
CHAPTER 7.00 SCHOOL BUDGET SYSTEM		
7.10 School Budget System	<ul style="list-style-type: none"> School Board shall adopt a balanced budget annually and submit it to the State. The budget shall be related to the goals, objectives, and strategic plan of the District’s programs. 	May 2019
7.20 Accounting and Control Procedures	<ul style="list-style-type: none"> Financial records and accounts shall be kept as prescribed by in the publication “Financial and Program Cost Accounting and Reporting for Florida Schools” 	May 2017
7.29 Debt Management	<ul style="list-style-type: none"> The District may utilize long-term debt for the acquisition of land and the acquisition, construction or renovation of facilities and equipment and to refund outstanding debt. The District shall select an underwriting team to assist with the issuance of long term debt and implementation of its capital plan. 	May 2019
7.41 Authority to Sign Contracts, Agreements and Memoranda of Understanding	<ul style="list-style-type: none"> The Superintendent is authorized to approve and execute contracts and agreements for \$75,000 or less per fiscal year. Such agreements shall be reported to the Board quarterly. 	September 2014
7.60 Audits	<ul style="list-style-type: none"> The School Board shall select an independent auditor to perform district audits. Results of all audits shall be provided to the School Board and Board Internal Auditor. 	May 2019
7.64 Internal Controls	<ul style="list-style-type: none"> The Superintendent or designee shall develop internal controls for all systemic functions of law, finance, audit, inventory and accountability. Staff shall review the internal controls annually and shall revise procedures as appropriate to ensure a strong system of internal control. 	May 2019



Policy Number/Title	Key Requirements	Last Revised
7.70 Purchasing	<ul style="list-style-type: none"> Authority of the director of Purchasing Administration (and Facilities): The director of Purchasing Administration shall serve as the DCPS procurement officer except that the executive director Design and Construction Services shall serve as the principal procurement officer for real property and construction contracts (I.1.). Awards exceeding \$75,000 require Board approval except for routine commodity products and purchases such as contracts with other governmental agencies per section II.J.1. (II.B.). Competitive sealed bidding from three or more sources for purchases exceeding \$50,000. (II.C.1). Change Orders (non-construction and construction) less than 3% of approved costs or \$50,000 whichever is greater, can be approved by the Superintendent. All construction change orders shall be reported to the School Board. All exceeding the limit must be approved by the School Board. (II.F.) 	December 2014
7.76 Payments to Contractors During Construction	<ul style="list-style-type: none"> Contractor shall submit a monthly application for payment to the design professional for each progress payment. Final payment may be released upon receipt of the Certificate of Final Inspection issued by the DCPS Office of Code Enforcement and written acceptance of the project by the architect/engineer and another designated DCPS employee. 	August 2014
7.81 Acquisition of Real Property	<ul style="list-style-type: none"> Determination by the School Board to acquire real property shall be based on approved master planning data; surveys; title search; insurance; etc. 	
CHAPTER 8.00 AUXILIARY SERVICES		
8.57 Substantial and Final Completion of Construction Projects	<ul style="list-style-type: none"> The School Board accepts the project as substantially completed based on forms certified by the design professional, contractor, and Design and Construction Services. Completion of punch list items must be completed in the prescribed time per the construction contract. 	November 2008
8.60 Technical Plan	<ul style="list-style-type: none"> The Superintendent shall develop a comprehensive Technology Plan subject to School Board Approval. 	November 2008

Source: DCPS Board Policy Manual.

The District’s Purchasing Guidelines Manual (last updated December 2018) include references to specific State Board Rules, *Florida Statutes*, and DCPS Board Policy 7.70 Purchasing Policies. A few key requirements are listed in **Figure 6-5**.



