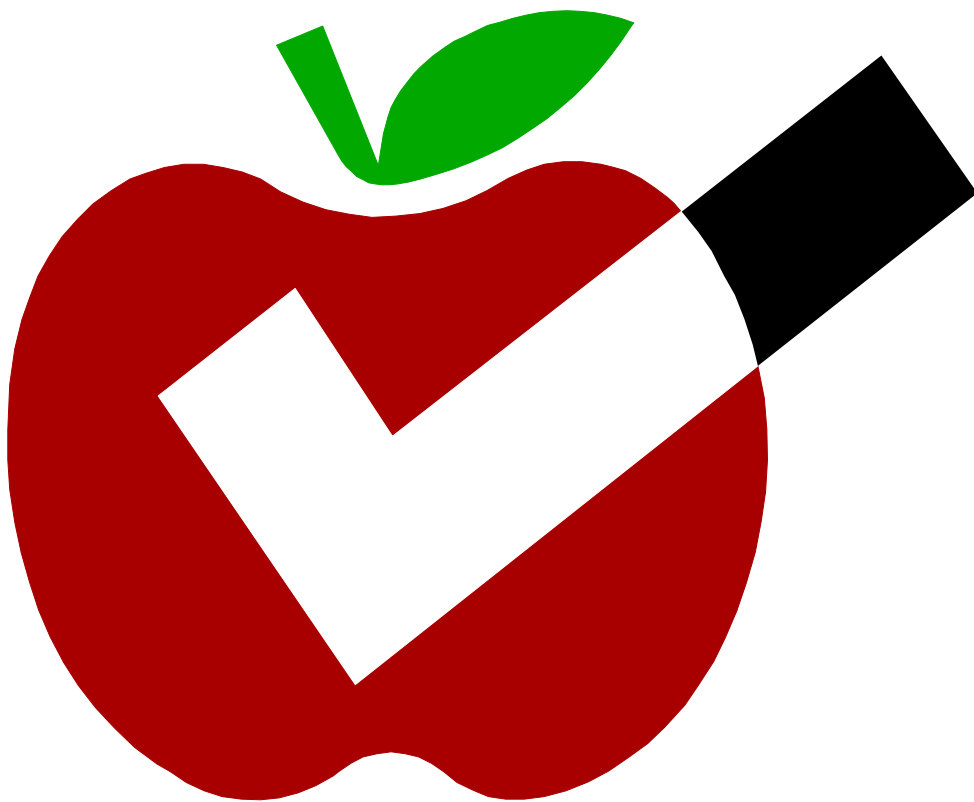


Performance Review and Best Financial Management Practice Review

*Brevard County School District
August 1999*



MGT
of America
Tallahassee, Florida

oppaga

Office of Program Policy Analysis
and Government Accountability
an office of the Florida Legislature



The Florida Legislature

OFFICE OF PROGRAM POLICY ANALYSIS AND GOVERNMENT ACCOUNTABILITY



John W. Turcotte, Director

August 31, 1999

The President of the Senate,
the Speaker of the House of Representatives,
and the Joint Legislative Auditing Committee

I have directed that a Combined Performance Review and Best Practices Review (Combined Review) be conducted of the Brevard County School District. The 1998 Legislature directed that OPPAGA contract for a performance review of the district, and the Brevard County School Board voted to request a best practices review simultaneous with the performance review. The results of this Combined Review are presented in this report. This review was made pursuant to ss. 230.2302 and 230.23025, F.S.

OPPAGA is issuing the *Digest of the Combined Performance Review and Best Financial Management Practice Review, Brevard County School District* to comply with the law that directs OPPAGA to issue a report to the district regarding its use of the best practices and cost savings recommendations.

This review was conducted by MGT of America, Inc., the Office of Program Policy Analysis and Government Accountability, and the Auditor General. MGT of America, Inc., was responsible for fieldwork and developing report findings and recommendations. OPPAGA and the Auditor General attended site visits to monitor fieldwork, and reviewed and edited the report. OPPAGA made the final determination on the district's use of Best Financial Management Practices, based on information in the final report and in consultation with MGT of America, Inc.

Kim McDougal was the contract manager for this review. Other OPPAGA staff included Curtis Baynes, Yvonne Bigos, Sabrina Hartley and Lesley Kalan under the coordination of Jane Fletcher. Auditor General staff included Jim Kiedinger and Jim Stultz under the supervision of David Martin.

We wish to express our appreciation to the staff of the Brevard County School District for their assistance.

Sincerely,

John W. Turcotte
Director

**BREVARD COUNTY SCHOOL DISTRICT
COMBINED REVIEW**

Final Report

SUBMITTED BY:

**MGT OF AMERICA, INC.
2123 CENTRE POINTE BOULEVARD
TALLAHASSEE, FLORIDA 32308**

August 19, 1999

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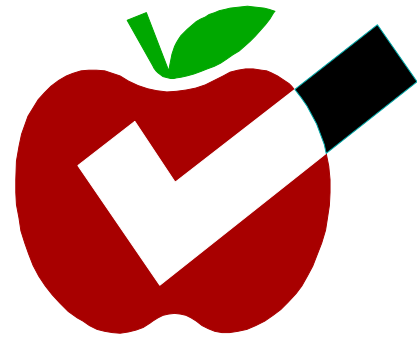
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Digest
 Combined Performance
 Review and Best Financial
 Management
 Practice Review

Report No. 99-07

Brevard County School District

August 1999

Results in Brief _____

This review was conducted by MGT of America, Inc., of Tallahassee, Florida, the Office of Program Policy Analysis and Government Accountability (OPPAGA), and the Auditor General. MGT of America, Inc., was responsible for fieldwork and developing report findings and recommendations. OPPAGA and the Auditor General attended site visits to monitor fieldwork, attended meetings with district staff to receive input on the draft, and reviewed and provided suggested revisions. OPPAGA made the final determination on the district's use of Best Financial Management Practices, based on information in the final report and consultation with MGT of America, Inc.

By implementing report recommendations, the Brevard County School District could improve district operations, save money, and demonstrate good stewardship of public resources. Currently, the Brevard County School District is using approximately 72% (117 of 163) of the best practices adopted by the Commissioner and at this time is not eligible for a Seal of Best Financial Management. (See Exhibit 1.) A detailed listing of all the best practices that identifies the district's current status in relation to each is on page 14. In addition, the school district can make several improvements in the areas of Educational Service Delivery, Community Involvement, and Safety and Security.

As shown in Exhibit 2, implementing report recommendations will have a negative fiscal impact of \$260,226 in Fiscal Year 1999-2000 and \$5,895,770 over a five-year period.

Exhibit 1

Overall the District Is Using 72% of the Best Practices

Best Practice Area	Is the District Using Individual Best Practices?	
	Yes	No
Management Structures	9	4
Performance Accountability System	1	7
Personnel Systems and Benefits	5	4
Use of Lottery Proceeds	2	3
Use of State and District Construction Funds	2	2
Facilities Construction	33	7
Facilities Maintenance	23	1
Student Transportation	10	4
Food Service Operations	13	2
Cost Control Systems	19	12
All Areas	117	46

Exhibit 2

The District Could Experience a Positive Fiscal Impact of \$5.9 Million Over Five Years

Recommendations by Area	Projected Cost Savings ¹ or (Investments) for Fiscal Year 1999-2000	Projected Five-Year Net Fiscal Impact ¹
Management Structures		
Reduce number of assistant principal/dean positions to a student to position ratio equal to the average of the peer districts (eliminate 12 positions). (page 3-17)	0	\$2,558,400
Provide training in district budgeting and finance to school board members. (page 3-20)	(1,500) ²	(1,500)
Performance Accountability System		
Hire two additional evaluators for the Office of Accountability, Testing, and Evaluation. (page 4-37)	(111,580)	(690,000)
Use of State and District Construction Funds		
Implement value engineering for major construction projects. (page 8-7)	140,000	700,000
Facilities Construction		
Hire a facilities planning specialist. (page 9-46)	(50,000)	(250,000)
Complete a facilities utilization analysis. (page 9-64)	0	(175,000) ¹
Explore and implement alternatives to new construction. (page 9-39)	0	4,500,000
Personnel Systems and Benefits		
Eliminate two personnel recruitment clerk positions. (page 11-43)	49,154	245,770
Purchase/modify appropriate software for human resources functions. (page 11-49)	0	(200,000)
Reduce department overtime. (page 11-49)	0	39,600
Cost Control Systems		
Hire an additional property records clerk. (page 12-4)	(30,000)	(150,000)
Establish a fraud hotline. (page 12-46)	(30,000)	(150,000)
Hire a staff accountant. (page 12-46)	(45,000)	(225,000)
Improve earning potential on excess funds to increase interest income. (page 12-56)	50,000	250,000
Improve grant monitoring to ensure expense of all funds awarded. (page 12-61)	75,000	375,000
Hire three additional MIS staff - two systems analysts and one junior programmer. (page 12-4)	(146,300)	(731,500)
Educational Service Delivery		
Hire two clerical assistants to assist curriculum resource teachers. (page 13-45)	(34,000)	(170,000)
Community Involvement		
Eliminate one switchboard operator position and make greater use of automated switchboard. (page 14-13)	26,000	130,000
Pay all fingerprinting costs of volunteers (beyond that already paid by district). (page 14-34)	(2,000)	(10,000)
Purchase equipment so that board meetings can be televised. (page 14-19)	(100,000) ²	(100,000)
Safety and Security		
Install intercom/emergency communication system in central office. (page 15-9)	(50,000) ²	(50,000)
Totals	(\$260,226)	\$5,895,770

¹ Fiscal impacts includes estimated increases in revenues and cost avoidance associated with the implementation of report recommendations.

² Represents a one-time investment.

Purpose

The purpose of this combined performance/best financial management practice review (“combined review”) is to

- (1) determine whether the district is using the Best Financial Management Practices adopted by the Commissioner of Education;
- (2) save funds;
- (3) improve management;
- (4) increase efficiency and effectiveness; and
- (5) develop recommendations and detailed action plans to improve district operations.

The combined review also addresses the significant interest of the Legislature and the school district in identifying cost savings within the school district.

Background

The mission of the Brevard County School District is to serve every student, with excellence as the standard. The Brevard County School District has 97 schools including 50 elementary schools, 14 middle schools, 12 high schools, and 21 special schools and centers. The district employs over 7,000 full-time staff and serves about 70,000 students in pre-kindergarten through 12th grade. In Fiscal Year 1998-99, the district’s budget was approximately \$511 million.

In the last three fiscal years, the Florida Legislature appropriated funds to pay the cost of performance reviews to assist Florida school districts in identifying ways to save funds, improve management, and increase efficiency and effectiveness. In addition, the 1997 Legislature created the Best Financial Management Practice (BFMP) Review program, another mechanism to review school district performance. The best practices are designed to encourage districts to

- use performance and cost-efficiency measures to evaluate programs;
- assess their operations and performance using benchmarks based on comparable school district, government agency, and industry standards;

- identify potential cost savings through privatization and alternative service delivery; and
- link financial planning and budgeting to district priorities, including student performance.

The 1998 Legislature directed that OPPAGA contract for a performance review of the Brevard County School District. As required by law, a majority of the members of that school board voted to undergo a performance review. The school board also voted to undergo a best practice review simultaneously with the performance review and meet the financial requirements associated with a combined review. This approach incorporates the best practices within the framework of the current performance reviews and furthers the legislative goal to obtain a comprehensive assessment of school district operations.

In accordance with Florida law, OPPAGA contracted with MGT of America, Inc., a private consulting firm, to conduct this review. OPPAGA and Auditor General staff monitored the consultants throughout the review process to ensure that the best practices and indicators were applied consistently between the districts. OPPAGA and Auditor General staff attended site visits and provided assistance to the consultant during the course of the review, which included providing extensive feedback on report drafts.

In addition, pursuant to s. 230.23025, F.S., OPPAGA made the final determination whether the school district is using best practices based on information in the final report and the independent assessment of the district’s use of each best practice. Thus, in this combined review, the best practices and indicators adopted by the Commissioner of Education on September 4, 1997, were used to lay the groundwork for OPPAGA’s determination on the use of best practices.

In developing findings in areas for which the Commissioner has not adopted best practices, the consultant assessed items specified in the Request for Proposals (RFP) issued for this project. OPPAGA identified these items based on input from the district. In addition, for all review areas the consultant was encouraged to develop findings that extended beyond the minimum requirements set forth in the RFP.

To meet the goals of the combined review, the consultant's report contains a detailed action plan to implement each recommendation. Action plans were developed with input from the school district and detail the specific steps the district should take if it decided to implement the recommendation within two years.

OPPAGA expresses its appreciation to members of the Brevard County School Board and district employees who provided information and assistance during the review.

Conclusions for Areas with Best Practices

Currently, the Brevard County School District is using 72% of the best practices adopted by the Commissioner and at this time is not eligible for a Seal of Best Financial Management. If the Brevard County School Board agrees by a majority plus one vote to institute the action plans contained in MGT of America's, Inc., report Appendix B, the district could be using the best practices within two years. It could then receive the Seal of Best Financial Management from the State Board of Education.

If the Brevard County School Board agrees to implement the action plans,

- the district would need to report annually on its progress toward implementing the plan and on any changes that would affect its use of best practices to the Legislature, the Governor, the SMART Schools Clearing House, OPPAGA, the Auditor General, and the Commissioner of Education, and
- OPPAGA would need to annually conduct a review to determine whether the district has attained compliance with Best Financial Management Practices in areas covered by the action plans.

Conclusions by best practice area are presented below.

Management Structures

The Brevard County School District is using 9 of 13 best practices for management structures. In particular, the district reviews its organizational structure on a regular basis, constantly assesses whether additional administrative staffing

reductions can be made, conducts formal and informal evaluations of its operations, considers various local options to increase revenues, and periodically assesses the feasibility of outsourcing district services.

The district has several key elements in place that are needed to optimize the management of the district and once they are improved, the district will have an even stronger more effective management structure system in place. For example, the district currently has a strategic plan, however the plan is rather limited as it only focuses on annual objectives. The district could further improve its plan by linking it to the district budget and requiring district department goals and objectives to be linked to the plan. In addition, it is imperative that the strategic plan address the districts short and long-term management information system needs.

In addition to completing projects currently underway, the district should consider taking several other steps. These actions also will enable the district to meet more of the best practice standards in this area. The district should create key procedure manuals such as a policies and procedures manual for the risk management department. The district should contract with the Florida School Boards Association to provide training to the board members to assist them in carrying out their responsibility to oversee district finances. The district should also review and assess its use of assistant principals and deans especially at the elementary school level. Additionally, the district should assess the extent and effects of assigning teachers to non-teaching duties. Finally, the district should adopt a systematic approach to review its educational and operational programs.

One of the greatest challenges facing the district is needed improvements in its management information systems. While the district recognized the need for additional administrative technology and took steps to address its needs further improvements are needed. The district needs to develop a districtwide technology plan (including both administrative and instructional technology), increase user training based on input from district staff, and address previous deficiencies.

Performance Accountability System

The Brevard County School District has in place some elements of an effective performance accountability system and is currently using one of eight best practices in this area. However, the district's current system does not provide a sufficient level of accountability to parents and other taxpayers regarding the performance, efficiency and effectiveness of educational and operational programs.

For instance, the district has not established clearly stated goals and measurable objectives for most of the educational and operational programs. In addition, the district has not developed performance or cost-efficiency measures for most programs. While programs identify many objectives they wish to accomplish, without goals the district is unable to assess programs and make effective decisions based on performance.

Even if the district developed performance measures, it may not be able to rely on the data it needs to assess performance.

The district's current data reliability controls are insufficient. Administrators have difficulty accessing and verifying information. The software packages the district uses contain some edit checks; however, these checks are either limited or not all in use.

Because it has few evaluation staff and is without an internal audit function, the district conducts a limited number of program evaluations. Many of these are contracted out. Adequate evaluation is vital in maintaining proper accountability between the school board and district staff. Where the district has formally evaluated programs, recommendations have been used to improve program performance.

Despite the lack of accountability at the district level, the district ensures that school improvement plans are effective. Plans contain measurable goals and objectives and are used to address school deficiencies. District responsibility for assisting schools with plan development is clear; however, additional training is needed in developing clear implementation strategies.

The district should develop a more comprehensive planning and evaluation

system for all of its educational and operational programs. We recommend that the responsibility for overseeing the development of this system be assigned to the district Office of Accountability, Testing, and Evaluation. We also recommend the district hire two additional evaluation specialists to assist the office with program evaluation. There is a \$138,000 annual fiscal impact associated with these recommendations.

Use of Lottery Proceeds

The district is using is using two of the five use of lottery proceeds best practices. The district uses lottery proceeds to develop school improvement plans and to pay the salaries and benefits of school-based instructional support staff. However, it has not defined what constitutes educational 'enhancement' to ensure appropriate use of lottery funds. Rather, the district has identified types of appropriate lottery fund expenditures, but it has not indicated why these types of expenditures are considered enhancements. Consequently, it cannot determine whether the use of lottery funds is consistent with its concept of educational enhancement. The district needs to develop procedures to ensure the appropriate use of its lottery funds.

The district allocates lottery funds to school advisory councils (SACs) as required by law. The 20 SACs reviewed typically spent most of their lottery funds. They used their funds for a variety of activities that included enhancing technology by purchasing hardware and software, paying for substitutes, paying the costs associated with sending staff to a conference and workshops, and purchasing materials.

The district does not evaluate the extent to which lottery fund expenditures have enhanced student education. In addition, it does not provide the public with quarterly reports showing lottery expenditures. Such reports are required by state law.

We recommend that the district develop a definition of what constitutes educational enhancement and take steps to ensure that lottery funds are used only for enhancement purposes.

Personnel Systems and Benefits

While the district meets several of the best practices for sound personnel management, it could improve the effectiveness and

efficiency of some of its practices. The district is currently using five of the nine best practices for personnel systems and benefits. The district uses procedures to ensure that it recruits and hires qualified personnel, bases employee compensation on studies that compare salaries to peer districts, provides a staff development program that is comprehensive and focused on assisting staff to achieve the district's goals and priorities, formally evaluates all staff each year, and regularly evaluates its employee benefits package.

However, the district needs to improve the practices it currently uses in four of the personnel systems and benefits best practice areas. While the district does not adequately communicate personnel expectations to all district personnel, it is working towards meeting this best practice. The district is in the process of developing an employee handbook that will contain information relevant to all employees such as the district's mission, employee rights and responsibilities, compensation policies, staff development activities, personnel evaluations, and grievance procedures.

The district does not periodically evaluate the overall effectiveness and efficiency of its personnel practices and adjust those practices as needed. The district has historically compared the ethnicity of its staff to that of its students and the community and has successfully focused recruitment efforts to increase minority staff. However, the district does not routinely review absenteeism and turnover rates of its staff or compare these rates to other districts. The district could increase efficiency if it eliminated two personnel recruitment clerk positions and if it restructured and streamlined procedures for processing, monitoring, and maintaining fingerprint records.

Although the district adequately maintains hard copies of personnel records, the lack of an automated personnel management system limits the efficiency of its recordkeeping. Prior to 1997, the district had an automated system for maintaining personnel records. The district replaced the automated system when it replaced the district's mainframe with a new hardware platform. The district began using the Comprehensive Information Management System (CIMS) software in June 1997, which include personnel applications.

However, most of the anticipated capabilities of CIMS for personnel applications have not been realized. Principals and directors cannot review applicant information electronically; they must come to the district office and search through paper files. In addition, it now takes personnel records clerks more time to input and correct personnel information than it did with the previous software. This has resulted in increased overtime costs. It is critical for the district to develop or obtain software that will automate essential personnel functions.

The district does not use cost containment practices in its Workers' Compensation Program. The district does not routinely monitor and review workers' compensation claims and expenses to identify ways to control costs. The district also does not compare its workers' compensation expenses to other school districts or private industry. Such comparisons are essential to ensure the district minimizes its workers' compensation costs.

Use of State and District Construction Funds

The Brevard County School District is currently using two of the four best financial management practices for the use of state and district construction funds. The district typically minimizes the maintenance and operations requirements of new facilities and properly uses, accounts for, and reports the use of educational facilities construction funds. The district uses a five-year capital plan to manage facility needs, and prepares a capital budget that is based upon that plan, consistent with the state's Florida Inventory of School Houses and the State Requirement for Education Facilities. Maintenance and operations requirements are incorporated in the design of new facilities. The district uses construction funds for appropriate purposes and accounts for the receipt and expenditure of those funds.

However, the district could improve its use of construction funds by further reducing costs. The district does not determine that projects are cost efficient and in compliance with the designated purposes of the funds prior to approving their use. By fully exploring alternatives to new construction, such as the use of a multi-track, year-

round program, the district could save another \$1.5 million each year. By improving its value engineering process, the district could save another \$700,000 over the next five years. And while the district is using construction funds appropriately, it could do a better job of ensuring that construction funds are used for their intended purpose by developing better procedures to control expenditures. The district does not have adequate procedures to assure that capital outlay funds are used for facilities construction projects and that operational funds are used for facilities maintenance and operations.

Facilities Construction

The Brevard County School District is using 33 of the 40 best practices for facilities construction. Since 1995, the district has completed 26 capital projects costing over \$138 million. Since 1996, the district has built four elementary schools, one middle school, and one high school. The district has another 26 capital projects in progress expected to cost almost \$80 million. Although the district has over \$150 million in unmet needs, the district's facilities construction process has produced quality results at minimal costs, and consistently completes its projects on time and within budget.

In its facilities construction program the district

- balances facility needs, costs, and financing methods through a capital budget plan;
- uses a proactive system to select and economically acquire proper school sites in a timely manner;
- identifies facility needs based on a thorough demographic study;
- uses generally accepted architectural planning and financial management practices to complete projects on time and within budget;
- determines the student capacity and educational adequacy of existing facilities;
- secures appropriate architectural services to assist in facility planning and construction; and
- develops educational specifications for each project to meet student education needs.

However, there are areas where the district should improve its construction management in order to begin using the best practices for facility construction. The areas for improvement include

- developing educational specifications before the architect begins designing the facility;
- using educational specifications as criteria for evaluating the architect's final product upon completion of the work;
- evaluating alternatives to new construction;
- establishing a standing facilities committee;
- assigning construction budget oversight to a single project manager; and
- evaluating buildings and their usage after the buildings are in use three to five years.

The district's weaker performance in these areas could be the result of large budget cuts since 1994. As part of district-wide budget cuts, the facilities department eliminated its planning department, which has not allowed them to perform some functions. A viable planning function could help the district to strengthen its framework for long-range facilities planning and help to train building users and evaluate building usage. Restoring part of the planning function could enable the district to better meet the best practices.

Improvements in the district's construction processes over the past five years have produced economically constructed buildings, but the district could avoid about \$1.5 million of new construction each year by using year-round, multi-track programs in some of its elementary schools. The district currently uses a year-round program in three of its schools, but these are single-track programs. As a result, those schools do not serve any more students than if the schools were on a traditional schedule. By using a typical year-round, multi-track program, the district could increase facility usage by one-third from 180 days per year to 242 days. The district should consider alternatives to new construction and evaluate the advantages and disadvantages of each alternative, including the long- and short-term cost implications. Should the district decide to implement an alternative like

year-round schooling, it could defer a substantial amount of construction over the next five years.

Facilities Maintenance

The Brevard County School District is using 23 of the 24 best financial management practices for facility maintenance. The district evaluates maintenance and operations activities for cost effectiveness and compares the cost of performing services in-house with private contractors. The costs of maintenance and operations have been identified in several performance measures and program performance has been compared to various state, national, and international averages and standards. The district has also explored partnerships with a variety of government agencies to achieve cost savings.

The district has board-approved maintenance procedures and up-to-date operating procedures that are available to all personnel. The Maintenance Department has a written mission statement that the board has reviewed but has not formally approved. We recommend that the maintenance department mission statement be submitted to the superintendent and school board for formal approval.

The Maintenance Department does not have an overall staffing formula. The district does, however, have a custodial staffing formula. Using this formula, the district has staffed its custodial services at a best practice level. Maintenance staffing is addressed by the district's general staffing policy which dictates that staffing will be determined based on need and financial resources. Through the innovative use of staff and the creation of FAST teams that regularly visit schools to perform maintenance work, the program has achieved high customer satisfaction with fewer employees. In addition, the district has an effective work order system that provides a variety of reports for use in program management. Using this automated system, the district has been able to reduce its work order backlog by 40% over the last eight years.

The district's maintenance program has clearly defined levels of authority and areas of responsibility but supervisor/employee ratios have not been established. To ensure the appropriate level of employee and work

oversight, we recommend that the district establish written supervisor/employee ratios.

Staff development training is provided in four major areas: trades enhancement, cross-trades, customer service and interpersonal skills, and safety. However, there are no written training goals. To ensure that staff development training effectively meets employee and district needs, we recommend that written training goals be established. The district does not currently have an apprenticeship program but is pursuing such a program through the Brevard Community College training program.

While the district has an annual maintenance and operations budget that addresses short and long-term goals and preventive maintenance, according to industry standards and peer comparisons, the budget is not adequately funded. There are no written budget guidelines for establishing appropriate funding levels for recurring or routine maintenance, major maintenance, preventive maintenance, staffing levels, or training. Therefore, we recommend that the district develop maintenance budgeting guidelines. While the development of budget guidelines will not have a fiscal impact, implementation of the guidelines may have a significant fiscal impact. It is important to note that while formal measures indicate that the district's maintenance and operations program are underfunded, the program continues to consistently receive positive customer survey feedback.

The district has established maintenance goals and standards to ensure adequately maintained facilities. All maintenance needs are prioritized using a work order prioritization system and school administrator input. The district's maintenance prioritization guidelines recognize emergency and educational program needs and maintenance repairs are completed based on this system.

Equipment costs are minimized through purchasing practices and maintenance. The purchasing department buys in volume and uses competitive bidding procedures to get the best prices. There is an established preventive maintenance program for equipment and equipment replacement needs are projected and included in the Five-Year Capital Improvement Plan. Board

policy provides procedures for the disposal and replacement of equipment and the district attempts to repair equipment rather than replacing when feasible.

The automated work order tracking system also tracks and controls inventory. However, the warehouse inventory of parts and supplies is currently maintained in a different automated system. Presently, inventory data must be input into both systems, resulting in duplicated effort. Maintenance program administrators have proposed the purchase of system interface software that would eliminate this data input duplication. This proposal, however, does not have an established purchase date. We recommend that the district establish a software interface purchase date to eliminate data input duplication and enhance program efficiency.

Student Transportation

The Brevard County School District is using 10 of the 14 best practices for student transportation. The areas covered by these best practices include a range of activities in which the district's performance is generally favorable.

- Comparisons with other districts and state averages indicate that the district uses its buses efficiently and keeps the costs of transporting students low.
- The district assesses outsourcing options by issuing competitive bids for high-usage parts and expensive repairs.
- The school board uses a 10-year bus replacement policy that helps minimize costs and ensure that safety features are up to date.
- Bus safety inspections are timely and thorough repairs are made by qualified mechanics to meet state standards.
- Staff ensure that student ride time on buses is in compliance with the boards policy. In addition staff effectively coordinates efforts to provide services to exceptional students.

Areas in which the department could improve include establishing cost-comparison bench-marks, assessing the feasibility of privatizing student transportation, developing repair versus replacement standards and continuing efforts to reduce bus driver turnover.

Food Service Operations

The Brevard County School District is using 13 of the 15 best practices for food service. The program is financially sound, well managed, and does a good job of promoting its services.

The Food Service program authority is split between the food service director and school principals. This organizational structure generally operates efficiently and effectively. Currently, if there is disagreement between a principal and the Food Service director, the matter is addressed by the area superintendent. This resolution process, however, does not ensure that both parties are equally considered. As such, in the event that a principal and the Food Service director reach an impasse, we recommend that the matter be addressed by the superintendent. In this way, the competing needs can be clearly identified and a solution developed that will benefit the district as a whole.

The Food Service director uses two primary tools to assess each cafeteria's performance: the standardized Five-Star Quality Inspection instrument and a "per cap" that establishes a target income per cafeteria. While these benchmarks effectively monitor program performance, they have not been used to compare program performance to other exemplary school districts, public sector programs, or industry standards. We recommend that the district establish additional benchmarks for costs per meal and meal participation rates and compare overall program performance with external operations. Though lacking external benchmark comparisons, the district is commended for the development of the Five-Star Quality Inspection instrument. This review process has effectively improved the performance of all cafeterias and could potentially be adopted by other school food service programs. Because of its effectiveness, we recommend that summary results be compiled and published in the district's internal newsletter and posted on the district's website.

The Food Service program has established long-range goals and short-range objectives to guide program development but has not developed a mission statement or a program strategic plan. Without a program strategic plan, program administrators cannot determine whether the program is

performing as desired and anticipated. We recommend that Food Service administrators develop a program strategic plan that includes a mission statement to guide program development and measure program performance.

Program administrators have pursued some innovative methods of reducing program costs but do not have a system in place to regularly assess the benefits of service delivery alternatives such as contracting and privatization. As such, we recommend that the department use previous privatization studies as a model to regularly assess service delivery alternatives. We also recommend that program administrators assess the feasibility of expanding meal services to increase program revenue.

The Food Service program is financially accountable and viable. The number and types of meals are accurately accounted for and reported to the Florida Department of Education using the district's automated food service system. The district is currently networking food service point of sale automation, inventory automation, and financial automation systems. This networking, scheduled to be completed during the 1999-2000 school year, will increase overall program efficiency, eliminate data input duplication, and provide more comprehensive program data for use in program evaluation. The district has an effective automated inventory system that allows cafeteria managers to locate specific in-stock items, order needed items, and receive and confirm item deliveries. When the system networking is complete, comprehensive program performance data will be more easily available to the Food Service director, making program monitoring and evaluation much easier.

The Food Service program has a five-year long-range facilities plan that includes equipment maintenance and replacement. This plan, however, does not include the maintenance or replacement of small equipment such as steamers, cookers, and mixers. Because cafeterias rely on a variety of small equipment for meal production, we recommend that the five-year facility plan be revised to include the maintenance and replacement of small equipment.

While the Food Service program has reported a profit in its profit and loss statement for the past three years, meal prices have not been raised since 1991, nor have they been compared to peer district meal prices. Program administrators recommended in 1996 that meal prices be incrementally raised but this recommendation was rejected due to the program's sound financial status. When compared to peer districts, Brevard County School District lunch prices are generally comparable. Breakfast prices, however, are below the peer districts' average in all categories -- elementary, middle, and high school. Although the Food Service program is currently financially stable, it is likely that food, supply, and salary costs will continue to rise over time. The district will have to examine its meal prices if the program is to remain self-supporting with a healthy reserve fund balance.

Cost Control Systems

The Brevard County District School Board has generally established adequate cost control systems. The district uses 19 of 31 best practices related to cost controls systems. The district uses all best practices related to purchasing; however, improvements are recommended for certain best practices in the areas of internal auditing, financial auditing, asset management, risk management, financial management, and information systems.

The effectiveness of the district's internal auditing function could be enhanced. The operations of the internal audit function should be driven by annual and long-range audit plans that are developed based on formal risk assessments. Also, the internal audit committee should be restructured to include more representatives that are not employed by the school district. To remove the potential for management direction or constraints over the internal audit function, invoices for payment of the contracted internal auditors should be reviewed and approved by the audit committee and the board.

In the financial auditing area, the district has obtained the required external financial audits and has generally addressed the findings noted in these audits. However, the district could improve its process to ensure that corrective actions are timely developed to resolve audit concerns noted in the external financial audits.

The district is exercising best practices in asset management except that improvements are needed in maintaining recorded accountability for capitalized assets. This can be achieved by

- establishing procedures to ensure that documentation related to property rights for district property is maintained;
- establishing procedures for property items that are determined to be missing, stolen, or damaged so that appropriate investigation and follow-up is made for these items, including reporting these property items to the board;
- preparing reconciliations of the detail property records to the general ledger control account more frequently; and
- ensuring that all obsolete property is removed from school locations and disposed of in accordance with applicable laws and rules.

Staff vacancies in the risk management area have resulted in the district experiencing difficulties in meeting best practices related to risk management. Risk management effectiveness could be enhanced if the district contracted with a vendor to provide risk management customer services for employees. Also, risk management could be enhanced by consolidating risk management procedures manuals, ensuring that insurance policies are updated for asset changes, establishing procedures to evaluate the validity of claims paid by self-insurance third-party administrators, and establishing procedures for evaluating third-party administrator performance on a regular basis.

In the financial management area, the district generally has established controls to ensure that its financial resources are properly managed. However improvements are needed in the communication to district staff of management's commitment to and support of strong internal controls. We recommend that the district develop ethics policies, develop a systematic process for reviewing Accounting Services Department activities to ensure that control procedures are operating effectively, and develop a policy on fraud, waste, and abuse in the work place. Also, enhancements to the financial accounting system could be made

to ensure that out-of-balance accounts are detected and corrected in a timely manner and controls over the authorization of journal entries could be improved. The district has experienced difficulties in providing timely financial reports and procedures should be developed to ensure that required financial reports are filed within reporting deadlines. The district could also improve the monitoring of its budgets to ensure that spending stays within the limits established by the school board. Cash management could be improved by requiring that bank account reconciliations be performed timely and ensuring that cash flow analyses are more effective so that the district maximizes its earnings potential on the investment of excess funds. The district should also establish more effective procedures to ensure that accounts receivables are recorded and timely collected and deposited. The district should enhance procedures to provide greater assurance that grant funds are effectively monitored.

In Information Systems, the district attempts to maintain its major computer systems in a manner that should ensure quality data. However, general management could be enhanced by establishing a MIS steering committee to oversee the technology needs of the district and to provide direction as to the best way to meet these needs. This direction would be documented in the development of a technology plan. Additionally physical security of computer hardware at school and department locations could be enhanced if the district provided guidance as to appropriate physical security products to obtain for these computers.

Conclusions for Other Areas —

The report presents conclusions for Educational Service Delivery, Community Involvement, and Safety and Security, which are areas beyond the scope of the Best Financial Management Practices. A summary of these conclusions is presented below. The district should consider report findings and recommendations in these areas to identify additional opportunities to save funds; improve management; and increase efficiency and effectiveness. However, the district is not required to implement action plans presented in these areas to receive the Seal of Best Financial Management.

Educational Service Delivery

The Brevard County School District generally offers effective and efficient educational services and programs to its students. The district is committed to high academic standards for all students and provides a variety of instructional programs to enhance student success and to prepare students for the 21st century.

In addition to providing basic K-12 educational offerings, the district provides numerous special programs, including exceptional student education (ESE), at-risk programs, and workforce development. The district provides ESE services to students who are mentally handicapped, physically impaired, speech and language impaired, hearing and/or visually impaired, emotionally handicapped, autistic, or gifted. The district's programs for at-risk students include Title I, English for Speakers of Other Languages (ESOL), and dropout prevention; its workforce development programs include adult/community education and vocational education.

The district's educational offerings are standards-driven and its curriculum linked to the Sunshine State Standards. In addition, the district has developed grade-specific academic benchmarks aligned to these standards. Beginning in school year 1999-2000, the district will require teachers to maintain information of all students related to their progress in mastering grade-level benchmarks.

Brevard students perform well on state mandated academic tests, typically exceeding the state average and comparing favorably with peer districts. The district uses test results to support the need to make changes in curriculum and to identify academic areas and/or schools that need attention. However, the district does not routinely disaggregate test scores to evaluate the success of some of its special programs, namely ESOL, dropout prevention, and vocational programs. Test scores and other performance data are vital to support the district's ability to assess whether these programs are meeting their intended goals. To enable these and other evaluation demands to be met the district needs to increase the number of staff in the Office of Accountability, Testing, and Evaluation by hiring two evaluation specialists, as was recommended in the

best practice area of Performance Accountability.

While all students have access to computers, the district needs to continue efforts to facilitate the ability of teachers to integrate technology into the curriculum. In particular, the district needs to provide more on-going technology training for teachers and to take steps to ensure that schools have adequate technology support and that they incorporate technology needs into their school improvement plans.

In addition to instructional programs, the district provides support services such as guidance and counseling, health, psychological, and media services. These services are intended to enhance the ability of students to become successful, both academically and socially. Staffing for support services is adequate with the exception of behavior analysts and social workers. The district should fill the two behavior analyst positions currently vacant and consider increasing the number of social workers.

Community Involvement

The Brevard County School District has established several effective mechanisms to encourage community involvement in the district.

The district has several methods in place for communicating with parents, employees and the general public. The district publishes a wide variety of informational materials including the *Mark of Excellence* and the *Brevard Notebook*. In addition the district keeps the public informed via its website.

The district has a well-organized and active volunteer program. The 10,606 volunteers in the Brevard County School District contributed 564,197 volunteer hours during the 1997-98 school year. Each school has its own volunteer program that is guided by an Apple Corps coordinator. Most of Brevard's volunteers are between the ages of 21 and 49, thus the district should make an additional effort to tap into the county's residents that are over the age of 65 as they account for 17% of the district's population.

The district has an active business partnership program with over 500 distinct business partners. This program is oriented towards obtaining increasing levels of commitment from business partners rather

than focusing simply on increasing the number of business partners. Each school in the district has a business partnership coordinator.

The district is in the process of expanding its mentoring program. Mentoring initiatives include compiling a mentor database by school, surveying mentors for feedback, and attempting to implement a pre-test/post-test pilot program at one school. Overall the district has relatively few mentors and the number of mentors has declined from 169 in school year 1993-94 to 97 in school year 1997-98.

The Brevard School Foundation is growing and maturing. The board has 30 members and for the first time a full board of directors. The foundation income has grown from \$142,411 in 1994-95 to \$1 million in 1997-98. However, this is significantly lower than its peers. The foundation should initiate a multi-year capital campaign to increase the foundation's current endowment of \$300,000.

The district could improve its community involvement program by

- formalizing the organizational structure, developing a strategic plan (including a proactive communications plan) and specify performance measures for the Office of Communications;
- eliminating one switchboard operator position and expanding the use of automated answering services;
- televising its school board meetings;
- developing a mechanism to ensure schools consistently report business and community contributions to the school;
- identifying satisfaction of business partners with the business partnership program;
- covering the cost of fingerprinting volunteers; and

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- evaluating the print shop's cost efficiency using appropriate methodologies, operating the print shop as an internal vendor, charging 100% of the cost to the customers, and assessing customer satisfaction with the print shop.

Safety and Security

In general, the Brevard County School District has proper policies and procedures in place for an effect security program. For instance, the district has compiled a thorough and well-written operation manual that outlines district policies for handling various security issues. The Office of Public Safety has ensured that schools are well versed in the event of an emergency. The district uses shared services to help ensure the safety and security of students and employees.

The district could improve safety and security by

- transferring the responsibility for the security of the central office complex from the Facilities Department to the Office of Public Safety;
- developing a policy regarding the implementation of alarm system in schools;
- assigning the Office of Public Safety responsibility for overseeing the selection and monitoring of alarm systems in schools;
- installing an intercom or other emergency communication system in the central office; and
- providing guidelines to schools to help ensure that data they collect and submit to the district are accurate.

Brevard County School District Best Financial Management Practices

Currently, the Brevard County School District is using 72% (117 of 163) of the best practices adopted by the Commissioner of Education and at this time is not eligible for a Seal of Best Financial Management. This appendix provides a detailed listing of all the best practices and identifies the district's current status in relation to each.

Best Practice	Is the District Using Best Practice?		
	YES	NO	PAGE
MANAGEMENT STRUCTURES			
1. The district's organizational structure has clearly defined units and lines of authority. These are reflected in the district's organizational charts and job descriptions which are reviewed periodically and updated as necessary.	✓		3-4
2. The district periodically reviews its organizational structure and staffing levels to minimize administrative layers and processes.	✓		3-7
3. The board members exercise appropriate oversight of the district's financial resources.		✓	3-17
4. The district has clearly assigned authority to school administrators for the effective and efficient supervision of instruction, instructional support, and other assigned responsibilities, including consideration of site-based decision-making and other organizational alternatives.	✓		3-21
5. The district has a multi-year strategic plan with annual goals and measurable objectives based on identified needs, projected enrollment, and revenues.		✓	3-23
6. The district has a system to accurately project enrollment.	✓		3-29
7. The district regularly assesses its progress toward its strategic goals and objectives.	✓		3-31
8. The district has an ongoing system of financial planning and budgeting linked to achievement of district goals and objectives, including student performance.		✓	3-33
9. The district's management information systems provide data needed by management and instructional personnel in a reliable, timely, and cost-efficient manner.		✓	3-35
10. The district periodically evaluates operations and implements actions to improve the quality of education and reduce administrative and other costs.	✓		3-42
11. The district considers local options to increase revenue.	✓		3-44
12. The district uses cost-efficient legal services to review policy and reduce the risk of lawsuits.	✓		3-45
13. The district periodically evaluates the prices it pays for goods and services and, when appropriate, uses state-negotiated contracts, competitive bidding, outsourcing, or other alternatives to reduce costs.	✓		3-46

Best Practice	Is the District Using Best Practice?		
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PERFORMANCE ACCOUNTABILITY SYSTEM	YES	NO	PAGE
1. The district has clearly stated goals and measurable objectives for its major educational and operational programs. These major programs are: <ul style="list-style-type: none"> • Operational: Facilities Construction, Facilities Maintenance, Personnel, Asset and Risk Management, Financial Management, Purchasing, Transportation, Food Services, and Safety and Security. • Educational Programs: Basic Education (K-3, 4-8, 9-12), Exceptional Student Education (Support Levels 1-5), Vocational, At-Risk (Dropout Prevention, Educational Alternatives, English for Speakers of Other Languages). 		✓	4-7
2. The district uses appropriate performance and cost-efficiency measures to evaluate its major educational and operational programs and uses these in management decision making.		✓	4-19
3. The district has set performance and cost-efficiency benchmarks for its major educational and operational programs that may include appropriate standards from comparable school districts, government agencies, and private industry.		✓	4-28
4. The district regularly evaluates the performance and cost of its major educational and operational programs and analyzes potential cost savings of alternatives, such as outside contracting and privatization.		✓	4-32
5. District management regularly reviews and uses evaluation results to improve the performance and cost efficiency of its major educational and operational programs.		✓	4-38
6. The district reports on the performance and cost efficiency of its major educational and operational programs to ensure accountability to parents and other taxpayers.		✓	4-40
7. The district ensures that school improvement plans effectively translate identified needs into activities with measurable objectives.	✓		4-44
8. The district has established and implemented strategies to continually assess the reliability of its data.		✓	4-50

PERSONNEL SYSTEMS AND BENEFITS	YES	NO	PAGE
1. The district recruits and hires qualified personnel.	✓		11-7
2. The district bases employee compensation on the market value of services provided.	✓		11-13
3. The district uses a comprehensive staff development program to increase productivity.	✓		11-18
4. The district communicates personnel expectations to each employee and elicits feedback for improvement.		✓	11-25

Best Practice	Is the District Using Best Practice?		
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PERSONNEL SYSTEMS AND BENEFITS	YES	NO	PAGE
5. The district formally evaluates employees to improve performance and productivity.	✓		11-29
6. The district periodically evaluates its personnel practices and adjusts these practices as needed.		✓	11-31
7. The district properly and efficiently maintains personnel records.		✓	11-43
8. The district uses cost containment practices for its Workers' Compensation Program.		✓	11-49
9. The district regularly evaluates employee salaries and benefits, using appropriate benchmarks that include standards derived from comparable school districts, government agencies, and private industry.	✓		11-53