FIGURE 6-5
Excerpts from DCPS' Purchasing Guidelines

Section No.	Key Requirements
<i>4. Competitive Quotations Between \$1,000-\$4,999</i>	Buyers required to seek at least a verbal quotation.
<i>5. Purchases Between \$5,000-\$49,999</i>	Requires a minimum of three written quotations.
<i>25. Purchases For \$50,000 or More</i>	Requires competitive sealed bids.
<i>40. Board Approval</i>	Awards in excess of \$75,000 require Board approval except for commodity products and purchases made pursuant to Florida Administrative Purchasing Rules.
<i>56. Contract and Acquisition Committee (CAC)</i>	The Contract and Acquisition Committee (CAC) responsibilities include: 1) Review and approve Purchasing Plan Proposals (PPP) submitted by various end-users on procurement requests greater than \$50,000 with no competition; 2) Monitor contract actions through Purchasing Services to ensure end-users follow guidelines set forth by the CAC; and 3) Review the contract log to kept abreast of recurring contracts and acquisition methods used within DCPS.

Source: DCPS Purchasing Guidelines, December 2018.

E. Management Reports

The District uses various management reports as discussed in Subtask 1.1 to monitor for compliance with legislation and policies and procedures including budget and expenditure limits.

F. Internal Control Questionnaire

The management of an organization is responsible for maintaining an effective system of internal control. Accordingly, MJ deployed an internal control questionnaire to the chief financial officer, business services director, financial reporting director, chief information officer, director of Purchasing Administration, director, Payroll and internal school board auditor, to obtain management's assessment of internal controls. The questionnaire asks specific questions about the existence and effectiveness of internal controls and rates each response from 1 (very weak) to 5 (very strong). The business functions included on the survey are as follows:

- Segregation of Duties
- Purchasing
- Contract Management
- Payroll
- Accounts Payable



- Accounts Receivable
- Cash Management & Investment
- Information System Security
- Information System Access
- Information System Backup & Recovery

All survey respondents rated the effectiveness of these functions as 5-Very Strong or N/A if the function did not apply to them. In addition to the survey questions, there were two open-ended questions:

1. What are the top five (5) challenges, risks, or significant internal control issues that exist with respect to projects funded by a sales surtax or other sources as they relate to the development, construction, and operation of transportation facilities and services?
2. Are there any critical/urgent control issues which require immediate attention?

No survey respondents indicated if there were any critical/urgent issues or internal control weaknesses. MJ noted no significant or material weaknesses in internal controls from the perspective of the District management who completed the questionnaire.

Conclusion

Program internal controls require improvement including the following areas:

- Detailed procedure manuals to document the specific requirements including checklists, technology tools, and reports to comply with the board policies.
- Clear and complete documentation to provide evidence that audit recommendations were fully implemented.
- Consistency in maintaining the internal school board auditor function: the internal school board auditor position was vacant for one (1) year during which no internal audits were conducted or audit plan developed.

As a result, this subtask is partially met regarding the review of program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.

RECOMMENDATION

The District should document detailed procedure manuals, maintain appropriate supporting documentation implementation of audit recommendations, and ensure that the internal school board auditor functions continue through outsourcing or other alternatives if vacancies occur.



SUBTASK 6.3 – Determine whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.

MJ did not divide Subtask 6.3 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the District’s practice of taking reasonable and timely actions to address any noncompliance is universal and applies to all three (3) areas.

To address the requirements of this subtask, the MJ Team reviewed whether corrective actions were timely taken to address auditor findings discussed in Subtask 6.2 regarding the School Internal Audit function and if reasonable actions were taken to close the audit findings regarding enhancing controls for monitoring contractual service and capital asset reporting and reconciliation.

The Internal Audit Department maintains a spreadsheet of activity fund audits conducted each year. The schedule shows the date the draft report was delivered to the school and the date the school submitted its response. Board Policy 7.60 requires that the school respond to internal audit reports within ten (10) business days. MJ performed an analysis of the schedule noting that of the 42 audits for which draft reports had been issued during Fiscal Year 2019, three (3) schools did not respond to the audit report and 24 did not respond within ten (10) business days. In summary, 64 percent of schools were in violation of board policy. In addition, two (2) of the four (4) schools reviewed in **Figure 6-6** did not respond within ten (10) days as required by Board Policy.