USE OF LOTTERY PROCEEDS	YES	NO	PAGE
1. The district has defined "enhancement."		✓	5-2
2. The district uses lottery money consistent with its definition of enhancement.		✓	5-5
3. The district allocates lottery funds to school advisory councils as required by law.	✓		5-14
4. The district accounts for the use of lottery money in an acceptable manner.	✓		5-16
5. The district annually evaluates and reports the extent to which lottery fund expenditures have enhanced student education.		✓	5-17

USE OF STATE AND DISTRICT CONSTRUCTION FUNDS	YES	NO	PAGE
1. The district approves use of construction funds only after determining that the project(s) are cost efficient (in comparison with other feasible alternatives) and in compliance with the designated purpose of the funds.		✓	8-3
2. The district uses capital outlay funds for facilities construction projects and uses operational funds for facilities maintenance and operations. If the district does not implement this practice, it demonstrates that there are no unmet facilities needs.		✓	8-8
3. When designing and constructing new educational facilities, the district incorporates factors to minimize the maintenance and operations requirements of the new facility.	✓		8-9
4. The district uses, accounts for, and reports the use of educational facilities construction funds in a proper manner.	✓		8-10

Best Practice	Is the District Using Best Practice?		
FACILITIES CONSTRUCTION	YES	NO	PAGE
1. The district has established authority and assigned responsibilities for educational facilities planning.	✓		9-9
2. The district has allocated adequate resources to develop and implement a realistic long-range master plan for educational facilities.	✓		9-11
3. The district has established a standing committee that includes a broad base of school district and community stakeholders.		✓	9-16
4. The district has assigned one person with the authority to keep facilities construction projects within budget.	✓		9-19
5. The district has assigned budget oversight of each project or group of projects to a single project manager.		✓	9-19
6. The district uses a capital planning budget based on comprehensive data collected in early stages of the master plan.	✓		9-21
7. In developing the capital planning budget, the district considers innovative methods for funding and financing construction projects.	✓		9-23
8. The capital planning budget accurately lists facilities needs, costs, and recommends methods of financing for each year of a five-year period.	✓		9-24
9. The district brings school site selection well in advance of expected need with the establishment of a broadly representative site selection committee.	✓		9-26
10. The district has developed school site selection criteria to ensure schools are located to serve the proposed attendance area economically, with maximum convenience and safety.	✓		9-28
11. The board considers the most economical and practical locations for current and anticipated needs, including such factors as need to exercise eminent domain, obstacles to development, and consideration of agreements with adjoining counties.	✓		9-29
12. The district has a system to assess sites to ensure prices paid reflect fair market value.	✓		9-30
13. For each project or group of projects, the architect and district facilities planner develops a plan to serve as a decision-making tool for future facilities needs.	✓		9-31
14. The district can demonstrate that its identified facilities needs are based on thorough demographic study.	✓		9-31
15. The district uses the official Florida Inventory of School Houses (FISH) inventory to analyze student capacity and classroom utilization.	✓		9-33
16. The facilities planning leader, in cooperation with the instructional leader and the director(s) of maintenance and operations, conducts an evaluation of the physical condition and education adequacy of existing facilities and ensures that school facilities' inventories are up-to-date.	✓		9-34

Best Practice	Is the District Using Best Practice?		
FACILITIES CONSTRUCTION	YES	NO	PAGE
17. In determining actual space needs, planners consider alternatives to new construction such as year-round education, extended-day schools, changes in grade-level configuration, changes in attendance boundaries, and use of relocateable facilities (portables) to help smooth out the impact in peaks and valleys in future student enrollment.	✓		9-35
18. The district uses an architect selection committee to screen applicants and identify and evaluate finalists.	✓		9-39
19. The district involves architects in all key phases of the planning process.	✓		9-41
20. The architect selection committee reviews and evaluates the architect's performance at the completion of projects and refers findings to the board.		✓	9-42
21. The district develops a general project description that includes a brief statement as to why each facility is being built, where it will be located, the population of students it is intended to serve, its estimated cost, the method of financing, the estimated time schedule for planning and construction, and the estimated date of opening.	✓		9-43
22. Educational planners, instructional staff, and the architect develop a complete set of educational specifications before the architect begins to design a facility.		✓	9-45
23. The specifications include an educational program component relating the curriculum, instructional methods, staffing, and support services, and also include a statement of the school's philosophy and program objectives.	✓		9-47
24. The specifications include a description of activity areas that describe the type, number, size, function, special characteristics, and spatial relationships of instructional areas, administrative areas, and services areas in sufficient detail that the architect will not have to guess at what will occur in each of these areas.	✓		9-48
25. The district communicates general building considerations, including features of the facility and the school campus in general, to the architect.	✓		9-50
26. The district uses the educational specifications as criteria for evaluating the architect's final product.		✓	9-51
27. All school board-approved program requirements are communicated to the architect before final working drawings are initiated.	✓		9-52
28. The board minimizes changes to facilities plans after final working drawings are initiated in order to minimize project costs.	✓		9-53
29. The board determines whether each new facility will be constructed using the traditional system of public works or by using some innovative system such as design/build or a construction manager.	✓		9-53

Best Practice	Is the District Using Best Practice?		
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FACILITIES CONSTRUCTION	YES	NO	PAGE
30. The architect prepares the building specification document.	✓		9-58
31. The architect coordinates plans, specifications, and questions concerning the project.	✓		9-58
32. After bids are opened and tabulated, they are submitted to the board for awarding the contract. Legal counsel makes certain that bid and contract documents are properly prepared and that the award is properly authorized.	✓		9-58
33. The district requires the contractor to submit a signed owner-contractor agreement, workers' compensation insurance certificates, payment bond, performance bond, and guarantee of completion within the time required.	✓		9-59
34. The architect recommends payment based on the percentage of work completed. A percentage of the contract is withheld pending completion of the project.	✓		9-60
35. The district requires continuous inspection of all school construction projects.	✓		9-60
36. Buildings are not occupied prior to the notice of completion.	✓		9-60
37. The district conducts a comprehensive orientation to the new facility prior to its use so that users better understand the building design and function.	✓		9-61
38. The district conducts comprehensive building evaluations at the end of the first year of operation and periodically during the next three to five years to collect information about building operation and performance.		✓	9-61
39. The district analyzes building evaluations to determine whether facilities are fully used, operating costs are minimized, and changes in the district's construction planning process are needed.		✓	9-62
40. The district analyzes maintenance and operations costs to identify improvements to the district's construction planning process.	✓		9-64

FACILITIES MAINTENANCE	YES	NO	PAGE
1. The district periodically evaluates maintenance and operations activities to determine the most cost-effective means of providing needed services, including consideration of management, outside contracts or privatization, and joining associations of other government agencies.	✓		10-9
2. The board provides procedural guidance in areas such as replacement and selection of equipment, purchasing of supplies and materials, level of maintenance expectations, and maintenance and operations budget criteria.	✓		10-13
3. The maintenance and operations departments have adequate staff to meet their program goals and objectives.	✓		10-16

Best Practice	Is the District Using Best Practice?		
FACILITIES MAINTENANCE	YES	NO	PAGE
4. The maintenance and operations departments have a written job description for each position within the department.	✓		10-19
5. The district clearly communicates performance standards to maintenance and operations staff.	✓		10-19
6. The district provides appropriate supervision of maintenance and operations staff.	✓		10-20
7. The district provides a staff development program that includes appropriate training for maintenance and operations staff to enhance worker job satisfaction, efficiency, and safety.	✓		10-22
8. The administration has developed budgetary guidelines to provide for funding in each category of facilities maintenance and operations.		✓	10-24
9. The board has an established provision for a maintenance reserve fund to handle one-time expenditures necessary to support the maintenance and operations.	✓		10-28
10. The district has established maintenance standards in its short- and long-term plans for providing adequately maintained facilities.	✓		10-29
11. The district uses its maintenance standards to evaluate maintenance needs.	✓		10-31
12. The district has a system for prioritizing maintenance needs.	✓		10-32
13. The district accurately projects cost estimates of major maintenance projects.	✓		10-34
14. The district minimizes equipment costs through purchasing practices and maintenance.	✓		10-34
15. The district provides maintenance department staff the tools, training, and instructions required to accomplish their assigned tasks.	✓		10-36
16. The district has established a computerized control and tracking system to accurately track inventory and parts and materials used, and provide a reordering system.	✓		10-37
17. The district ensures that maintenance standards are updated to implement new technology and procedures.	✓		10-38
18. The district has policies and procedures to ensure its facilities are operated in a healthy and safe manner.	✓		10 - 40
19. The district uses external benchmarks to determine a cost-effective manner of meeting its health and safety standards.	✓		10-41
20. The district uses external benchmarks to achieve energy efficiency.	✓		10-42
21. Hazardous materials management complies with federal and state regulations.	✓		10-42
22. The district has a comprehensive and systematic program for dealing with school safety and security.	✓		10-43

Best Practice	Is the District Using Best Practice?		
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FACILITIES MAINTENANCE	YES	NO	PAGE
23. The district follows established procedures for making school facilities available to the community.	✓		10-45
24. The district meets accessibility requirements for persons with disabilities.	✓		10-45

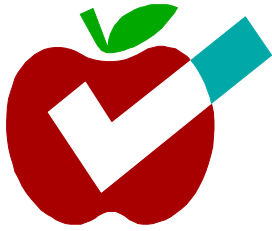
STUDENT TRANSPORTATION	YES	NO	PAGE
1. The district has established cost-comparison benchmarks based on standards from similar districts and other organizations, taking district conditions into consideration.		✓	6-6
2. The district uses cost comparisons to increase efficiency by identifying alternative methods of providing transportation and maintenance services, such as privatization and outsourcing.	✓		6-12
3. The transportation program accurately accounts for direct and indirect costs, while excluding costs attributable to other district vehicles or programs.	✓		6-14
4. The district regularly reviews and reports on its student transportation performance in comparison to its established benchmarks and adjusts its operational structure and staffing levels to improve efficiency.		✓	6-15
5. Costs are routinely analyzed and controlled based on reliable projections and conditions in the district that influence costs.		✓	6-17
6. The district continuously improves purchasing practices to decrease costs and increase the efficiency of the procurement of goods and services.	✓		6-19
7. The district uses a comprehensive plan for the cost-effective replacement and management of vehicles based on a systematic method to project the number of buses needed to meet transportation needs.	✓		6-22
8. The district has implemented inspection and maintenance practices to ensure that all vehicles in service meet or exceed state safety operating requirements.	✓		6-25
9. The district has procedures and practices in place to ensure that vehicles are garaged, maintained, and serviced in a safe and economical manner.	✓		6-27
10. The school district provides transportation to meet the educational needs of special education pupils through individual educational programs (IEPs) as provided in Public Law 94-142.	✓		6-31
11. The district's transportation routing system is periodically reviewed to provide maximum safety for pupils and staff and efficiently meet the needs of the district.	✓		6-34
12. Staff, drivers, and pupils are instructed and rehearsed in the procedures to be used in an accident or disaster.	✓		6-39
13. The district has implemented hiring and training policies to employ and retain an adequate number of appropriately qualified bus drivers.		✓	6-41

Best Practice	Is the District Using Best Practice?		
STUDENT TRANSPORTATION	YES	NO	PAGE
14. The district has a policy on drugs and alcohol for all transportation department employees and enforces that policy.	✓		6-45
FOOD SERVICE OPERATIONS	YES	NO	PAGE
1. The Food Services Program has clear direction of and control over resources and services.	✓		7-7
2. The district identifies barriers to student participation in the school meals program and implements strategies to eliminate the barriers.	✓		7-10
3. The district has established cost-efficiency benchmarks based on comparable private and public sector food service programs and other applicable industry standards.		✓	7-12
4. The district regularly evaluates the school nutrition program based on established benchmarks and implements improvements to increase revenue and reduce costs.	✓		7-18
5. The district regularly assesses the benefits of service delivery alternatives, such as contracting and privatization, and implements changes to improve efficiency and effectiveness.		✓	7-22
6. The program budget is based on departmental goals, revenue, and expenditure projections.	✓		7-25
7. The district's financial control process includes an ongoing review of the program's financial and management practices.	✓		7-26
8. The district accounts for and reports meals served, by category.	✓		7-29
9. The district regularly evaluates purchasing practices to decrease costs and increase efficiency.	✓		7-30
10. The district has developed an effective inventory control system that is appropriate to the size of the school nutrition program.	✓		7-30
11. The district has a system for receiving and storing food, supplies, and equipment.	✓		7-31
12. The district has a long-range plan for the replacement of equipment and facilities that includes preventative maintenance practices.	✓		7-32
13. The district provides school meals to ensure that the nutritional needs of all students are met.	✓		7-33
14. The district's food production and transportation system ensures the service of high quality food with minimal waste.	✓		7-34
15. The district follows safety and environmental health practices and regulations.	✓		7-36

Best Practice	Is the District Using Best Practice?		
COST CONTROL SYSTEM	YES	NO	PAGE
INTERNAL AUDITING. The district has an adequate internal auditing function.			
1. The district has established an internal audit function with its primary mission to (1) provide assurance that the internal control processes in the organization are adequately designed and functioning effectively, and (2) where appropriate, offer recommendations and counsel to management that improve their performance. (IIA, GFOA)		✓	12-7
FINANCIAL AUDITING. The school district ensures that it receives an annual external audit and uses the audit to improve its operations.			
2. The district obtains an external audit in accordance with government auditing standards.	✓		12-15
3. The district provides for timely follow-up to findings identified in the external audit.		✓	12-15
ASSET MANAGEMENT. District management has established controls to provide for effective management of capital assets.			
4. Segregation of Duties. The district segregates responsibilities for custody of assets from recordkeeping responsibilities for those assets.	✓		12-25
5. Authorization Controls. The district has established controls that provide for proper authorization of asset acquisitions.	✓		12-28
6. Project Accounting. The district has established records that accumulate project costs and other relevant data to facilitate reporting construction and maintenance activities to the board, public, and grantors.	✓		12-30
7. Asset Accountability. The district provides recorded accountability for capitalized assets.		✓	12-31
RISK MANAGEMENT. The district has established procedures that identify various risks and provide for a comprehensive approach to reducing the impact of losses.			
8. General. The district has an adequate process to set objectives for risk management activities, identify and evaluate risks, and design a comprehensive program to protect the district at a reasonable cost.		✓	12-35
9. Commercial Coverage. The district has comprehensive policies and procedures relating to purchasing and reviewing insurance coverage.	✓		12-37
10. Self-Insurance Programs. The district regularly monitors and evaluates its self-insurance program to ensure the feasibility of its self-insured coverages.		✓	12-38
FINANCIAL MANAGEMENT. The district has established controls to ensure its financial resources are properly managed.			

Best Practice	Is the District Using Best Practice?		
COST CONTROL SYSTEM	YES	NO	PAGE
11. Management Control Methods. District management communicates its commitment and support of strong internal controls.		✓	12-42
12. Financial Accounting System. The district records and reports financial transactions in accordance with prescribed standards.	✓		12-47
13. Financial Reporting Procedures. The district prepares and distributes its financial reports timely.		✓	12-49
14. Budget Practices. The district has a financial plan serving as an estimate of and control over operations and expenditures.		✓	12-50
15. Cash Management. The district has adequate controls to provide recorded accountability for cash resources.		✓	12-54
16. Investment Practices. The district has an investment plan that includes investment objectives and performance criteria, and specifies the types of financial products approved for investment.	✓		12-57
17. Receivables. The district has established controls for recording, collecting, adjusting, and reporting receivables.		✓	12-57
18. Salary and Benefits Costs. The district has established controls that provide accountability for employees' compensation and benefits pursuant to an approved compensation plan.	✓		12-59
19. Debt Financing. The district has procedures for analyzing, evaluating, monitoring, and reporting debt financing alternatives.	✓		12-59
20. Grant and Entitlement Monitoring. The district adequately monitors and reports grants activities.		✓	12-60
PURCHASING. The district has established a defined purchasing function with controls over requisitioning, authorizing, and receiving functions.			
21. Segregation of Duties. The district segregates purchasing responsibilities from the requisitioning, authorizing, and receiving functions.	✓		12-62
22. Requisitioning. The district has established controls for authorizing purchase requisitions.	✓		12-63
23. Purchasing. The district has established authorization controls to ensure that goods and services are acquired at prices that are fair, competitive, and reasonably consistent with acceptable quality and performance.	✓		12-64
24. Receiving. The district has established controls to ensure that goods are received and meet quality standards.	✓		12-68
25. Invoice Processing. The district has established controls for processing invoices to ensure that quantities, prices, and terms coincide with purchase orders and receiving reports.	✓		12-69
26. Disbursements. The district has established controls to ensure disbursements are properly authorized, documented, and	✓		12-70

Best Practice	Is the District Using Best Practice?		
<i>COST CONTROL SYSTEM</i>	YES	NO	PAGE
recorded.			
27. Accounts Payable Encumbrances or Obligations. The district has established controls to ensure payables/encumbrances (obligations) are properly authorized, documented, and recorded.	✓		12-70
<i>INFORMATION SYSTEM. The district maintains an information system to provide quality data.</i>			
28. Segregation of Duties. The district segregates duties to prevent unauthorized transactions by appropriately limiting access to data systems processes and functions.	✓		12-72
29. User Controls. The district's user controls ensure authorization prior to processing transactions and ensure all output represents authorized and valid transactions.	✓		12-74
30. Application Controls. The district has established appropriate data controls between the user and the data system department.	✓		12-76
31. General Controls. The district has established general controls designed to provide physical security over terminals, limit access to data programs and data files, and to control risk in systems development and maintenance.		✓	12-76



Executive Summary

Results in Brief

By implementing report recommendations, the Brevard County School District could improve district operations, save money, and demonstrate good stewardship of public resources. In total, MGT estimates implementing these recommendations will have a cost of \$260,226 in 1999-2000 and a positive fiscal impact of \$5,895,770 over a five-year period.

Conclusions

In MGT's professional opinion, the Brevard County School District is using 70 percent of the best practices adopted by the Commissioner of Education. Below are MGT's conclusions by best practice area.

- **Management Structures.** The Brevard County School District's management structures need some improvement. The district does not have a true multiyear strategic plan with annual goals, nor are its budgeting practices linked to goal achievement. In addition, the district's management information systems are not yet providing program leaders with the information they need to effectively analyze and manage their programs.
- **Performance Accountability System.** The Brevard County School District needs to develop a comprehensive performance accountability system to ensure that its major educational and operational programs are meeting their intended purposes in the most cost-efficient manner.
- **Use of Lottery Proceeds.** In general, the district needs to better define 'enhancement' as it pertains to the use of lottery funds. It then needs to annually assess the extent to which lottery expenditures have enhanced student education.
- **Student Transportation.** The district generally offers adequate and appropriate transportation, but could improve in evaluating performance and cost effectiveness. The district needs to develop transportation benchmarks and use comparisons with those benchmarks to improve operations and efficiency.
- **Food Service Operations.** The Brevard County Food Service program is a generally effective and efficient operation, with solid financial accountability and viability. The district prepares and serves nutritious meals to district students and follows safety and environmental health practices and regulations, but could improve in its use of cost-efficiency benchmarks.

- **Use of State and District Construction Funds.** The district is generally using construction funds appropriately and for the intended purpose. The district could improve by exploring all avenues of construction alternatives and revising procedures for administering PECO funds.
- **Facilities Construction.** The Brevard County School District has developed a facilities construction process that has produced quality results at minimal costs. The district utilizes a variety of construction management models that has made maximum use of construction managers and minimized in-house staff requirements. While costs have been kept low, the amount and quality of construction activity has remained at a high level. The district could improve in its development of educational specifications.
- **Facilities Maintenance.** The Maintenance Department is well managed and has implemented innovative programs to maximize the efficiency of the staff and value of the funds spent on facilities maintenance. One area in which the Maintenance Department could improve is the development of budgetary guidelines for each category of facilities maintenance and operations.
- **Personnel Systems and Benefits.** While the Brevard County School District generally practices sound personnel management, it could improve in several areas. The district could improve the effectiveness and efficiency of its personnel practices by increasing its use of technology, periodically evaluating its personnel practices, and using cost-containment practices in its Workers' Compensation Program.
- **Cost Control Systems.** With the exception of purchasing, the district needs to make improvements in all areas of cost control systems. The district needs to develop written procedures for several areas and make improvements in its computerized information systems.

If the district implements the recommendations resulting from the Combined Review, the Brevard County School District will improve its effectiveness and reduce some costs. As shown in Exhibit 1, implementing these recommendations will have a cost of \$260,226 in 1999-2000 and a positive fiscal impact of \$5,895,770 over a five-year period.

Exhibit 1

The District Could Experience a Positive Fiscal Impact of Approximately \$5.9 million Over Five Years

Recommendations by Combined Review Area	Projected Cost Savings¹ or (Investments) for 1999-00	Projected Five-Year Fiscal Impact
Management Structures		
Reduce number of assistant principal/dean positions to a student to position ratio equal to the average of the peer districts -- eliminate 12 positions. (page 3-16)	\$0	\$2,558,400
Provide training in district budgeting and finance to school board members. (page 3-20)	(1,500) ²	(1,500)
Performance Accountability Systems		
Hire two additional evaluators for the Office of Accountability, Testing, and Evaluation. (page 4-37)	(111,580)	(690,000)
Use of State and District Construction Funds		
Implement value engineering for major construction projects. (page 8-6)	140,000	700,000
Facilities Construction		
Hire a facilities planning specialist. (page 9-46)	(50,000)	(250,000)
Complete a facilities utilization analysis. (page 9-63)	0	(175,000) ¹
Explore and implement alternatives to new construction. (page 9-39)	0	4,500,000
Personnel Systems and Benefits		
Eliminate two personnel recruitment clerk positions. (page 11-41)	49,154	245,770
Purchase/modify appropriate software for human resources functions. (page 11-48)	0	(200,000) ¹
Reduce department overtime. (page 11-48)	0	39,600

¹ Fiscal impacts includes estimated increases in revenue and cost avoidance associated with the implementation of report recommendations.