FIGURE 6-6
Sample of School Internal Audit Reports Reviewed

Report Name/Date	Audit Period	Results	Reasonable/Timely Actions Taken?	Work Performed by MJ
Lake Lucina Elementary School Internal Accounts-June 2019	Fiscal Years 2013-2014 through 2017-2018	Ten (10) Findings and 10 Recommendations	No	MJ noted that an informal list of responses was attached to the audit report with no author, addressee, date, or other identifying information. Therefore, MJ could not determine if the list represented a formal response from the principal. However, according to the Internal Audit Department’s spreadsheet of audits conducted during Fiscal Year 2019, the school’s response was received 27 days after issuance of the draft report in violation of the 10 business day requirement in Board Policy 7.60.



Report Name/Date	Audit Period	Results	Reasonable/Timely Actions Taken?	Work Performed by MJ
New Berlin Elementary School, No. 150 Operational Audit Report School Internal Accounts/June 2019	July 1, 2013 through June 30, 2018	Fourteen (14) Findings and 14 Recommendations	Yes	MJ reviewed the school's response noting that it was provided within the 10 business days required by Board Policy 7.60.
Operational Audit Report School Internal Accounts Samuel Wolfson School for Advance Studies and Leadership No. 3224/June 2019	Four-year period ending June 30, 2018	Eight (8) Findings and 8 Recommendations	Yes	MJ reviewed the school's response noting that it was provided within the 10 business days required by Board Policy 7.60.
Operational Audit Report School Internal Accounts Joseph Stilwell Military Academy of Leadership, No. 3219/July 2019	Four-year period ending June 30, 2018	Ten (10) Findings and 10 Recommendations	No	MJ reviewed the school's response noting that it was not dated. According to the Internal Audit Department's spreadsheet of audits conducted during Fiscal Year 2019, the school's responses were submitted 20 days after the draft report date, in violation of Board Policy 7.60

Source: The Indicated Reports.

MJ also reviewed the District's response to the findings discussed in Subtask 6.2 for reasonable and timely actions as shown in **Figure 6-7**.

FIGURE 6-7
Corrective Action Status of External Audit Report Recommendations

Finding/Recommendation	District's Corrective Action Procedures	Reasonable/Timely?
Finding per 2017-18 Comprehensive Annual Financial Report		
<p>Finding Summary: Certain construction in process ("CIP") included in governmental capital assets was not transferred out of CIP on a timely basis and that CIP associated with year-end accruals over the past five years was improperly removed.</p>	<p>Initial Response in Audit Report dated December 28, 2018 and Follow Up Response dated April 17, 2019</p> <p>1. For the 2018-2019 fiscal year, the Finance Department's enhanced reconciliation process was performed on the current year capital asset activities and capital asset records were adjusted accordingly. The</p>	<p>Yes. The corrective action procedures were reasonable and timely. However, departmental procedures were not provided to determine if the ongoing reconciliation requirements are</p>



Finding/Recommendation	District's Corrective Action Procedures	Reasonable/Timely?
<p>Recommendation: December 28, 2018</p> <p>1. The District implemented a software change that addressed the year-end accrual error and Finance Department personnel conducted a detailed reconciliation of construction in progress (CIP) to ensure projects were properly classified and reported. The auditors recommended that this detailed reconciliation process continue to occur at least annually.</p> <p>2. Additionally, the auditors recommended that the Finance Department improve communication processes with the other departments to ensure that Finance is notified regarding all capital assets that are placed into service.</p>	<p>department would continue to refine its reconciliation process.</p> <p>2. The department would communicate with other departments to ensure that all capital assets are properly classified and reported. For example, the Chief Financial Officer is emailed a copy of the Project Status Report from the Executive Director, Design, Construction, and Contracts and forwards it to the Coordinator, Capital Assets. The coordinator determines what projects are at substantial completion and may need to be reclassified out of CIP into the appropriate capital asset category (Buildings, Improvements, etc.). Once the coordinator reviews the report and has questions, the coordinator works with Design and Construction Services for clarification.</p>	<p>documented to ensure future compliance.</p>