² Represents a one-time investment.

Exhibit 1 (Continued)

The District Could Experience a Positive Fiscal Impact of Approximately \$5.9 million Over Five Years

Recommendations by Combined Review Area	Projected Cost Savings³ or (Investments) for 1999-00	Projected Five-Year Fiscal Impact
Cost Control Systems		
Hire an additional property records clerk. (page 12-28)	(30,000)	(150,000)
Establish a fraud hotline. (page 12-45)	(30,000)	(150,000)
Hire a staff accountant. (page 12-45)	(45,000)	(225,000)
Improve earning potential on excess funds to increase interest income. (page 12-56)	50,000	250,000
Improve grant monitoring to ensure expense of all funds awarded. (page 12-60)	75,000	375,000
Hire three additional MIS staff – two Systems Analysts and one Junior Programmer. (page 12-74)	(146,300)	(731,500)
Educational Service Delivery		
Hire two clerical assistants to assist curriculum resource teachers. (page 13-45)	(34,000)	(170,000)
Community Involvement		
Eliminate one switchboard operator position and make greater use of automated switchboard. (page 14-13)	26,000	130,000
Pay all fingerprinting costs of volunteers (beyond that already paid by district). (page 14-33)	(2,000)	(10,000)
Purchase equipment so that Board meetings can be televised. (page 14-17)	(100,000) ²	(100,000)
Safety and Security		
Install intercom/emergency communication system in central office (page 15-9)	(50,000) ²	(50,000)
Totals	(\$260,226)	\$5,895,770

³ Fiscal impacts includes estimated increases in revenue and cost avoidance associated with the implementation of report recommendations.

1

Introduction

This combined review examines 10 management and operational areas to assess whether the district is using the Best Financial Management Practices adopted by the Commissioner of Education. MGT's school district management audit guidelines were also used to evaluate these 10 areas and three additional management and operational areas.

Overview

The Brevard County School Board voted unanimously to undergo a combined Performance and Best Financial Management Practice Review. A combined review includes elements of both a Performance Review as described in s.11.515, F.S., and a Best Financial Management Practice Review as described in s.230.23025, F.S. Florida statutes direct that Performance Reviews address 11 specific areas, and that Best Financial Management Practices Reviews address the 10 areas in which the Commissioner of Education has adopted best practices. This combined review merges the requirements of both reviews into one review.

Performance Reviews

The 1996 Florida Legislature created the School District Performance Review Program to assist Florida school districts in identifying ways to:

- save funds;
- improvement management; and
- increase efficiency and effectiveness.

School districts that undergo performance reviews are either designated in the General Appropriations Act or selected by the Office of Program Policy Analysis and Government Accountability (OPPAGA). Brevard County School District was designated in the 1998-99 General Appropriations Act. OPPAGA uses a formal request for proposal process to select private consulting firms to conduct each review and seeks input from each school district to develop the review scope.

Best Financial Management Practices Review

Best Financial Management Practice Reviews are designed to help school districts meet the challenges of educating their students in a cost-effective manner. In these reviews, a district's management and operational activities are compared to 'best practices' for school districts. These best practices represent the state-of-the-art in managing school districts and are based upon published research and work in many states. Because a district's operations are compared to the state-of-the-art, there may be many areas in which a district is not using the best practices. In such areas, the review provides the district with a plan of action that, if implemented, will allow it to meet the best practices and improve the efficiency and effectiveness of district operations.

Introduction

The Brevard County School Board is the third school district to request a Best Financial Management Practice Review. The school board requested a review to provide the district with an external assessment of how its existing practices could be improved to achieve a higher level of efficiency and effectiveness. Brevard County School Board members and administrative staff have indicated a desire to work toward using the Best Financial Management Practices in managing and operating their school district.

In 1997, the Florida Legislature created these reviews to increase public confidence and support for districts that demonstrate good stewardship of public resources; encourage cost savings; and improve school district management and use of funds. OPPAGA and the Auditor General, in consultation with stakeholders, developed best practices for Florida school districts, which the Commissioner of Education adopted on September 4, 1997. To assess whether districts are using the best practices, OPPAGA and the Auditor General developed an extensive set of indicators. The best practices and indicators are designed to encourage districts to:

- use performance and cost-efficiency measures to evaluate programs;
- use appropriate benchmarks based on comparable school districts, government agencies, and industry standards to assess their operations and performance;
- identify potential cost savings through privatization and alternative service delivery; and
- link financial planning and budgeting to district priorities, including student performance.

A framework for conducting a Best Financial Management Practice Review is prescribed in Florida law. In order to receive a review, school board members must vote unanimously to request a review. OPPAGA and the Auditor General jointly examine a district's operations to determine whether the district is using these best practices. In addition, the law provides OPPAGA the authority to contract with a consultant for part of the review. The reviews must be completed within a six-month period and OPPAGA must publish a report within 60 days that indicates whether the district is using the best practices and identifies potential cost savings. Districts found to be using the Best Financial Management Practices will be awarded a "Seal of Best Financial Management" by the State Board of Education. Districts that are not using Best Financial Management Practices are provided a detailed two-year action plan to provide assistance in meeting the best practices. The district school board must vote on whether to implement this action plan.

Appreciation is expressed to members of the Brevard County School Board, Superintendent David Sawyer, school district employees, students, and community residents who provided information during the preparation for, and implementation of, on-site activities. Special appreciation is expressed to Mr. Gene Burkett, Associate Superintendent for Financial Services, who was assigned by the Superintendent as liaison with MGT for the review. We appreciate his efforts in providing requested documents, office space, meeting room facilities, and helpful staff to accommodate the MGT team's on-site needs.

Scope

The purpose of a combined Performance and Best Financial Management Practice Review is to:

1. determine whether the district is using the Best Financial Management Practices adopted by the Commissioner of Education;
2. save funds;
3. improve management;
4. increase efficiency and effectiveness; and
5. develop recommendations and detailed action plans to improve district operations.

Introduction

As required by OPPAGA's Request for Proposals (RFP), the scope of this combined review encompassed the 13 areas shown in Exhibit 1-1.

Exhibit 1-1

MGT Reviewed 13 Managerial and Operational Areas

Best Financial Management Practices Areas	Performance Review Areas
Management Structures	Education Service Delivery
Performance Accountability Systems	Community Involvement
Use of Lottery Proceeds	Safety and Security
Student Transportation	
Food Service Operations	
Use of State and District Construction Funds	
Facilities Construction	
Facilities Maintenance	
Personnel, Systems and Benefits	
Cost Control Systems ¹	

Source: MGT.

MGT conducted this combined review using both the indicators of the Best Financial Management Practices and its own management audit guidelines, as well as specific requirements identified in the RFP. Exhibit 1-2 illustrates which components governed each area of the combined review.

¹ Included the areas of internal auditing, financial auditing, asset management, risk management, financial management, purchasing, and information systems.

Exhibit 1-2

MGT Used Three Sets of Guidelines to Complete This Review

Review Area	Required Scope Of Evaluation		MGT Audit Guideline System/Component ©
	Best Practices and Indicators	Other Items set by OPPAGA	
Management Structures	Management Structures (pp. 6-8)		
Performance Accountability Systems	Performance Accountability Systems (pp. 9-10)		II. District Organization and Management (Components A-E)
Use of Lottery Proceeds	Use of Lottery Proceeds (pp. 13)		
Use of State and District Construction Funds	Use of State and District Construction Funds (pp. 13-14)		
Facilities Construction	Facilities Construction (pp. 15-26)		VI. Administrative and Operation Services Component A: Facilities Management and Construction
Facilities Maintenance	Facilities Maintenance (pp. 26-32)		Component B: Facilities Operations and Maintenance
Personnel Systems and Benefits	Personnel Systems and Benefits (pp. 11-12)		III. Personnel Management and Development
Cost Control Systems	Cost Control System (pp. 40-57)	<p>Purchasing:</p> <ul style="list-style-type: none"> • The efficiency of the district's purchasing process • The bidding and contracting process • Shared services and opportunities for privatization <p>Financial Management:</p> <ul style="list-style-type: none"> • Internal controls and accounting system • Budget process including district reporting of FEFP data • The amount and use of contingency funds • Shared services and opportunities for privatization 	<p>II. Component I: Purchasing</p> <p>II. Component F: Planning and Budgeting</p> <p>Component G: Financial Management</p> <p>Component K: Internal and External Auditing</p>

Exhibit 1-2 (Continued)**MGT Used Three Sets of Guidelines to Complete This Review**

Review Area	Required Scope Of Evaluation		MGT Audit Guideline System/Component ©
	Best Practices and Indicators	Other Items set by OPPAGA	
Cost Control Systems		<p>Asset and Risk Management:</p> <ul style="list-style-type: none"> • Cash management practices • The appropriateness of fund balances (including self-insurance funds) • Risk management programs and adequacy and efficiency of insurance coverage • Bond issuance and funding, including planning activities • Fixed assets and inventory • Shared services and opportunities for privatization 	II. Component H: Asset and Risk Management
Student Transportation	Student Transportation (pp. 32-36)		IV. Component E: Transportation Component F: Vehicle Acquisition and Maintenance
Food Service Operations	Food Service Operations (pp. 36-40)		Component D: Food Services
Educational Service Delivery	NONE	<ul style="list-style-type: none"> • The district's use of state accountability standards and Sunshine State standards to measure its educational programs • The process of establishing and maintaining school curriculums • The effectiveness and efficiency of educational support programs • The effectiveness and efficiency of special programs 	V. Education Support Programs and Services VI. Educational Delivery and Curriculum and Instructional Services
Community Involvement	NONE	<ul style="list-style-type: none"> • The effectiveness of its communication processes with parents • The cost-effectiveness and convenience of the district's print shop • School advisory council representation as defined in S. 229.58, Florida Statutes • Opportunities to automate the district's telephone switchboard process • The adequacy of the background check process for volunteers and mentors 	I. Community Involvement

Exhibit 1-2 (Continued)

MGT Used Three Sets of Guidelines to Complete This Review

Review Area	Required Scope Of Evaluation		
	Best Practices and Indicators	Other Items set by OPPAGA	MGT Audit Guideline System/Component ©
Safety and Security	NONE	<ul style="list-style-type: none"> • The need to expand the School Resource Officer's Program • The adequacy of school alarms • The need for school-based security trailers • The adequacy of night security at the district's central office • The need for truancy officers to have a law enforcement background • Shared services and opportunities for privatization 	Component G: Safety and Security

Source: OPPAGA Request for Proposals for Combined Review of Brevard County School District.

Methodology

MGT used a variety of methods to collect information about the district's use of Best Financial Management Practices and adherence to management audit guidelines. Exhibit 1-3 shows the variety of ways in which constituents of the district were asked to provide input for this review. Exhibit 1-4 shows the time line MGT followed in completing the combined review.

Exhibit 1-3

MGT Sought Input From a Variety of Stakeholders

Stakeholders	Input Method
Teachers	<ul style="list-style-type: none"> • Written Surveys • Selected Interviews and Focus Groups
School Principals	<ul style="list-style-type: none"> • Written Surveys • Individual Interviews and Focus Groups
School Support Staff	<ul style="list-style-type: none"> • Focus Groups
Local Business/Community Leaders	<ul style="list-style-type: none"> • Public Hearing
Brevard County Taxpayers	<ul style="list-style-type: none"> • Public Hearing
Education Activists/PTA Participants	<ul style="list-style-type: none"> • Public Hearing
Former Students	<ul style="list-style-type: none"> • Public Hearing
Teacher Organizations	<ul style="list-style-type: none"> • Public Hearing
Board Members	<ul style="list-style-type: none"> • Written Self-Assessments • Individual Interviews
District Superintendent & Senior Management	<ul style="list-style-type: none"> • Written Self-Assessments • Written Surveys • Individual Interviews

Source: MGT.

Exhibit 1-4**Brevard County School District
Combined Review Time Line**

Major Activity	Date
MGT Awarded Combined Review Contract	January 14
First Meeting with MGT, OPPAGA, and District Liaison District submitted completed self-assessments and documentation.	January 15
MGT Survey Distributed to Administrators and Teachers MGT designed anonymous surveys for use with Brevard County District administrators, principals, assistant principals, and teachers. These surveys were distributed via intradistrict mail and returned directly to MGT.	January 28
MGT Conducted First Site Visit MGT reviewed the self-assessments with district staff, conducted numerous interviews and focus groups, visited schools, collected additional data, and identified issues and potential cost savings.	February 8 - 12
MGT Hosted First Public Forum	February 11
MGT Submitted Preliminary Written Assessments to OPPAGA Based on the results of the documentation review and the first on-site visit, MGT submitted preliminary written assessments to OPPAGA. MGT and OPPAGA reviewed these drafts in preparation for organizing the efforts of the second on-site visit.	March 15
MGT Conducted Second Site Visit MGT reviewed preliminary written assessments with district staff, conducted numerous additional and follow-up interviews and focus groups, visited additional schools, and collected further supporting data.	April 12 - 16
MGT Hosted Second Public Forum	April 15
MGT Completed and Submitted Two Draft Final Reports to OPPAGA Using the format required MGT submitted a complete draft final report in May to OPPAGA. Upon review of this report and discussion of the findings, MGT revised its draft report and submitted a second draft final report in June to OPPAGA.	May 14 - June 11
MGT Conducted Final Site Visit MGT shared the draft report contents with district staff for feedback and to collaboratively develop action plans for those areas where the district was not using a best practice.	June 15 - 18
MGT Completed Final Report Combining OPPAGA's second review comments and comments and suggestions from district staff, MGT developed a final comprehensive combined review final report.	June 25
Presentation of Final Report to Brevard County School Board	September 2

Source: MGT.

Documentation and Self-Assessment Review

During the first meeting between MGT, OPPAGA, and the Brevard project liaison, the district provided extensive documentation. The district gave to MGT 68 self-assessments, completed by all school board members, the Superintendent, all Deputy/Associate/Assistant/Area Superintendents, various program directors and supervisors, and various central office personnel knowledgeable of the district's programs, policies, and practices in the combined review areas. As supporting documentation, the district provided 17 boxes of information on its programs as they relate to the best practices and performance review areas. MGT reviewed this documentation prior to conducting the first on-site visit.

Surveys of District Staff

As part of the initial data collection, MGT conducted a survey of central office administrators, principals and assistant principals, and teachers. The survey asked for opinions on all aspects of district operations. MGT surveyed all central office administrators, principals/assistant principals, and a random sample of district teachers. In all, MGT distributed 1,479 surveys. MGT sent 33 to central office administrators with 27 returned (response rate of 82%), 167 to principals and assistant principals with 105 returned (response rate of 63%), and 1,279 to teachers with 506 returned (response rate of 40%). MGT then analyzed the returned surveys within each survey group, among the survey groups, and in comparison to MGT's benchmark survey database from other school districts around the country.

Interviews and Focus Groups

In order to review in-depth the practices and programs of the district, MGT conducted numerous interviews while on-site. The MGT team conducted 408 interviews with 241 members of the Brevard staff,² both at the central office and in the schools. The MGT team also conducted 15 focus groups with various segments of the district's employees to gain a better understanding of specific issues. Between interviews and focus groups, MGT met with a wide range of district personnel that comprised all levels of staff. Interviewees ranged from school board members, the Superintendent, all Deputy/Associate/Assistant/Area Superintendents, and various program directors to school administrators, teachers, clerks, cafeteria managers, maintenance workers, mechanics, bus drivers, and other support staff. Most of the interviews of school-level employees took place at the schools.

On-Site Observations

During the first two on-site visits, MGT staff observed numerous district operations, including personnel, MIS, school facilities, maintenance, transportation, food services, warehousing, school volunteers, purchasing, and central office and school security. MGT staff attended two regular meetings of the School Board to monitor its interaction with the public.

Public Forums

MGT hosted two public forums in the district, one on February 11, 1999 and one on April 15, 1999. The purpose of these forums was to allow the public -- parents, citizens, students, and district employees -- to express their concerns and assist MGT in focusing its review efforts. Members of the public were invited to speak with MGT consultants or to provide written comments regarding any of the 13 review areas. The first forum was held at the district's central office, the second at Eau Gallie High School.

² Figure also includes some non-district staff, such as the Board's attorney, the internal auditing firm, citizen members of the district's site selection committee, etc.

Peer School Districts

Brevard administrative staff identified five peer districts (selected from a list of nine potential peer districts identified by MGT) to use in comparing Brevard's activities to those of similar school districts. To gather information from the peer districts, MGT interviewed a variety of staff in the peer districts for each managerial and operational area of the review. In addition, peer district staff provided documents and data for district comparisons and provided confirmation or changes to state collected data.

Brevard administrative staff identified Lee, Orange, Polk, Seminole, and Volusia county school districts as peer districts for the Brevard County School District. MGT compared data from these districts to that of Brevard to better understand demographic characteristics, resources, expenditures, and performance.

Other Sources of Information

As necessary to ensure a complete review, MGT staff contacted additional entities to obtain a variety of information. Team members contacted state agency personnel in the Florida Department of Education and the Office of the Auditor General. Team members also secured additional information from numerous state agency websites and publications for information on model district programs, statewide practices, federal and state requirements, statewide data available by district, etc.

Review Staff Visited 55 District Schools

MGT staff visited 55 of the 97 district schools. During these visits, MGT consultants interviewed principals and spoke with teachers and support staff. MGT consultants observed food service, transportation, community involvement, purchasing, MIS, personnel, educational service delivery, and safety and security operations in order to better understand the issues confronting the district and to identify ways in which the district could improve. MGT collected documentation from the schools related to food services, community involvement, safety and security, and MIS issues. Exhibit 1-5 lists the schools the MGT team visited during the first two on-site visits.

Exhibit 1-5

**MGT Visited 55 Schools
in the Brevard County School District**

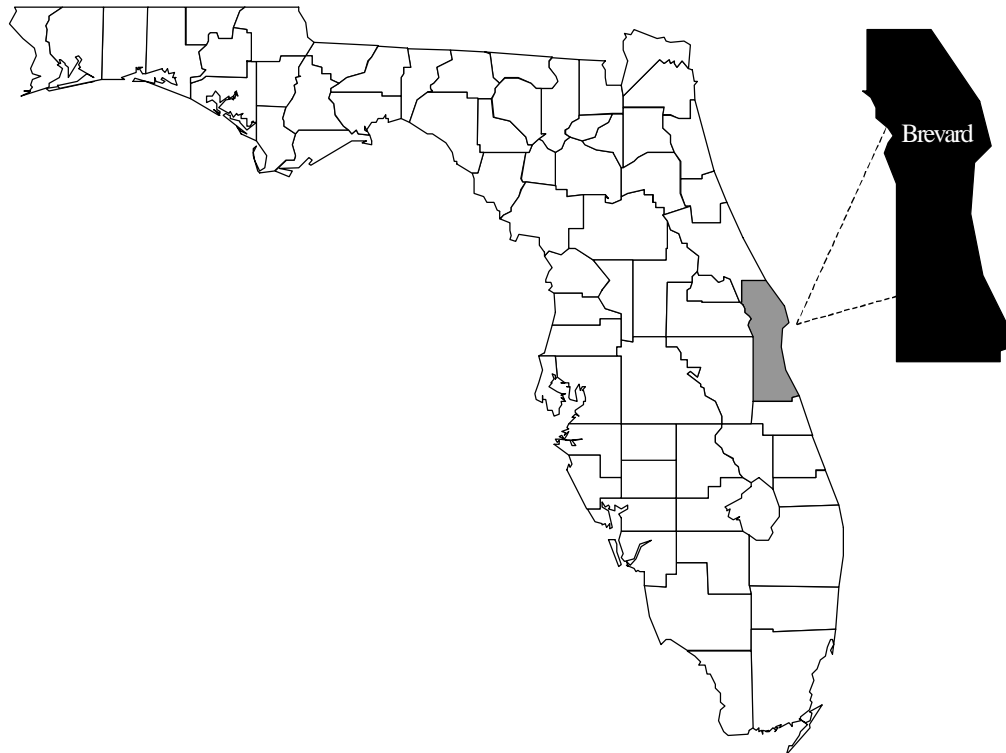
Elementary Schools	Middle Schools	High Schools
Allen, Roy	Clearlake	Astronaut
Andersen, Hans Christian	Edgewood	Bayside
Apollo	Hoover, Herbert C.	Cocoa
Atlantis	Jackson, Andrew	Cocoa Beach Jr/Sr
Challenger 7	Jefferson, Thomas	Eau Gallie
Columbia	Johnson, L.B.	Melbourne
Coquina	Kennedy, John F.	Palm Bay
Creel, Dr. W.J.	Madison, James	Rockledge
Croton	McNair, Ronald	Satellite
Endeavor Magnet	Southwest	Titusville
Enterprise	Space Coast	West Shore Jr/Sr
Gardendale Magnet		
Gemini		
Golfview Magnet		
Harbor City		
Imperial Estates		
Lockmar		
Longleaf		
McAuliffe, Christa		
Meadowlane		
Oakpark		
Port Malabar		
Riverview Magnet		
Riviera		
Roosevelt, Theodore		
Sabal		
Saturn		
Sea Park		
Sherwood		
South Lake		
Suntree		
Turner, John F.		
Westside		

Source: MGT.

2

Statistical Profile of Brevard County School District

The mission of the Brevard County School District is to serve every student with excellence as the standard.



County Profile

Brevard County is located on the east coast of Florida, surrounded by Volusia, Seminole, Orange, Osceola, and Indian River counties. The county's primary sources of employment are communications, tourism, defense, and the aerospace industry. Among the principal employers are Harris Corporation, NASA, and Northrup Grumman. In 1994 and 1995, the per capita income of county residents was below the state average, as Exhibit 2-1 shows.