Finding per March 2017 State of Florida Auditor General's Report

<p>The District could enhance controls for monitoring contractual service agreements and related payments. For example, the District issued a RFP for roofing repair projects and the lowest bidder was selected. However, the District subsequently issued a purchase order and paid the vendor over \$500,000 for repairs on four buildings with a roof type that was not listed in the RFP. Additionally, the purchase order included materials and supplies in an "unidentified task" category which was listed in the RFP. Since these costs were not based on specifications in the RFP, the District cannot demonstrate that the purchase was made following required competitive procurement procedures.</p>	<p>Initial Response in Audit Report Dated March 2017 and Corrective Action Plan Dated February 2019</p> <p>1. All "unidentified tasks" will be included in a proposal/ bid and shall subsequently include detailed documentation to identify specifically what was purchased.</p> <p>2. In addition to enhancing and monitoring current contract procedures, Purchasing has developed as Administrative Contracting Officer Training Program to provide guidance, as well as resources to include a manual, checklists, and contract-related documents for District employees engaged in the administration of contracts.</p>	<p>Cannot determine if reasonable and timely. According to the assistant superintendent Operations, the District corrected the unidentified task by requiring a hard bid for all roofing repairs. The initial period expired on December 2018. It is unclear when this process was implemented to determine if the action was timely. If this means that the District will discontinue the practice of allocating costs to unidentified tasks, then the action is reasonable.</p>
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Source: Referenced Reports and Corrective Action Plans.



Conclusion

School Audits

Over 64 percent of schools, for which activity fund audits had been performed during Fiscal Year 2019, were in violation of board policy requiring a 10-working day response to audit findings. In addition, the District lacked documentation clarifying the implementation of two (2) external audit corrective action plans. Thus, MJ concludes that the District inconsistently takes reasonable and timely actions to address noncompliance.

If not corrected, schools may continue to violate board policy, which could lead to weaknesses in school internal controls over activity funds not being addressed. This situation could expose the District to misuse and/or misappropriation of activity funds.

External Audits

For one audit recommendation, the corrective action procedures were reasonable and timely. However, departmental procedures were not provided to determine if the ongoing reconciliation requirements are documented to ensure future compliance.

Thus, this task is partially met.

RECOMMENDATION

The district should enforce Board Policy 7.60 requiring schools to respond to activity fund audits within ten (10) business days, and the Internal Audit Department should enhance follow up efforts including early reporting of noncompliant schools to the board audit committee. In addition, the corrective action plans and management responses should clearly explain the actions taken and reference the name and location of specific checklists and procedures developed or revised to implement the recommendation.

SUBTASK 6.4 – Determine whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations.

MJ did not divide Subtask 6.4 into facilities planning, use, and construction; security and technology equipment purchasing; and facilities leasing & debt servicing categories because the determination of whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations is universal and applies to all three areas.

To address the requirements of Subtask 6.4, MJ reviewed *Florida Statute 212.055(6)*, school Agenda Item #47 from the board's regular May 7, 2019, meeting regarding the surplus sales tax referendum, proposed City Ordinance 2019-380 calling for a special election on November 5, 2019, and certain sections of the City of Jacksonville's Charter related to consolidated government.



Florida Statute 212.055(6) establishes the conditions under which a school board may levy a ½ cent school capital outlay surtax. The school board must pass a resolution that takes effect only upon approval by a majority vote of the electors of the county voting in a referendum. The resolution must include a statement that provides a brief and general description of the school capital outlay projects to be funded by the surtax. The statute also requires that the resolution present a plan for the use of the surtax proceeds as follows:

- fixed capital expenditures or fixed capital costs associated with the construction, reconstruction, or improvement of school facilities and campuses which have a useful life expectancy of five (5) or more years;
- land acquisition, land improvement, design, and engineering costs related thereto;
- costs of retrofitting and providing for technology implementation, including hardware and software, for the various sites within the school district;
- bond indebtedness to finance authorized projects including accrued interest; and
- none of the proceeds of the surtax nor any interest accrued on the funds may be used for operational expenses.

On May 7, 2019, the school board approved Agenda Item #47, which was a resolution directing a referendum to be held on November 5, 2019, to put before voters a one-half cent discretionary sales surtax. As required by law, the resolution includes the following statement that provides a brief and general description of the school capital outlay projects to be funded by the surtax and is consistent with the provisions of *Florida Statute 212.055(6)*:

The Plan consists of fixed capital expenditures or fixed capital costs associated with the construction, reconstruction, or improvement of school facilities and campuses which have a useful life expectancy of five (5) years or more, and any land acquisition, land improvement, design and engineering costs associated therewith. In addition, the Plan also has a component for costs of installing safety and security equipment, and retrofitting and providing for technology implementation, including hardware and software, for various sites within the District. The Plan also includes the making of lease payments under the lease purchase agreements pursuant to sections 1001.42(11)(b)5. And 1013.15(2), Florida Statutes, and/or servicing of bond indebtedness to finance expenditures authorized by section 212.055(6), Florida Statutes. Neither the proceeds of the Sales Surtax nor any interest acquired thereto shall be used for operational expenses.

Exhibit A of the resolution outlines specifically how the surtax funds will be used. MJ noted that the planned uses of the funds, listed below, are consistent with *Florida Statute 212.055(6)*:

- Upgrading and modernizing schools and facilities to keep them safe and make them more conducive to learning through renovation, repair, remodeling, replacement, construction, security, and technology improvements.
- Acquiring land, constructing new school facilities (including new facilities at existing schools), demolishing, reconstructing and improving school facilities, including costs of retrofitting and providing for technology implementation.



- Acquiring equipment including safety and security.
- Acquiring technology hardware and software, including upgrades, implementation, hardware, and software with a useful life expectancy of five (5) or more years.
- Reducing portable classrooms as appropriate to improve school facilities.
- Designing and engineering costs.
- Making lease payments under the lease purchase agreements pursuant to sections 1001.42(11)(b)5. and 1013.15(2), *Florida Statutes*.

At its regular meeting on July 2, 2019, the school board approved the superintendent's master plan recommendations entitled: *A Bold Plan for Duval County Public Schools*. MJ reviewed the document noting that plans to enhance safety and security, increase utilization rates, removing over \$1 billion dollars in deferred maintenance costs, and consolidating schools with a high facilities condition index are consistent with the required used outlined in *Florida Statute 212.055(6)*.

Based on MJ's review, there are no issues or concerns regarding whether program administrators have taken reasonable and timely actions to determine whether planned uses of the surtax are in compliance with applicable state laws, rules, and regulations. Accordingly, Subtask 6.4 is met.



MANAGEMENT RESPONSE



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Superintendent

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Re: Management Response to the Performance Audit Report – Duval County Public Schools

Please see below the District’s response to the Performance Audit Subtasks rated Partially Met.

Subtask 1.6 - Based on MJ’s work in the facilities planning, use, and construction area, the five projects costs were reasonable and projects were completed well and within budget. However, only four out of five projects were completed timely. An executed change order for the project delay was not provided.

District Response – The District will ensure that sufficient documentation exists for projects not completed on time and that all requirements for approved extensions and/or changes are received and memorialized in the project file.

Subtask 2.1 – Our work revealed that 30 non-supervisory staff were placed into the supervisor labor category in the Application Development Department five (5) years ago as a result of a salary survey conducted by the Human Resources Division. Assigning supervisory titles to staff with no supervisory responsibility blurs lines of authority and potentially creates unrealistic career paths for employees.

District Response – The District will complete a compensation and classification study to determine appropriateness of Information Technology Division positions using a combination of national, state and local benchmarks.

Subtask 2.2 - Our work revealed that Facilities and Maintenance Services has encountered some difficulties attracting qualified workers for HAR Mechanic positions reflecting the rising wage levels in the city. Contract staff is used where needed and project budgets and backlogs are within reason when contract staff is utilized.

District Response – The District utilizes contract providers in this area to meet maintenance needs due to vacancies. The district conducted a salary study in March 2019 comparing wages with similar sized school districts in the state and surrounding districts, and has proposed an



appropriate wage adjustment for both current and newly hired HAR mechanics within the appropriate employee bargaining unit. District staff will continue to negotiate appropriate increases with the exclusive bargaining agent for employees in this classification.