Brevard County has three major population centers. The two largest incorporated communities are Palm Bay and Melbourne. Titusville is the county's third largest city as well as the county seat. The school

district offices are centrally located in the county, in the new community of Viera (formerly part of Melbourne).

Exhibit 2-1

The Per Capita Income of Residents is Below the State Average

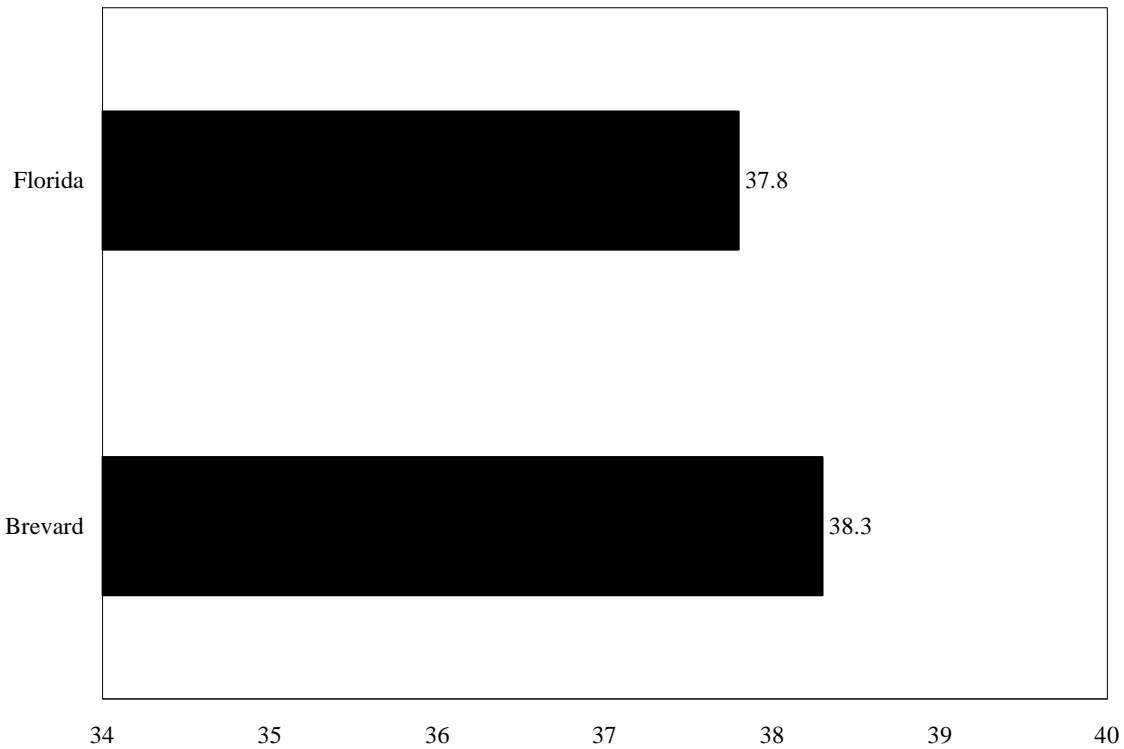
	1994	1995
Brevard	20,161	20,747
Florida	21,777	23,031

Source: Florida Education and Community Data Profiles.

The population of Brevard County generally follows the state breakdown in terms of age. As Exhibit 2-2 shows, the average age in the county is 38.3 years, while the average in the state is 37.8 years. Exhibit 2-3 compares county age groups with that of the state. As the exhibit shows, the proportion of children zero to 14 years of age in the county (19.1%) is only slightly less than the proportion in the state (19.4%). The largest deviation from the state age proportions is in the 45 to 64 age group, from which the state draws only 20.8 percent of its population, but from which the county draws 21.9 percent of its population. The county is growing fairly rapidly. In 1990, its population was just less than 400,000. Five years later, it was more than 450,000.

Exhibit 2-2

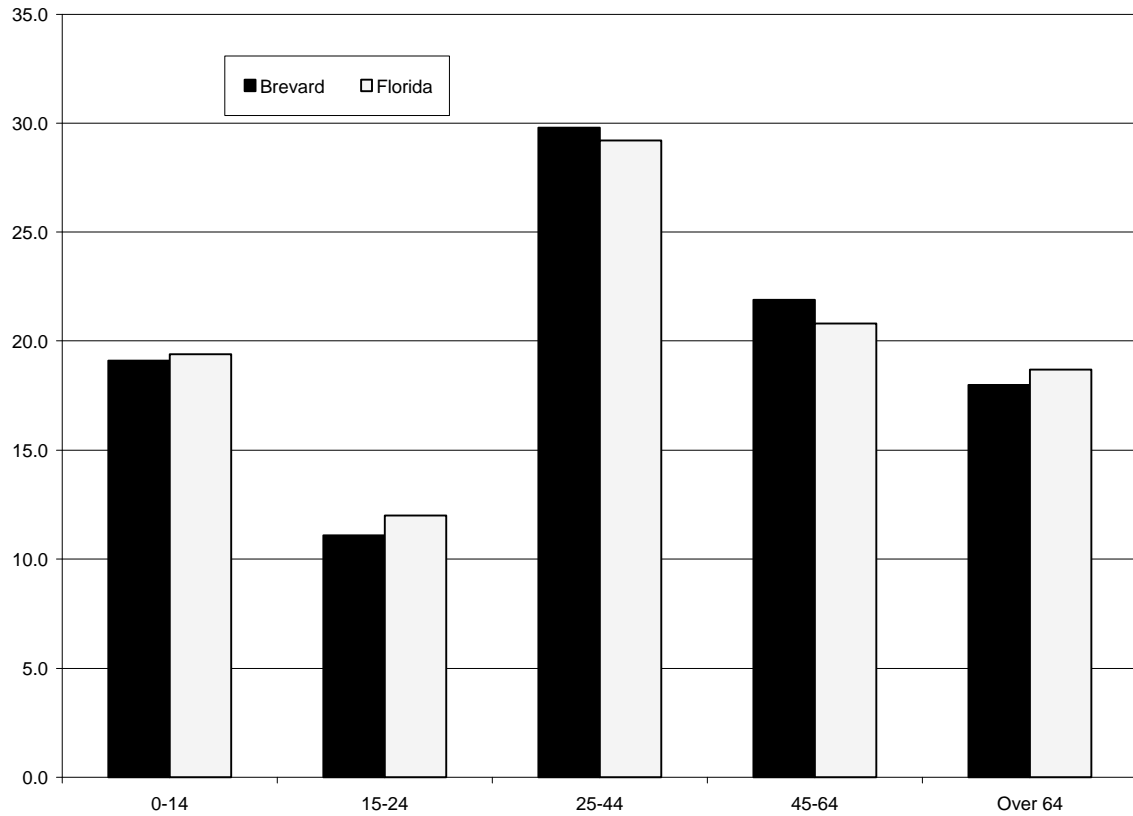
The Median Age in Brevard County



Source: Florida Education and Community Data Profiles.

Exhibit 2-3

The Proportion of School-Aged Children in Brevard is Only Slightly Less Than the Proportion in the State



Source: Florida Education and Community Data Profiles.

District Profile

This section provides a profile of the Brevard County School District in comparison with five peer districts, selected by Brevard school district administrators. The five peers districts are Lee, Orange, Polk, Seminole, and Volusia. The peers were selected based on their similarities to Brevard County School District across a number of categories, including size of student population and geographic location. Information in this section is presented in four areas:

- district information
- student performance
- student characteristics
- staff characteristics

District Information

The Brevard County School District has 97 schools, including 50 elementary schools, 14 middle schools, 12 high schools, and 21 special schools and centers. The district is the 47th largest school district in the nation and the 9th largest in Florida, with nearly 70,000 students and more than 7,000 employees.

In the Fall of 1998, the district had 68,638 students in grades prekindergarten through 12th. In comparison to other Florida school districts, Brevard is considered large – only eight of Florida’s 67 districts are larger. Exhibit 2-4 shows the Fall 1998 student population of Brevard and its peer districts. Brevard is the third largest of the peers, at 68,638 students. Although it has more than double the number of students, Orange has been included as a peer because of its close geographical proximity to Brevard.

Exhibit 2-4

Brevard Has the Third Largest Student Body Among its Peers

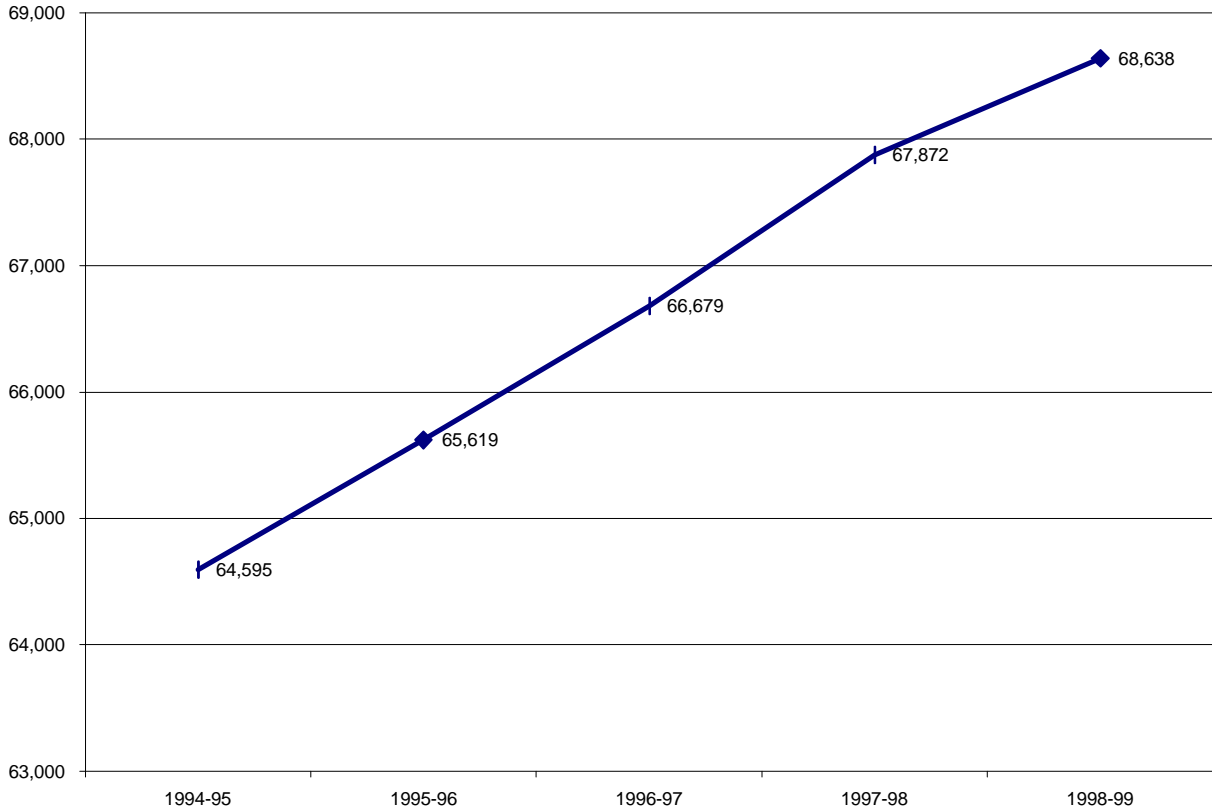
District	Student Population		Percentage Growth
	Fall 1992	Fall 1998	
Brevard	61,048	68,638	12%
Lee	46,078	54,777	19%
Orange	110,196	138,637	26%
Polk	67,721	77,284	14%
Seminole	51,582	58,150	13%
Volusia	52,579	59,851	14%
Peer Average	65,631	77,740	18%

Source: *Membership in Florida’s Public Schools, Fall 1998*, Florida Department of Education.

Exhibit 2-5 shows the trend in enrollment in the district over the last five years. Since 1994-95, the district has grown by approximately 1,000 students per year and a total of six percent.

Exhibit 2-5

The District's Enrollment Has Steadily Grown in the Past Five Years



Source: *Membership in Florida's Public Schools, Fall 1998*, Florida Department of Education.

District Financial Information

The 1998-99 budget for Brevard County School District is approximately \$534 million; the 1997-98 budget was approximately \$511 million. The school district receives revenue from federal, state, and local sources. The major revenue source for district operations is the Florida Education Finance Program (FEFP). This funding source, established by the Legislature annually, prescribes state revenues for education, as well as the level of ad valorem taxes (property taxes) which may be levied by each school district in the state. It also includes restricted funding called 'categorical,' which are funds specified by the Legislature for selected district services, such as instructional materials. Exhibit 2-6 shows the district's sources of funds and the percent each comprises of the total funds available.

Exhibit 2-6

District Funds Include Federal, State, and Local Sources

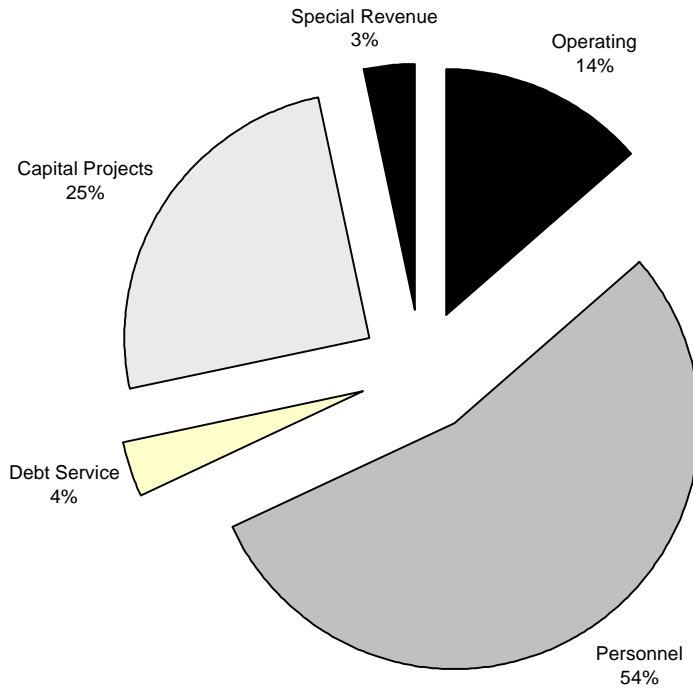
Source	Total	Percent of Total Funds Available
Federal	\$24,380,004	4.8%
State	222,757,441	43.6%
Local	154,851,918	30.3%
Total Revenue Sources	\$401,989,363	78.7%
Incoming Transfers	20,302,401	4.0%
Beginning Fund Balances	88,398,147	17.3%
Total Fund Available	\$510,689,917	

Source: Brevard County School District, 1997-98.

Personnel costs are the largest category of district expense and comprised 54 percent of the total 1997-98 budget. Capital outlay, which includes construction, remodeling, and renovation cost, accounts for 25 percent of the total budget. Exhibit 2-7 shows the breakdown of district budget expenditures for 1997-98.

Exhibit 2-7

District Budgeted Expenditures Include Personnel, Capital Outlay, and Operating Expenses



Source: Brevard County School District, 1997-98.

Brevard County School District's expenditures for 1996-97 are shown in Exhibit 2-8. Brevard's expenditures from the General Fund and Special Revenues at \$4,818 per student were similar to those of its peer districts. General Fund and Special Revenues are the main funding source for operating the school district.

Exhibit 2-8

Brevard's General and Special Fund Total Expenditures Were Similar to Peers

District	General and Special Fund Expenditures for 1996-97	General and Special Fund Expenditures per Student
Brevard	\$321,199,750	\$4,818.19
Lee	308,668,574	5,899.74
Orange	701,770,219	5,434.31
Polk	388,593,691	5,193.78
Seminole	263,042,291	4,697.77
Volusia	288,366,562	4,971.49
Peer Average	\$390,088,267	\$5,267.59

Source: *Profile of Florida School Districts, 1996-97 Financial Data*, Florida Department of Education, June 1998.

Student Performance

The effective delivery of educational services is the first and most important aspect of all student district missions. Critical to the delivery of these services is how districts maximize student performance while keeping within budget constraints. Indicators of how well the district is accomplishing this include test scores, graduation rates, and dropout rates. This section provides a profile of the Brevard County School District student achievement in comparison with its five peer districts. Refer to Chapter 4.0 of this report (page 4-5) for information pertaining to the grades earned by district schools in the new statewide *School Accountability Report* assessment.

Student Test Scores

Florida Writes! is an examination administered in each of Florida's school districts. The test is designed to measure student achievement in writing in grades 4, 8, and 10 and requires students to demonstrate mastery of using higher order skills. Trained raters, using the holistic method to evaluate overall quality, score the students' writing. Exhibit 2-9 provides the 1998 Florida Writing Assessment results. As the exhibit shows, Brevard tied with Seminole for the highest 4th grade score, tied with Polk for the second highest 10th grade score and placed second to Seminole for the highest 8th grade score. All of Brevard's scores equaled or exceeded the state average.

Exhibit 2-9

District’s Florida Writing Assessment Scores Are Comparable to Peers and Generally Exceed the State Average

School District	Grade 4			Grade 8			Grade 10		
	Expository	Narrative	Total	Persuasive	Expository	Total	Persuasive	Expository	Total
Brevard	3.0	3.4	3.2	3.4	3.5	3.5	3.6	3.7	3.7
Lee	2.9	3.3	3.1	3.3	3.4	3.3	3.5	3.5	3.5
Orange	2.8	3.1	3.0	3.3	3.4	3.3	3.5	3.5	3.5
Polk	3.0	3.2	3.1	3.3	3.5	3.4	3.7	3.8	3.7
Seminole	3.0	3.4	3.2	3.5	3.6	3.6	3.9	3.8	3.8
Volusia	2.9	3.2	3.0	3.1	3.5	3.3	3.6	3.6	3.6
State	2.9	3.2	3.1	3.1	3.5	3.3	3.5	3.6	3.6

Source: Florida Department of Education, 1999.

During the Spring of 1997, all school districts in Florida administered nationally norm-referenced tests to students. A norm-referenced test is designed to indicate how any individual performs in comparison to others (such as grade level or age). In 1997, the Brevard County School District administered the Stanford Achievement Test to all 4th and 8th graders.¹ Exhibits 2-10 and 2-11 show the results of this testing in comparison to the peer districts. For 4th grade students, Brevard’s median national percentile ranks in reading and mathematics were second and third highest, respectively, among the peers. The same was true for the percent of Brevard 4th graders in the upper quartile. For 8th grade students, Brevard’s median national percentile ranks in reading and mathematics were third and second highest, respectively, among the peers. The percent of Brevard 8th graders in the upper quartile in both reading and mathematics was second highest among the peers.

Exhibit 2-10

Brevard’s 4th Grade Norm-Referenced Test Scores Were Consistent with Peers

School District	Reading				Mathematics			
	# of Students	Median NPR ²	% in Each NPR Group		# of Students	Median NPR	% in Each NPR Group	
			1 - 25 ³	76 - 99 ⁴			1 - 25	76 - 99
Brevard	4,297	56	20	28	4,265	68	14	42
Lee	3,228	53	18	25	3,245	70	13	44
Orange	8,212	42	32	22	8,106	52	25	30
Polk	4,640	44	28	21	4,654	56	23	32
Seminole	3,767	59	18	31	3,763	70	16	45
Volusia	3,815	49	23	24	3,818	65	19	40

Note: The peer districts vary in their use of norm-referenced tests for students. Brevard and Orange administer the Stanford Achievement Test. The Lee, Polk, Volusia, and Seminole districts use the CTBS TerraNova.

Source: Statewide Assessment Services Section, Florida Department of Education, 1999.

¹ The district now uses the CTBS TerraNova.

² This is the median national percentile rank (NPR). An NPR indicates how a student did compared to students in the nation. NPRs range from one to 99. An NPR of 50 means that the student scored better than 50 percent of the students in the nation.

³ The percentage of students with an NPR from one to 25 (the lowest quartile of students).

⁴ The percentage of students with an NPR from 76 to 99 (the highest quartile of students).

Exhibit 2-11

Brevard's 8th Grade Norm-Referenced Test Scores Were Consistent with Peers

School District	Reading				Mathematics			
	# of Students	Median NPR	% in Each NPR Group		# of Students	Median NPR	% in Each NPR Group	
			1 - 25	76 - 99			1 - 25	76 - 99
Brevard	3,980	57	19	27	3,873	58	18	29
Lee	2,995	56	17	25	2,985	52	22	27
Orange	7,860	45	30	22	7,708	42	35	22
Polk	4,299	47	26	20	4,311	43	30	19
Seminole	3,847	63	16	37	3,845	60	19	34
Volusia	3,663	63	15	35	3,658	54	20	29

Note: The peer districts vary in their use of norm-referenced tests for students. Brevard and Orange administer the Stanford Achievement Test. The Lee, Polk, Volusia, and Seminole districts use the CTBS TerraNova.
 Source: Statewide Assessment Services Section, Florida Department of Education, 1999.

The High School Competency Test (HSCT) tests communications and mathematics skills and is administered to students in 11th grade. All Florida students must pass this test in order to graduate. Exhibit 2-12 shows the 1997-98 results of the HSCT (the latest for which figures are available). Brevard students had the highest percent passing rate when compared to the peer districts and the state in the communications portion of the test. Brevard had the second highest percent passing rate (next to Seminole County) in the mathematics portion of the test.

Exhibit 2-12

District's HSCT Skills Passing Rates Are Comparable to Peers and Exceed State Rates

School District	October 1998			
	Communications		Mathematics	
	# Tested	% Passing	# Tested	% Passing
Brevard	3,393	84%	3,408	81%
Lee	2,657	76%	2,686	72%
Orange	5,708	76%	5,769	71%
Polk	3,438	78%	3,453	75%
Seminole	3,263	82%	3,299	82%
Volusia	2,951	82%	2,973	78%
State	5,708	76%	5,769	71%

Source: Florida Department of Education, October 1998.

Another indicator of the performance of its students is the results of the college placement tests taken by 12th graders. Students are likely to take either the SAT or the ACT test as they prepare to graduate high school and pursue higher education. Exhibit 2-13 compares Brevard with its peers on the results of these tests in 1996-97. As the exhibit shows, Brevard's mean score on the SAT is higher than both the peer and state averages. Brevard's mean score on the ACT is also higher than both the peer and state averages.

Exhibit 2-13

Brevard Students Outscore Both Peer and State Averages on SAT and ACT

District	SAT			ACT		
	# Tested	% 12 th Graders Tested	Mean Score	# Tested	% 12 th Graders Tested	Mean Score
Brevard	1,740	49.5	1,026	1,093	31.1	22.0
Lee	1,159	40.0	993	822	28.4	20.1
Orange	2,779	45.5	996	1,737	28.4	20.9
Polk	1,328	41.2	989	897	27.8	20.6
Seminole	1,874	62.3	1,031	1,057	35.4	21.6
Volusia	1,372	51.6	991	517	19.5	20.8
Peer Average	1,702	48.1	1,000	1,006	27.9	20.8
State	46,635	44.2	997	32,602	30.9	20.6

Source: Florida Department of Education, October 1998.

Another indicator of performance is measured through the Florida Comprehensive Assessment Test (FCAT), which measures student performance on selected benchmarks in reading and mathematics that are defined by Sunshine State Standards. The standards articulate challenging content that Florida students are expected to know and be able to do. The standards were developed in seven content areas and were adopted by the State Board of Education in May 1996. All public schools are expected to teach students the content found in the Sunshine State Standards. Students' proficiency in reading and mathematics in grades 4, 5, 8, and 10 is measured by the FCAT and is scored on levels 1 through 5. Exhibits 2-14 and 2-15 illustrate the scores' ranges in the five levels.

Exhibit 2-14

FCAT Reading Achievement Levels for Tests Administered in 1999, 2000, and 2001

Grade	Level 1	Level 2	Level 3	Level 4	Level 5
4	100-274	275-298	299-338	339-385	386-500
8	100-270	271-309	310-349	350-393	394-500
10	100-286	287-326	327-354	355-371	372-500

Source: Student Assessment Services Section, Florida Department of Education.

Exhibit 2-15

FCAT Mathematics Achievement Levels for Tests Administered in 1999, 2000, and 2001

Grade	Level 1	Level 2	Level 3	Level 4	Level 5
5	100-287	288-325	326-354	355-394	395-500
8	100-279	280-309	310-346	347-370	371-500
10	100-286	287-314	315-339	340-374	375-500

Source: Student Assessment Services Section, Florida Department of Education.

As shown in Exhibit 2-16, Brevard County’s reading scores ranged between 310 and 316, which places this county in level 3 for 4th and 8th grade and level 2 for 10th grade. Brevard County’s math scores ranged between 317 and 325, which places it in level 2 for 5th grade and level 3 for 8th and 10th grade. Performance at a level 2 score indicates that the student has limited success with the challenging content of the Sunshine State Standards. However, Brevard consistently scored above the state and peer averages on the tests at all grade levels.

Exhibit 2-16

Brevard’s FCAT Scores Are Higher Than Peer and State Averages

District	Spring 1999 FCAT					
	4 th Grade	5 th Grade	8 th Grade		10 th Grade	
	Reading	Math	Reading	Math	Reading	Math
Brevard	311	323	310	317	316	325
Lee	305	320	309	312	308	318
Orange	289	308	300	303	310	314
Polk	293	309	296	297	303	310
Seminole	311	322	318	321	320	327
Volusia	299	316	307	309	311	313
Peer Average	299	315	306	308	310	316
State	296	310	302	304	306	312

Source: Student Assessment Services Section, Florida Department of Education.

Graduation and Students Continuing Their Education

As shown in Exhibit 2-17, the Brevard County School District has had a consistently lower dropout rate than any of its peers. In fact, its dropout rate is less than half the state rate. For the three-year period from 1994-95 through 1996-97, Brevard steadily decreased its dropout rate while it increased the number of diplomas it granted.

Exhibit 2-17

Brevard’s Dropout Rate Has Decreased While its Number of Graduates Has Increased

District	Dropout Rate			Total Diploma Graduates		
	1994-95	1995-96	1996-97	1994-95	1995-96	1996-97
Brevard	2.79%	2.73%	2.01%	2,750	2,964	3,092
Lee	5.72%	6.15%	6.52%	1,273	2,099	2,390
Orange	4.42%	3.70%	4.65%	4,711	5,243	5,233
Polk	5.03%	6.01%	6.95%	2,936	3,040	3,087
Seminole	4.70%	2.77%	2.48%	2,700	2,539	2,821
Volusia	5.55%	2.95%	2.90%	2,382	2,543	2,514
Peer Average	5.08%	4.32%	4.70%	2,800	3,093	3,209
State	5.24%	5.02%	5.42%	90,034	91,899	95,082

Source: Profiles of Florida School Districts, 1994-95, 1995-96, 1996-97, Florida Department of Education.

The percentage of Brevard students that entered college and technical school was 54 percent and exceeded the 1995-96 state average, as Exhibit 2-18 shows. The percentage of Brevard graduates continuing into postsecondary education was also higher than all of the peers, with one exception (Seminole).

Exhibit 2-18

The Percentage of Brevard’s 1995-96 Graduates Entering Postsecondary Education Exceeded State Average and Most Peers

District	Percent Entering Postsecondary Education
Brevard	54%
Lee	45%
Orange	45%
Polk	45%
Seminole	61%
Volusia	52%
State Average	50%

Source: Florida Education and Training Placement Information Program, Florida Department of Education.

Student Characteristics

This section provides a look at the student population of the Brevard County School District, as well as information about five of its peer districts. The size and demographics of a school district’s student membership are important considerations in understanding the challenges it faces. For instance, a different set of challenges exists for a district that is growing versus one that has a declining student body. Exhibit 2-19 gives a history of pre-K through 12th grade membership from Fall 1994 through Fall 1998. Brevard student membership has grown steadily over the last five years. This is consistent with the statewide trend, as well as the average growth of the peer districts.

Exhibit 2-19

Similar to its Peers, Student Enrollment in Brevard Schools Has Grown Each of the Last Five Years

	Fall 1994	Fall 1995	Fall 1996	Fall 1997	Fall 1998
Brevard	64,595	65,619	66,679	67,872	68,638
Lee	49,413	50,945	52,302	53,787	54,777
Orange	118,666	123,064	128,941	133,653	138,637
Polk	71,297	72,807	74,800	76,493	77,284
Seminole	53,366	54,599	55,972	56,921	58,150
Volusia	55,530	56,788	58,004	59,310	59,851
Peer Average	69,654	71,641	74,004	76,033	77,740
State Average	2,107,514	2,175,233	2,240,283	2,290,726	2,331,958

Source: *Membership in Florida’s Public Schools*, Florida Department of Education.

Exhibit 2-20 provides information regarding the percentage of the 1996-97 student population that was eligible for free or reduced lunch for Brevard and its peers. Brevard County School District's student population was below the state rate for free and reduced lunch recipients, as well as below the average peer rate. Only one peer district had a lower free and reduced lunch percentage.

Exhibit 2-20

The Percent of Brevard Students Receiving Free or Reduced Lunch is Below State and Peer Average Percents

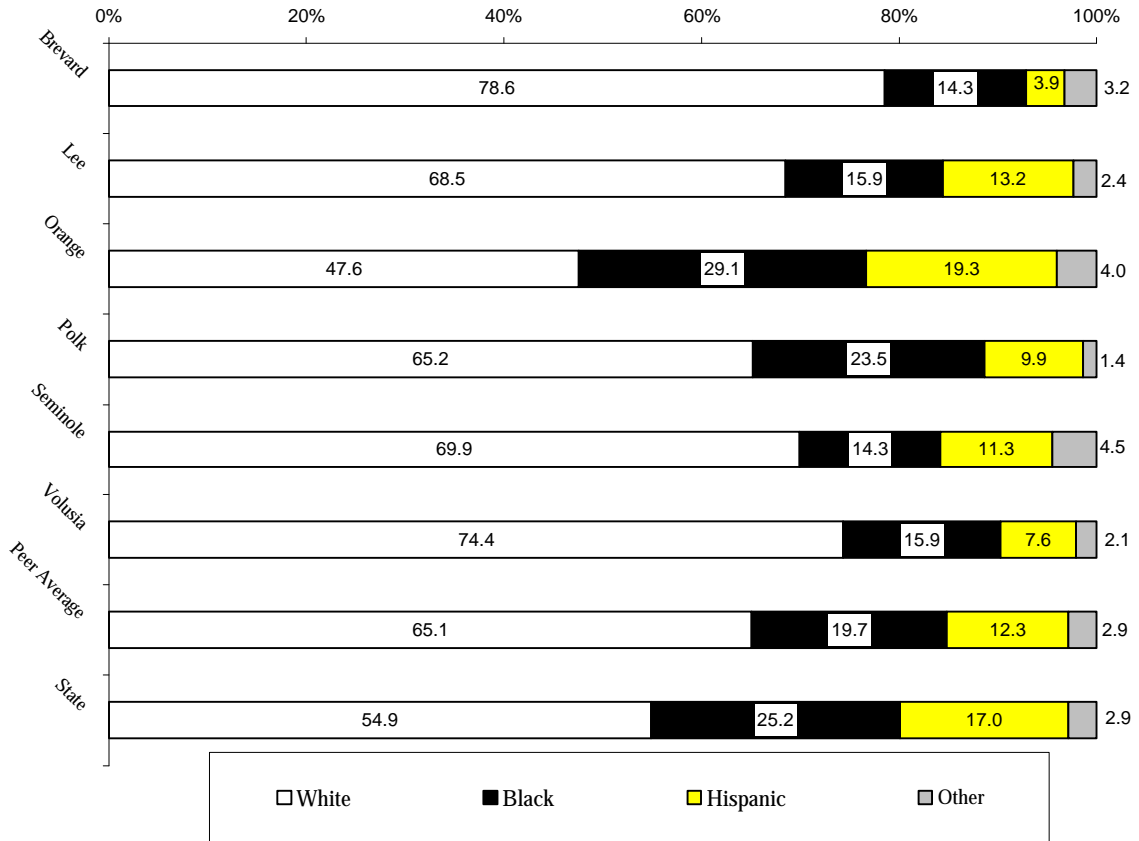
District	Student Population	Students Receiving Free/Reduced Lunch	Percent Receiving Free/Reduced Lunch
Brevard	66,664	19,893	30%
Lee	52,319	22,962	44%
Orange	129,137	57,277	44%
Polk	74,819	39,639	53%
Seminole	55,993	14,173	25%
Volusia	58,004	23,026	40%
Peer Average	74,054	31,415	42%
State Average	2,239,411	974,496	44%

Source: *Profiles of Florida School Districts, 1996-97*, Florida Department of Education, January 1998.

Exhibit 2-21 provides information regarding the racial/ethnic composition of the Fall 1998 student population for Brevard and its peers. As the exhibit shows, Brevard's student population has a lower proportion of minorities than all of the peers. Brevard also has a higher proportion of white students than the state as a whole.

Exhibit 2-21

Similar to Four of its Peers, Brevard Exceeds the State Percentage of White Students in Fall 1998



Source: *Membership in Florida's Public Schools, Fall 1998*, Florida Department of Education.

Exhibit 2-22 provides information on the membership of the Fall 1998 student population by grade for Brevard and its peers. As the exhibit shows, Brevard has the highest percentage of 6th - 7th grade students among the peers. Brevard has one of the lowest percentages of pre-K and kindergarten students among the peers.

Exhibit 2-22

Brevard Had Slightly Higher Percent of 6th - 8th Grade Students in Comparison to its Peers in Fall 1998

District	Pre-K and K		1 st - 5 th		6 th - 8 th		9 th - 12 th	
	#	%	#	%	#	%	#	%
Brevard	6,267	9.13%	26,979	39.31%	16,938	24.68%	18,454	26.89%
Lee	5,703	10.41%	21,907	39.99%	12,523	22.86%	14,644	26.73%
Orange	13,218	9.53%	55,558	40.07%	31,588	22.78%	38,273	27.61%
Polk	7,871	10.18%	30,725	39.76%	18,158	23.50%	20,530	26.56%
Seminole	5,060	8.70%	22,575	38.82%	13,770	23.68%	16,745	28.80%
Volusia	5,116	8.55%	23,650	39.51%	14,236	23.79%	16,849	28.15%
Peer Average	7,394	9.48%	30,883	39.63%	18,055	23.32%	21,408	27.57%

Source: *Membership in Florida's Public Schools, Fall 1998*, Florida Department of Education.

Staff Characteristics

This section provides a look at the personnel employed by the Brevard County School district, as well as information about five of its peer districts. Exhibit 2-23 provides information regarding the number of full-time staff (administrative, instructional, and support) employed by the districts. Brevard is generally consistent with its peers in terms of the total number of full-time staff and the ratio of each staff category to the number of students in the district.

Exhibit 2-23

Number of Brevard Full-Time Staff is Generally Consistent with Peers

District	Administrators		Instructional		Support		Total Staff
	#	Admin: Student	#	Instr: Student	#	Support: Student	
Brevard	244	281.3	4,170	16.5	2,743	25.0	7,157
Lee	229	239.2	3,438	15.9	2,505	21.9	6,172
Orange	471	294.3	9,531	14.5	7,067	19.6	17,069
Polk	290	266.5	4,908	15.7	4,029	19.2	9,227
Seminole	187	311.0	3,416	17.0	2,296	25.3	5,899
Volusia	244	245.3	4,037	14.8	3,434	17.4	7,715
Peer Average	284	273.7	5,066	15.3	3,866	20.1	9,216
State	9,112	255.9	144,324	16.2	108,889	21.4	262,325

Source: *Membership in Florida's Public Schools, Fall 1998*, Florida Department of Education.

Exhibit 2-24 provides information on the racial/ethnic composition and gender breakdown of the Brevard full-time staff and its peers. As can be seen, Brevard has a higher percentage of white staff than any of its peers and a lower percentage of all other ethnicities or races than its peers. Brevard also has a higher percentage of white staff than the state as a whole. In terms of gender, Brevard is consistent with its peers.

Exhibit 2-24

Brevard Has the Highest Proportion of White Staff Among its Peers

District	Race					Gender		Total
	White	African American	Hispanic	Asian/Pacific Islander	American Indian	Male	Female	
Brevard	6,321 88%	638 9%	156 2%	33 <1%	9 <1%	1,676 23%	5,481 77%	7,157
Lee	5,103 83%	670 11%	355 6%	24 <1%	20 <1%	1,784 29%	4,388 71%	6,172
Orange	11,354 67%	3,533 21%	1,979 12%	160 1%	43 <1%	3,981 23%	13,088 77%	17,069
Polk	7,467 81%	1,481 16%	255 3%	15 <1%	9 <1%	2,048 22%	7,179 78%	9,227
Seminole	4,522 77%	998 17%	321 5%	43 1%	15 <1%	1,431 24%	4,468 76%	5,899
Volusia	6,307 82%	1,040 13%	320 4%	32 <1%	16 <1%	1,940 25%	5,775 75%	7,715
Peer Average	6,951 75%	1,544 17%	646 7%	55 1%	21 <1%	2,237 24%	6,980 76%	9,216
State	183,133 70%	53,674 20%	23,439 9%	1,433 1%	646 <1%	65,173 25%	197,152 75%	262,325

Source: MGT calculations from *Staff in Florida's Public Schools, Fall 1998*, Florida Department of Education.

Exhibit 2-25 provides information on the educational background of teachers in Brevard and the peer districts, as well as the state proportions. The proportions of Brevard teachers with bachelor's degrees or doctorates are lower than the peer averages and lower than the state proportions. However, the proportion of Brevard teachers with master's degrees, 37.2 percent, is higher than both the peer average and state proportion. In fact, Brevard has the highest percentage of teachers with master's degrees of the peer districts.

Exhibit 2-25

Brevard's Percentage of Teachers With Master's Degrees is Highest Among Peers

District	Type of Degree (Number and Percent of District Total)			
	Bachelor's	Master's	Specialist	Doctorate
Brevard	2,556 61.2%	1,555 37.2%	39 0.9%	26 0.6%
Lee	2,035 61.5%	1,195 36.1%	49 1.5%	30 0.9%
Orange	5,730 64.1%	3,055 34.2%	87 1.0%	69 0.8%
Polk	3,883 85.1%	657 14.4%	19 0.4%	6 0.1%
Seminole	2,704 83.3%	488 15.0%	36 1.1%	18 0.6%
Volusia	2,358 61.2%	1,366 35.4%	92 2.4%	40 1.0%
Peer Average	1,857 69.9%	751 28.3%	31 1.2%	18 0.7%
State	84,221 61.6%	47,408 34.7%	3,686 2.7%	1,441 1.1%

Source: MGT calculations from *Teacher Salary, Experience, and Degree Level, 1997-98*, Florida Department of Education.

3

Management Structures

The Brevard County School District is a dynamic organization that continually seeks to increase its effectiveness. It could improve its Management Information Systems and its strategic plan.

Conclusion

The Brevard County School District is a dynamic organization. Due to budget constraints over the past decade, the district has repeatedly reorganized its central office, flattening the structure and reallocating resources to schools. Overall, MGT found that:

- The district has reasonably defined units and lines of authority and periodically reviews and updates job descriptions as necessary. (page 3-4)
- The district periodically reviews its organizational structure and staffing levels to minimize administrative layers and processes. (page 3-7)
- The board members do not exercise sufficient oversight of the district's financial resources. (page 3-17)
- The district clearly assigns authority to school administrators for the effective and efficient supervision or instruction, instructional support, and other assigned responsibilities. (page 3-21)
- The district does not have a multiyear strategic plan with annual goals and measurable objectives. (page 3-23)
- The district has a system to accurately project enrollment. (page 3-29)
- The district regularly assesses its progress toward its strategic goals and objectives. (page 3-31)
- The district does not have an ongoing system of financial planning and budgeting linked to achievement of district goals and objectives, including student performance. (page 3-33)
- The district's management information systems do not provide data needed by management and instructional personnel in a reliable, timely, and cost-effective manner. (page 3-35)
- The district periodically evaluates operations and implements actions to improve the quality of education and reduce administrative and other costs. (page 3-42)
- The district considers local options to increase revenue. (page 3-44)
- The district uses cost-efficient legal services to review policy and reduce the risk of lawsuits. (page 3-45)

- The district periodically evaluates the prices it pays for goods and services and, when appropriate, uses state-negotiated contracts, competitive bidding, outsourcing, or other alternatives to reduce costs. (page 3-46)

Fiscal Impact of Recommendations

Only two of this chapter’s recommendations have a direct fiscal impact – the recommendation to eliminate 12 assistant principal/dean positions and the recommendation to provide budget training for the board. Exhibit 3-1 shows these recommendations. Eliminating 12 assistant principal/dean positions would bring the district more in line with its peers as far as school administrative staffing. Assuming an average salary of \$40,000 plus benefits of 33.23 percent, the district could save \$639,600 annually. Providing budget training to the board would cost approximately \$1,500.

Exhibit 3-1

Implementing the Recommendations for Management Structures Would Save District Funds

Recommendation	Fiscal Impact
<ul style="list-style-type: none"> • Establish a number of assistant principals and deans that is comparable to the levels found in the peer districts. By reducing the current Brevard assistant principal/dean staffing from a ratio of one to 524.3 to the average ratio of its peers, one to 574.7, the district would be able to eliminate 12 assistant principal or dean positions. 	<ul style="list-style-type: none"> • Annual savings in salary and benefits of \$639,600.
<ul style="list-style-type: none"> • Provide training in district budgeting and finance to school board members. 	<ul style="list-style-type: none"> • This recommendation will require an investment in 1999-2000 of an estimated \$800 for a one-day on-site Florida School Board Association (FSBA) technical training workshop. The estimated cost includes \$350 per day consultant fee. Additional training will be required every two to four years if new members are elected to the board.

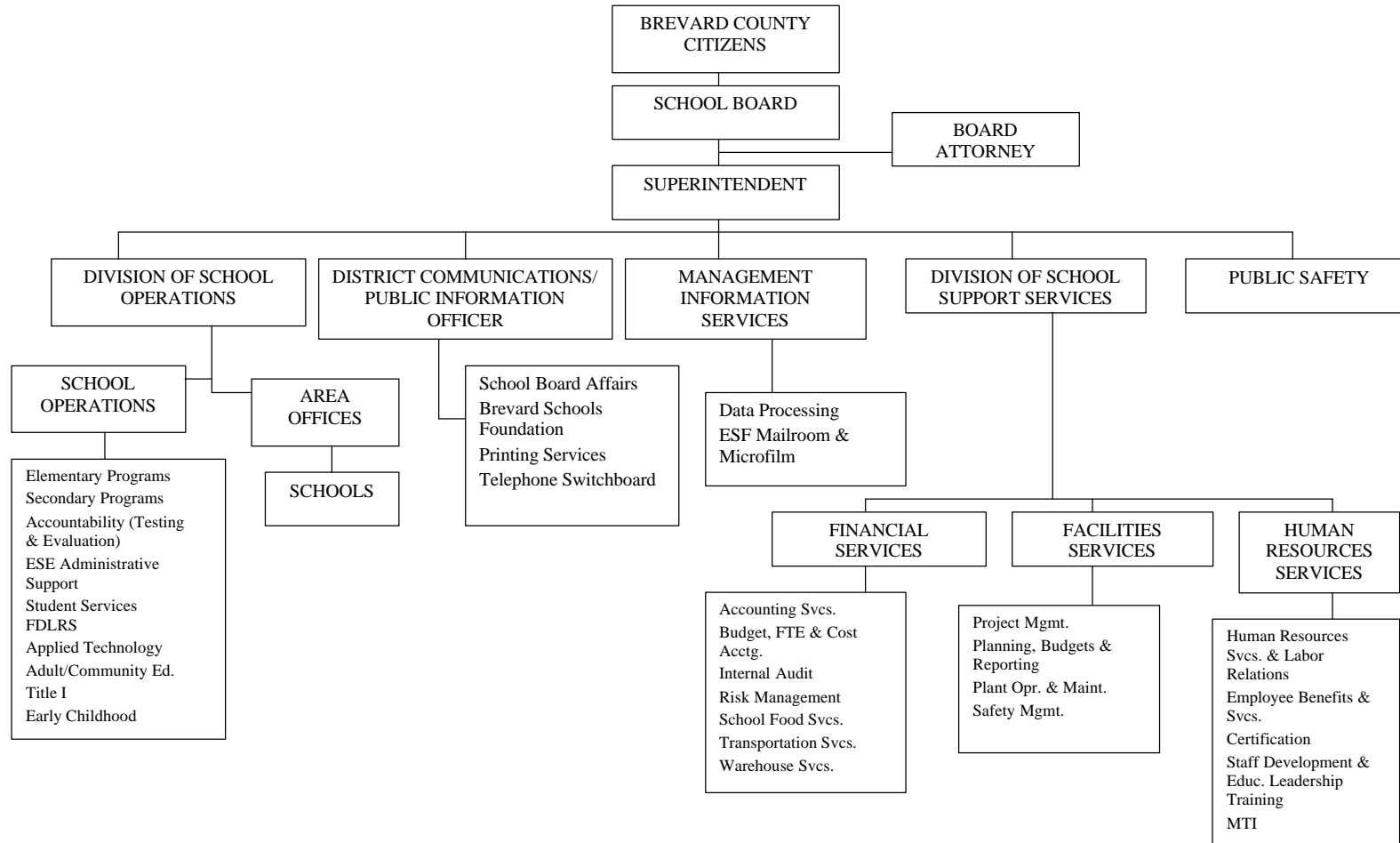
Source: MGT, 1999.