Subtask 4.1 - Based on MJ's review, the program objectives align with the strategic plan and are clearly stated. However, the goals and objectives are not measurable, and, as a result, it is unclear whether they can be achieved within budget. Thus, the assessment is partially met regarding whether program goals and objectives are clearly stated, measurable, can be achieved within budget, and are consistent with the District's strategic plan.

District Response – Staff will ensure clear evidence is available to reflect program objectives that are measurable and can be achieved within budget. The District will reinstitute its former strategic plan monitoring process, or a modified variation, to ensure program objectives and goals are monitored on an ongoing basis and to allow for adjustments as needed.

Subtask 4.2 - Based on MJ's work, the District did not provide a standard management report by project that demonstrates that cost and timing variances are monitored and reported. Thus, this assessment is partially met regarding the measures, if any, the District uses to evaluate program performance and if they are sufficient to assess program progress toward meeting its stated goals and objectives.

District Response – The district will continue to monitor and track projects through appropriate metrics. A standard management reporting tool will be developed that allows project cost and variances to be monitored toward stated program goals and objectives.

Subtask 4.3 - Based on MJ's review, it was observed that comprehensive administrative procedures are not developed to document processes and relevant checklists and required reports to enhance the internal control environment. In addition, the purchasing director reports to the executive director of Facilities Planning. In most organizations, the purchasing function reports to the Financial Division. Thus, this sub task is partially met regarding internal controls, including policies and procedures, to determine whether they provide reasonable assurance that program goals and objectives will be met.

District Response – The district will review its current administrative guidelines and determine if supplemental procedures should be memorialized to facilitate better internal controls. Additionally, a review of the current organizational placement of the Purchasing Department will occur to determine if a change is needed.

Subtask 5.5 - Our work revealed that while the District provided multiple examples of taking timely actions to correct erroneous and/or incomplete information that has been provided to the public no formal procedures are in place to: (1) document the process/procedure that should be followed, (2) ensure all appropriate staff are knowledgeable of the process/procedure, and (3) to ensure consistency.

District Response – Management has set clear expectations regarding the transparency and accuracy of published information. To ensure consistency throughout the district, these expectations regarding the timely correction of erroneous or incomplete information that has been provided to the public will be compiled and disseminated in written procedures to memorialize management's expectations in this area.



Subtask 6.2 - Based on MJ's review, Program internal controls require improvement including the following areas:

1. Detailed procedure manuals to document the specific requirements including checklists, technology tools, and reports to comply with the board policies.
2. Clear and complete documentation to provide evidence that audit recommendations were fully implemented.
3. Consistency in maintaining the internal school board auditor function: the internal school board auditor position was vacant for one (1) year during which no internal audits were conducted, or audit plan developed.

Thus, the assessment is partially met regarding the review of program internal controls to determine whether they are reasonable to ensure compliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures.

District Response – The District will incorporate its current audit review processes into a district Audit Procedure Manual to include appropriate checklists and other resources used to monitor corrective actions. Should a long term vacancy exist in a primary function that oversees audits, the district will review options to ensure planned audits are conducted as scheduled and monitoring is not interrupted.

Subtask 6.3 - Based on MJ's review, over 64 percent of schools, for which activity fund audits had been performed during Fiscal Year 2019, were in violation of board policy requiring a 10-working day response to audit Subtasks. In addition, the District lacked documentation clarifying the implementation of two (2) external audit corrective action plans. Thus, MJ concludes that the District inconsistently takes reasonable and timely actions to address noncompliance. Thus, this sub task is partially met regarding whether program administrators have taken reasonable and timely actions to address any noncompliance with applicable federal, state, and local laws, rules, and regulations; contracts; grant agreements; and local policies and procedures identified by internal or external evaluations, audits, or other means.

District Response – The District's Finance department will offer annual training to ensure school-based staff are familiar with policy requirements regarding audit responses. Staff will monitor audit responses to ensure that corrective action plans are submitted timely and include appropriate corrective actions with sufficiently detailed processes outlined.

Sincerely,

Diana L. Greene, Ph.D.
Superintendent of Schools