Background

The Brevard County School District is currently organized as shown in Exhibit 3-2. The district is headed by a five-member elected school board. Each member is elected for a four-year term. Two of the current board members are serving their first term. The board appoints the district’s superintendent. The current superintendent has been serving the district since 1994.

Exhibit 3-2

Current Organization of the Brevard County School District



Source: Brevard County School District.

In the area of management structures, the district has had several notable accomplishments, as noted in Exhibit 3-3.

Exhibit 3-3

The District Has Achieved a Number of Notable Accomplishments in Management Structures Since 1989-90

-
- The district has reduced overall central office staffing by four positions from 1989-90 through 1997-98, despite school staffing increase of 26.2 percent and student enrollment increases of 26.8 percent.
 - The district has significantly reorganized its central office in the past four years, creating new departments such as the Division of School Operations and the Office of Community Involvement.
 - The district has switched to an outsourced board attorney, resulting in the elimination of three staff positions and a general increase in the quality of services.
 - The Superintendent was selected as the 1998 Florida Superintendent of the Year.
-

Source: Brevard County School District.

Are the Best Practices for Organizational Structure and Staffing Levels Being Observed?

Goal: The district's organizational structure and staffing levels ensure that programs operate efficiently and effectively.

1 The district has clearly defined units and lines of authority, and reviews and updates job descriptions periodically.

Overall, the district has clearly defined units and lines of authority. The district's organization charts could be kept more current, but the positions and lines of authority of each district department are clearly defined. The district could improve by developing functional organization charts in addition to its positional organization charts. The district has, through numerous restructurings in the past decade, evolved a central office organizational structure that is dynamic, responsive to school needs, and comparable in terms of staffing levels to its peers. The district has a mechanism for disseminating changes to policies and procedures, but could improve in its development of procedures manuals for specialized operations of certain departments.

District Organizational Structure is Dynamic

According to district board rule 6Gx5-2.02(4), the "Superintendent shall develop annually an organizational chart which will include job descriptions and staff and line responsibilities of personnel." Since the arrival of the current superintendent, the organization of the central office has changed significantly and repeatedly. Some of the changes the superintendent has made in the past four years include:

- eliminating the separation between elementary and secondary in the area offices;
- reducing the number of direct reports to the superintendent;

- developing a deputy superintendent position; and
- reorganizing other reporting relationships within the central office.

These changes were made to reflect the philosophy of the superintendent and in response to district budget constraints and board directives regarding staffing levels. Interviews with most department leaders indicated that the current organizational structure, while lean, is one of the best structures the district has utilized.

At the high level, the most recent organization chart of the district accurately reflects organizational structures, reporting relationships, and spans of control. However, perhaps due to the shifting nature of district structure, some departments have not developed organization charts. Although all staff members were clear regarding reporting relationships, MGT found several minor inconsistencies in organization charts, including some incorrect job titles and positions listed as full-time that are actually part-time.

Assigning Responsibility for Maintaining Organization Charts Would Eliminate Confusion

No one person or office appears to be responsible for maintaining organization charts for the district's departments and functions. Although the superintendent has retained final authority for approving organizational structure changes, he has not delegated or fulfilled the responsibility to maintain accurate organization charts.

Requests to change a department's organizational structure are supposed to occur primarily at budget time. At that time, each department head submits either a pink sheet for a position creation or a blue sheet for a position deletion. These are submitted to senior staff and presented as an entire package to the board for approval. The board may approve the whole package or approve only portions. However, it is possible for department heads to make special requests of the Superintendent and board throughout the year for changed positions or additional positions. For example, in April 1999, the MIS Department sought approval for an additional position. The department justified this request by saying it needed additional clerical assistance in preparing applications for E-rate funding. The board approved this request without requiring substantial justification for a request that occurred outside the normal process. In such an environment, completely accurate organization charts are imperative.

Assigning responsibility for accurate district organization charts to one department would allow all the information to be centralized and easily maintained. Since the Department of Human Resources is involved in every district action regarding personnel changes, it is the logical department to maintain district organization charts.

District Staff Members Understand Department Functions

Overall, district staff members understand the major functions of each central office department. There is little, if any, functional overlap between departments and the division of responsibility is understood by department leaders and rank-and-file employees. The district's organization charts clearly depict the positions and lines of authority in the central office. However, the charts do not define the functions and responsibilities of each organizational unit. While the district's organization charts could be improved and updated, district staff did not express concern or confusion about assigned responsibilities. Nevertheless, the district could reduce the potential for confusion by developing functional organization charts in addition to its current position organization charts.

However, as the district has contracted in staffing in some areas while expanding in others, some job descriptions have become misaligned. For example:

- An analyst in the Transportation Department is coordinating the student enrollment projection process not because it has been decided this is a transportation function, but because this was one of his responsibilities in a previous department. When the analyst switched departments he took the projection responsibility with him.
- Security of the district central office has become the responsibility of the facilities department, rather than the Office of Public Safety.
- Although the organization chart shows only one MIS Department, with responsibility for both administrative and instructional technology, the district Technology Plan and Guide, published in Fall 1998 to provide direction for instructional technology, was written by a committee without a member from MIS. In addition, the MIS Department apparently has no responsibility for implementing the plan.

Procedures Manuals Need to Be Developed

Based on a review of the board's policy manual, MGT found that the district's policies are generally easy to understand and revised frequently; the last change was made in July 1998. The district also publishes all board policies on its website. Board policies cover expected areas and are generally on par with policy manuals from other districts. The district has reviewed board policies to ensure compliance with the current provisions of Florida's Administrative Procedures Act. As revised in 1996 and 1997, the Act narrows the rule-making authority of state and local governments. The Brevard County School District has made appropriation revisions to ensure it does not exceed its revised rule-making authority.

In the area of procedures manuals, the district has been less thorough. It is lacking in several necessary procedures manuals. The district does have a mechanism for informing district leadership of changes in procedures; it sends out Leadership Team Packets regularly. These packets include reminders of upcoming deadlines, requests for feedback on particular areas, and changes in procedures. Recent packets included notification of changes in:

- leadership performance appraisals for cafeteria managers;
- summary of statute changes regarding possession/use of tobacco by minors; and
- a change in the contact person for the Brevard County Induction Program.

District leaders are informed of current policies and procedures via the Leadership Team Packets. However, the district lacks procedure manuals for specialized areas of district operations. As detailed in Chapter 11.0 of this report (page 11-26), the district does not have an employee handbook; however, district staff is currently in the process of drafting a handbook that will be published later this year. An employee handbook should describe specific district procedures applicable to employee conduct, including a code of ethics, personnel policies, responsibilities and rights of employees, etc. Listed below are other areas where the district needs to develop procedure manuals.

- The Risk Management Department does not have a policies and procedures manual.
- The district does not have an employee ethics policy.
- The district does not have an official policy on the prevention or detection of fraud, waste, or abuse in the workplace.
- The Accounting Department does not have a procedures manual.
- The district does not have written procedures for monitoring daily cash needs in financial management.
- Written procedures for specialized purchasing functions do not exist.

- Written procedures relating to financial operations do not exist.
- Many of the 27 schools MGT visited to review MIS procedures were either operating without written procedures or simply had no procedures.

Most of the offices affected by this lack of written documentation rely on the knowledge of the employees. When a district has a low turnover in staff, it is possible to effectively conduct business without written procedures manuals. However, this effectiveness is jeopardized when one employee or several leave a department.

Recommendations

- *The Superintendent should assign responsibility to the Department of Human Resources for maintenance and distribution of organization charts for all central office departments. The director of this office should routinely be notified of any changes in organization staffing and should be responsible for the maintenance of organization charts covering all district-level personnel.*
- *The Department of Human Resources should develop functional organization charts that clearly show the responsibilities of each of the district's organizational units. When two or more units share responsibility for the same function, the district should develop written descriptions of the limits of each unit's authority and responsibility and how the units are to interact.*
- *The Superintendent should direct all department heads lacking procedures manuals to develop them. At a minimum these procedures manuals should include the topics of concern noted elsewhere in this report, particularly Chapter 12.0, Cost Control Systems.*

2 The district periodically reviews its organizational structure and staffing levels to minimize administrative layers and processes.

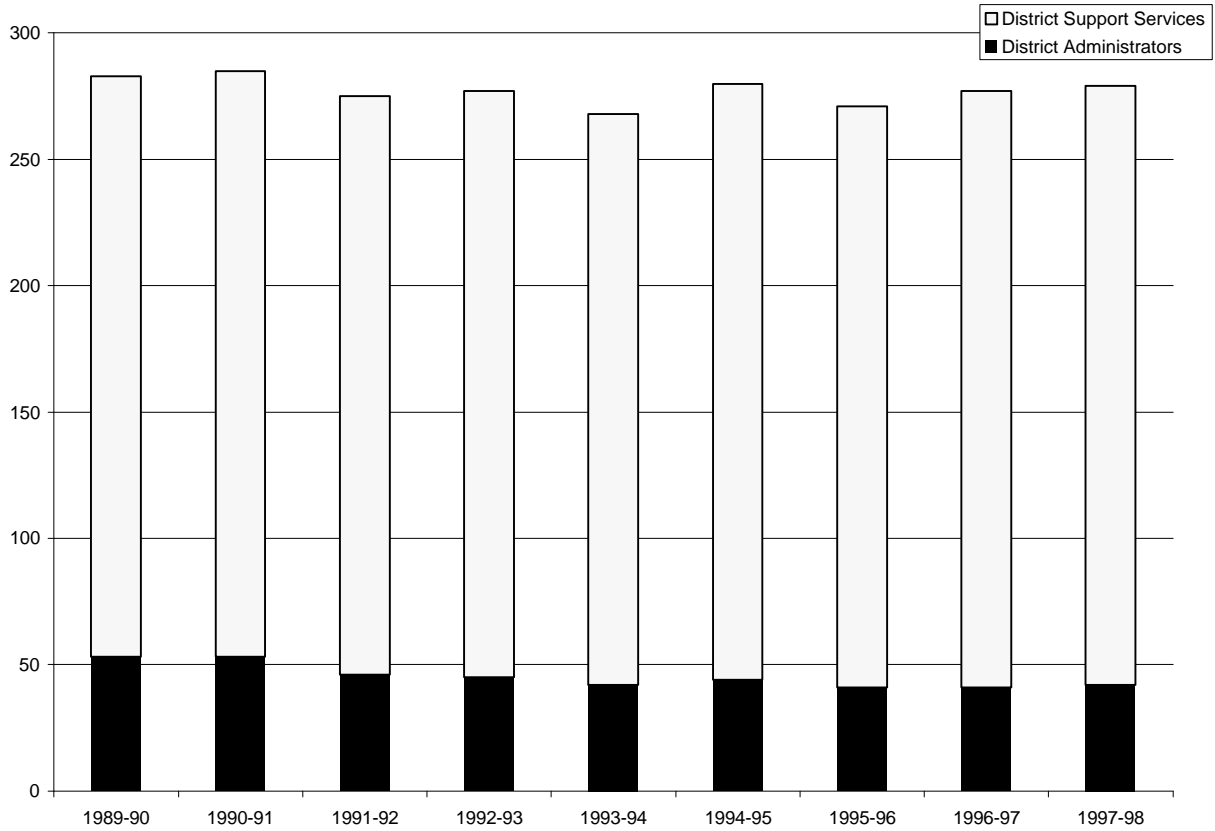
The district has reviewed its organizational structure and staffing levels repeatedly in the last nine years and has made significant changes as a result. However, these reviews have often been the result of budget constraints rather than systematic efforts to improve operations through more effective organization.

The District Has Reviewed and Reduced Administrative Staffing

In the 1990s, the district completed numerous organizational restructurings and reduced staff repeatedly in the central office in order to reduce administrative layers and processes. In 1991-1992, the district reduced its area offices from five to three and reduced the number of indirect school support administrators. Subsequent to that action, the district made many other staffing reductions and adjustments in its central office. District-level staffing since 1989-90 is shown in Exhibit 3-4. The number of district administrative staff (superintendent, assistant superintendents, area superintendents, directors, managers, and coordinators) has decreased by 11 (from 53 to 42); the number of district support staff (executive, administrative, professional, and clerical) has increased by seven (from 230 to 237). Overall, district-level staffing decreased by four positions. In contrast, in the same time period, student enrollment increased by 26.8 percent (additional 14,365 students). This means that overall fewer district administrators had to provide the support services for an expanding student body, including greater numbers of teachers, school administrators, school support staff, and schools.

Exhibit 3-4

Overall, the District-Level Staffing Has Decreased by Four Positions Since 1989-90, While Student Membership Has Increased by 14,365¹



Source: Brevard County School District, *Historical Analysis of School-Level and District-Level Staffing*, February 1999.

Exhibit 3-5 shows the percentage increase in these staffing categories for the last nine years:²

Classroom teachers – excluding guidance counselors, media specialists, and occupational specialists.

School support staff – includes teacher assistants, bus drivers/attendants, cafeteria workers, custodians, school clerical, auditorium managers, and child care coordinators/assistants.

School administrators – principals and assistant principals.

District support staff – district clerical, central office cafeteria, and district technical personnel/specialists (may include some supervisors).

District administrators – superintendent, assistant superintendents, area superintendents, and directors.

¹ The trend in student membership is discussed in Chapter 2.0, page 2-4.

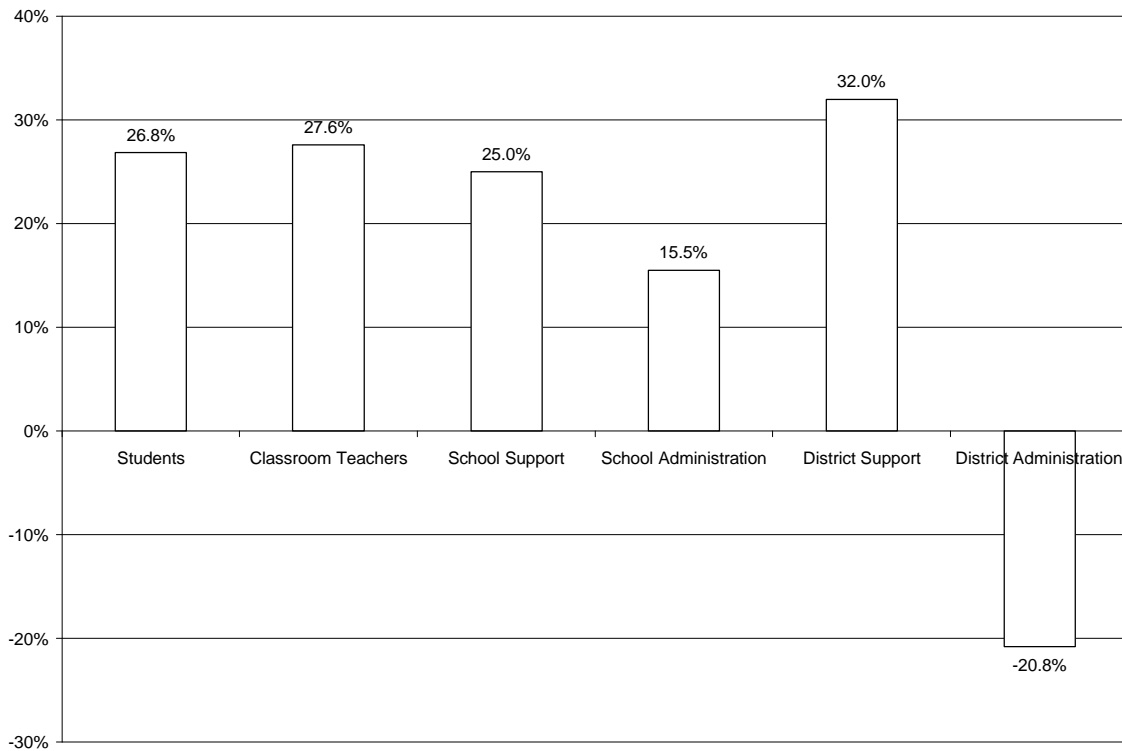
² These four categories do not include all employee groups.

As the exhibit shows, classroom teacher and school support staffing increases have roughly kept pace with the 26.8 percent increase in the student body. School administration staffing has also increased, although by not as high a percentage (school enrollments can be increased, within limits, without increasing the number of principals needed). The percentage of district support staff increased by only 3.2 percent over the same time period. Meanwhile, the percentage of district administration decreased by 20.8 percent. This means that fewer district administrators in 1997-98 than 1989-90 had to support staffing levels that were one-fourth higher and student enrollment that was also one-fourth higher. To some extent it is possible to increase students and school staff without straining district administration staff (a resource teacher for a subject area in the Division of School Operations can go from supporting programs in 20 schools to supporting 21 or 22 without having a great increase in workload, for example).

Exhibit 3-6 shows the number of district administrators has decreased, yet the number of school administrators has risen in roughly the same proportion to student enrollment as it was in 1989-90. While one might expect the number of school administrators to be more closely tied to student population (one cannot open new schools to accommodate increasing student population without school principals), one would also expect that the number of district administrators would at least remain the same. District administrators provide numerous services to schools and school staff, and adding schools and school staff does not decrease the need for these services. Rather, it increases the need for district support services. In fact, there is some minimum threshold below which district administrators cannot be reasonably expected to provide sufficient quality services to schools.

Exhibit 3-5

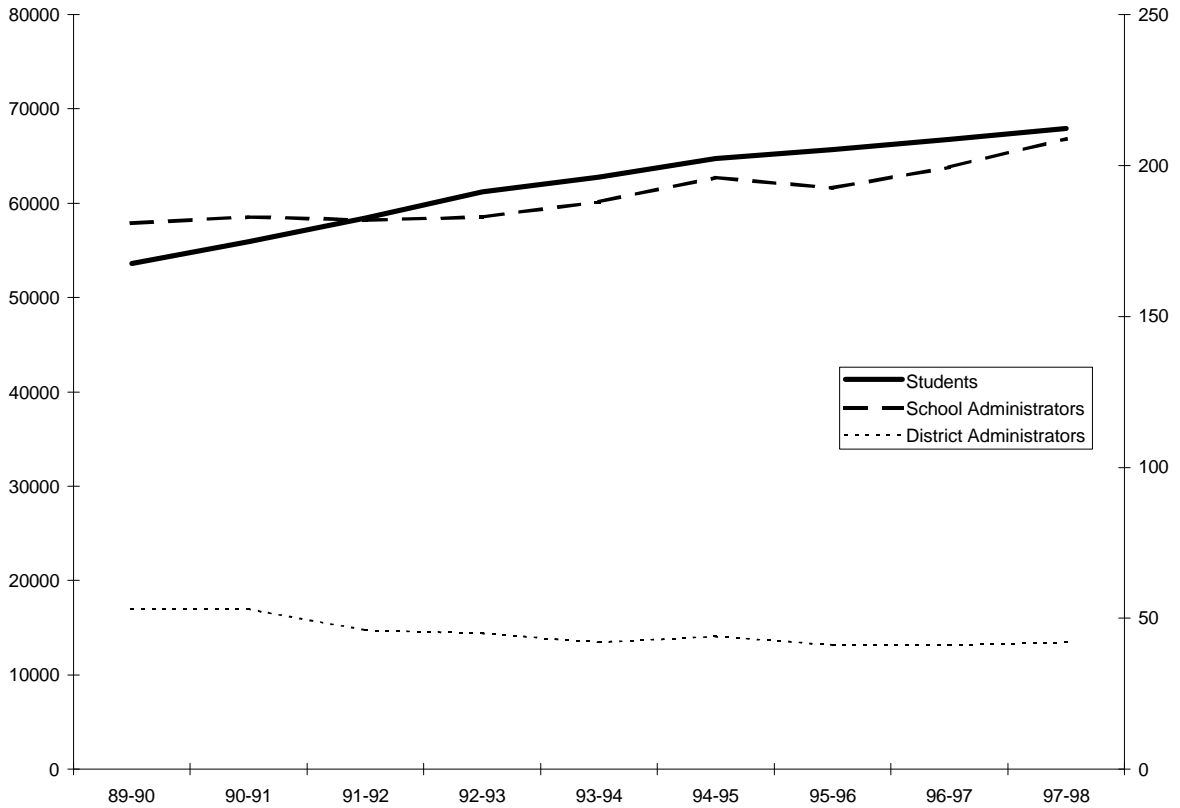
District Administrators Have Been the Only Staff Group to Decrease in Numbers Since 1989-90



Source: Brevard County School District, *Historical Analysis of School-Level and District-Level Staffing*, February 1999.

Exhibit 3-6

The Ratio of District Administrators to Students Has Not Remained Consistent, While the Ratio of School Administrators to Students Has



Source: Brevard County School District, *Historical Analysis of School-Level and District-Level Staffing*, February 1999.

The District Has Implemented Changes to Organizational Structure

As part of the administrative staffing reductions over the past nine years, the district has reorganized its central office staffing several times, seeking a better and more efficient organizational structure. For example, in 1991-92, the district reduced its area offices from five to three, decreasing the number of area superintendents and indirect school support administrators (the district later changed to current structure of four area offices). In 1995-1996 the district created the Division of School Operations within the central office. As part of this division, it created the position of Deputy Superintendent and eliminated a total of 12 other positions. After the failure of the bond referendum in 1995, the Superintendent felt that the district was lacking in effective public relations. As a result, the duties of district communications, public relations, media relations, and community involvement, previously partially completed by several different staff members in the district office, were streamlined under a public relations department that reports directly to the Superintendent.

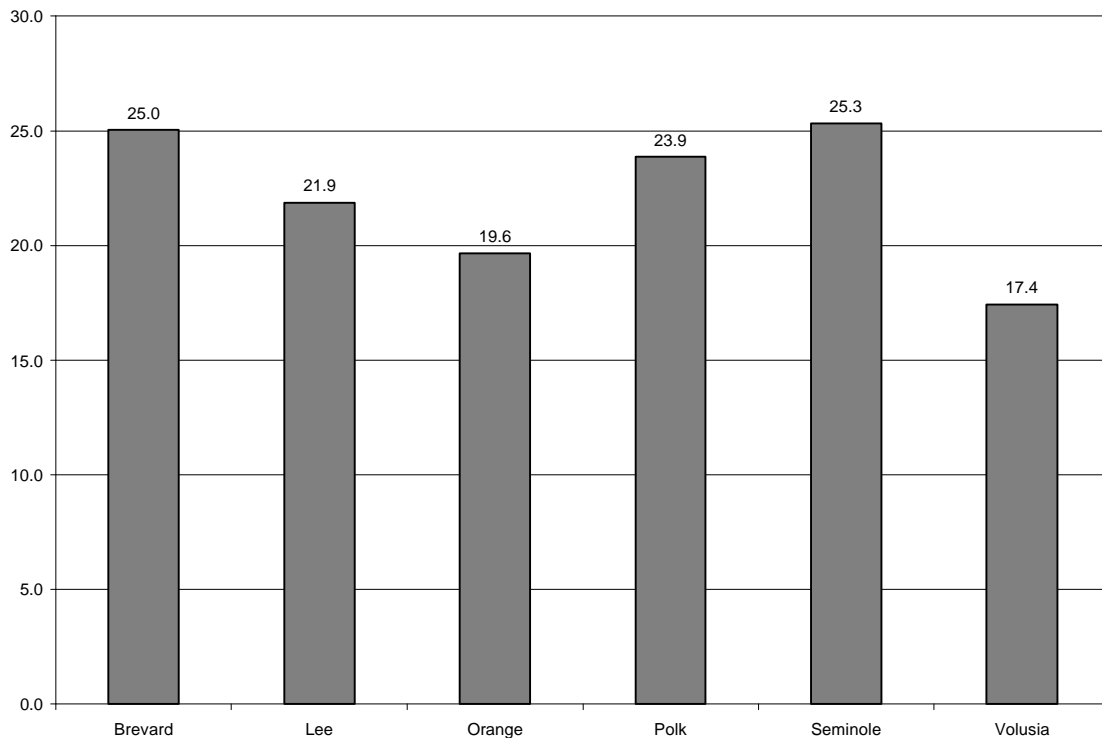
District Staffing Analysis Routinely Includes Comparisons to Peers

When the school board contemplates staffing reductions, district staff completes numerous staffing level comparisons to its peers. Staff also compares staffing levels to state averages, as a rough benchmark. Because the district has had to address the potential for staffing reductions nearly every year since 1990-91 (due to budget constraints), the district now annually produces *Historical Analysis of School-Level and District-Level Staffing*, a document that tracks staffing level changes in several categories of school-based and district-level staff.

Exhibit 3-7 examines staffing ratios for support and administrative staff in the peer districts, in proportion to student enrollment for 1998-99. The first graph shows that Brevard has one support staff member (non-instructional professional staff, aides, technicians, clerical and secretarial staff, service workers, skilled crafts workers, and unskilled laborers) for every 25.0 students. The only district with a higher ratio is Seminole, which has one support staff member for every 25.3 students. A higher ratio is an indicator of efficiency; the district is paying fewer support staff members to support greater numbers of students. The second graph shows that Brevard has one administrator for every 281.5 students. Two districts have higher ratios: Orange and Seminole. A higher ratio is an indicator of efficiency; the district is paying fewer administrators to support greater numbers of students.

Exhibit 3-7

The District Has the Second Highest Ratio of Students to Support Staff³

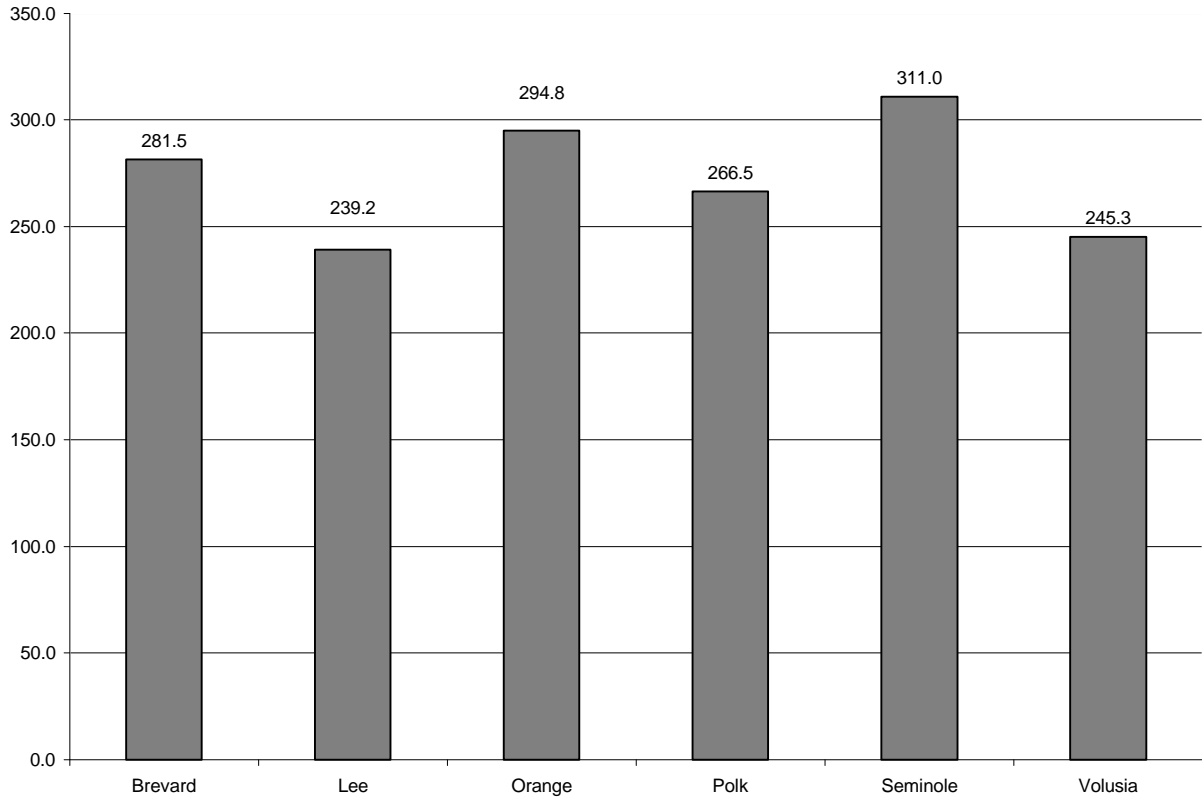


Source: Florida Department of Education, *Statistical Brief*, Series 99-05B, January 1999.

³ Includes non-instructional professional staff, aides, technicians, clerical and secretarial staff, service workers, skilled crafts workers, and unskilled laborers.

Exhibit 3-7 (Continued)

The District Has the Third Highest Ratio of Students to Administrators⁴



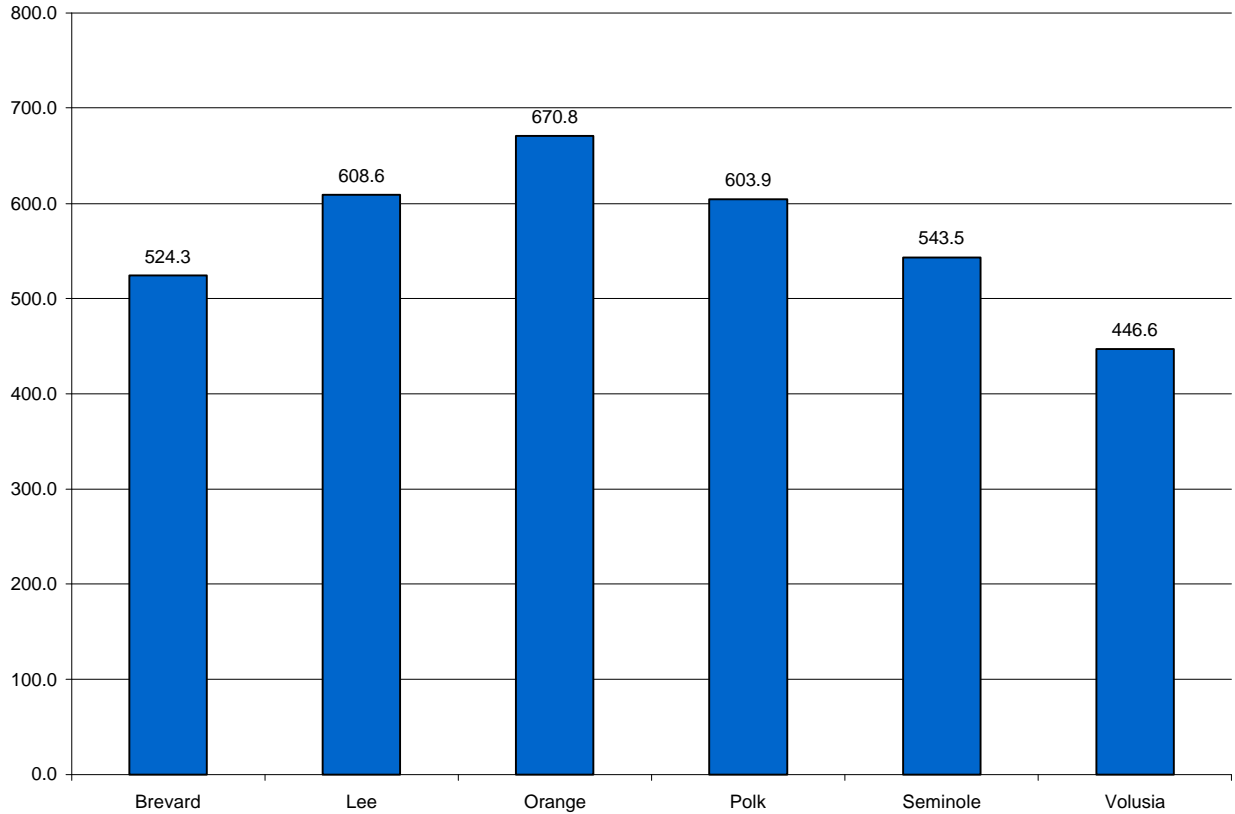
Source: Florida Department of Education, *Statistical Brief*, Series 99-05B, January 1999.

Given that overall district administrator staffing has decreased, but that the total administrative staffing to student ratio has remained comparable to peers, a closer look at school administrative staffing is in order. Therefore, Exhibit 3-8 examines the ratio of students to assistant principals/deans among the peers. The number of assistant principals/deans is also included in the overall administrator figures of the previous graph. As the exhibit shows, the district has the second lowest number of students per assistant principal/dean of the peers -- only Volusia is lower. This is a sign of inefficiency; the district is paying more assistant principals/deans to serve fewer students, in comparison to its peers.

⁴ Includes all levels of superintendent, directors, supervisors, coordinators, all levels of principals, deans, curriculum coordinators, registrars, and community education coordinators.

Exhibit 3-8

The District Has the Second Lowest Ratio of Students to Assistant Principals/Deans



Source: Florida Department of Education, *Statistical Brief*, Series 99-05B, January 1999.

The district’s staffing allocation plan includes the allocation of assistant principals and deans to schools. Exhibit 3-9 shows how Brevard allocates these units in comparison to its peers districts. At the elementary level, only one of Brevard’s peers provides assistant principals to schools of less than 424 students, and only two provide them to schools between 425 and 525 students. If Brevard did not provide assistant principals to elementary schools of less than 525 students, it would be able to eliminate three positions. For the larger elementary schools, Brevard provides 1.5 or 2.0 assistant principal positions. If Brevard provided 1.0 assistant principal position to elementary schools ranging between 1,100 and 1,319 students (like the majority of its peers), it would be able to eliminate two 0.5 positions. If Brevard to followed the lead of Orange County School District, and did not allocate any assistant principal positions to elementary schools with less than 750 students, it would be able to eliminate 27 assistant principal positions.

Exhibit 3-9

Brevard Staffing Plan Varies From Peers in Allocation of Assistant Principals and Deans

School Level and Student Enrollment	Brevard	Lee	Orange	Polk	Seminole	Volusia
Elementary Schools						
1 – 423	1.0 AP	None	None	None	1.0 AP	None
424 - 525	1.0 AP	None	None	1.0 AP	1.0 AP	None
526 - 599	1.0 AP	None	None	1.0 AP	1.0 AP	1.0 AP
600 – 750	1.0 AP	1.0 AP	None	1.0 AP	1.0 AP	1.0 AP
751 – 1,099	1.0 AP	1.0 AP	1.0 AP	1.0 AP	1.0 AP	1.0 AP
1,100 – 1,199	1.5 AP	2.0 AP	1.0 AP	1.0 AP	1.0 AP	1.0 AP
1,200 – 1,319	1.5 AP	2.0 AP	1.0 AP	1.0 AP	2.0 AP	1.0 AP
1,320 – 1,444	2.0 AP	2.0 AP	1.0 AP	1.0 AP	2.0 AP	1.0 AP
1,445 – and up	2.0 AP	2.0 AP	1.0 AP	1.0 AP	2.0 AP	2.0 AP
Middle Schools						
1 - 500	1.0 AP	1.0 AP	2.0 AP	2.0 AP	2.0 AP	1.0 AP
	1.0 AP/ Dean		1.0 Dean			
501 - 799	1.0 AP	1.0 AP	2.0 AP	2.0 AP	2.0 AP	2.0 AP
	1.0 AP/ Dean		1.0 Dean			
800 – 899	1.0 AP	2.0 AP	2.0 AP	2.0 AP	2.0 AP	2.0 AP
	1.0 AP/ Dean		1.0 Dean			
900 – 1,000	1.0 AP	2.0 AP	2.0 AP	2.0 AP	2.0 AP	2.0 AP
	1.0 AP/ Dean		1.0 Dean			
1,001 – 1,200	1.0 AP	2.0 AP	2.0 AP	2.0 AP	2.0 AP	3.0 AP
	1.0 AP/ Dean		1.0 Dean			
1,201 – 1,350	1.0 AP	2.0 AP	2.0 AP	2.0 AP	3.0 AP	3.0 AP
	2.0 AP/Dean		1.0 Dean			
1,351 – 1,500	1.0 AP	2.0 AP	2.0 AP	2.0 AP	3.0 AP	3.0 AP
	2.0 AP/Dean		1.0 Dean			
1,501 – 1,600	1.0 AP	2.0 AP	2.0 AP	2.0 AP	3.0 AP	3.0 AP
	2.0 AP/Dean		1.0 Dean			
1,601 – 2,000	1.0 AP	2.0 AP	3.0 AP	2.0 AP	3.0 AP	3.0 AP
	2.0 AP/Dean		1.0 Dean			
2,001 – 2,200	1.0 AP	2.0 AP	3.0 AP	2.0 AP	3.0 AP	3.0 AP
	3.0 AP/Dean		1.0 Dean			

Exhibit 3-9 (Continued)

Brevard Staffing Plan Varies From Peers in Allocation of Assistant Principals and Deans

School Level and Student Enrollment	Brevard	Lee	Orange	Polk	Seminole	Volusia
2,201 – 2,800	1.0 AP	2.0 AP	4.0 AP	2.0 AP	3.0 AP	3.0 AP
	3.0 AP/Dean		1.0 Dean	2.0 Dean	1.0 Dean	
2,801 – and up	1.0 AP	2.0 AP	4.0 AP	2.0 AP	3.0 AP	3.0 AP
	4.0 AP/Dean		1.0 Dean	2.0 Dean	1.0 Dean	
High Schools						
1 – 749	1.0 AP	4.0 AP	2.0 AP	2.0 AP	3.0 AP	3.0 AP
	1.0 AP/Dean		1.0 Dean			
750 – 1,000	2.0 AP	4.0 AP	2.0 AP	2.0 AP	3.0 AP	3.0 AP
	1.0 AP/Dean		1.0 Dean			
1,001 – 1,200	2.0 AP	4.0 AP	2.0 AP	2.0 AP	3.0 AP	4.0 AP
	1.0 AP/Dean		1.0 Dean			
1,201 – 1,250	2.0 AP	4.0 AP	2.0 AP	2.0 AP	3.0 AP	4.0 AP
	2.0 AP/Dean		1.0 Dean			
1,251 – 1,500	2.0 AP	4.0 AP	2.0 AP	5.0 AP	3.0 AP	4.0 AP
	2.0 AP/Dean		1.0 Dean			
1,501 – 1,599	2.0 AP	4.0 AP	2.0 AP	5.0 AP	3.0 AP	5.0 AP
	2.0 AP/Dean		1.0 Dean			
1,600 – 1,799	2.0 AP	4.0 AP	2.0 AP	5.0 AP	3.0 AP	5.0 AP
	2.0 AP/Dean		1.0 Dean		1.0 Dean	
1,800 – 2,000	2.0 AP	5.0 AP	3.0 AP	5.0 AP	3.0 AP	5.0 AP
	2.0 AP/Dean		1.0 Dean		1.0 Dean	
2,001 – 2,150	2.0 AP	5.0 AP	3.0 AP	5.0 AP	4.0 AP	5.0 AP
	2.0 AP/Dean		1.0 Dean		1.0 Dean	
2,151 – 2,699	2.0 AP	5.0 AP	4.0 AP	5.0 AP	4.0 AP	5.0 AP
	3.0 AP/Dean		1.0 Dean		1.0 Dean	
2,700 – 2,800	2.0 AP	5.0 AP	4.0 AP	5.0 AP	4.0 AP	5.0 AP
	3.0 AP/Dean		1.0 Dean		2.0 Dean	
2,801 – and up	2.0 AP	5.0 AP	4.0 AP	5.0 AP	4.0 AP	5.0 AP
	4.0 AP/Dean		2.0 Dean		2.0 Dean	

Source: Brevard County School District and peer districts.

The district should review its school staffing allocation plan for assistant principals and deans. It may find additional organizational efficiency by reducing the number of assistant principals and deans to the average of its peer districts. The goal for the district should be to reduce assistant principal/dean staffing from a ratio of one to 524.3 to the average ratio of its peers, one to 574.7. This would mean a minimum reduction of 12 assistant principal or dean positions. To begin to approach this number, the district should focus on elementary school staffing. If the district chose not to allocate any assistant principal positions to elementary schools of less than 750 students, it would be able to eliminate 27 positions.

The District Has Solicited Staff Feedback in Making Staffing Adjustments

The district solicits feedback when making staffing adjustments for both school-level and district-level staffing. The district has a Staffing Plan Committee, which is comprised of principals, assistant principals, and district-level staff. The main charge of this committee is to annually review the district's staffing allocation plan, which provides the staffing formula for all school-based staff, and to make adjustments as necessary. The staffing allocation plan is then presented to the school board for approval.

The district has also solicited the feedback of district administrators as various district-level organizational changes have been made. In years when the district has had to consider staffing reductions due to budget constraints, district administrators were asked to provide plans for reducing their departmental budgets, including the reduction of staff positions where possible. The results of these proposed reductions have been included in information presented to the board during annual budget development.

Committee Has Proposed a District-Level Staffing Plan

In addition to making recommendations regarding school-level staffing, for the past two years the Staffing Plan Committee has also made a recommendation to formalize the central office staffing levels, utilizing appropriate measures. The committee has made the same recommendation for this current budget cycle. The underlying premise of a district-level staffing plan is that there is some minimum number of district staff required for efficient and effective district operations. As the district grows and contracts in student enrollment, the number of district-level staff may also increase and decrease, but there is some minimum number of district staff required. Just as a school must have a principal, every district must have at least a superintendent and a number of central office administrators to provide support services and leadership for district schools. The concept of a district-level staffing plan has merit for this district. Development of a board-approved district-level staffing plan would establish a baseline for central office staffing.

Recommendations

- *Establish numbers of assistant principals and deans that are comparable to the levels found in the peer districts. The goal for the district should be to reduce assistant principal/dean staffing from a ratio of one to 524.3 to the average ratio of its peers, one to 574.7. This would mean a minimum reduction of 12 assistant principal or dean positions. To begin to approach this number, the district should focus on elementary school staffing. If the district chose not to allocate any assistant principal positions to elementary schools of less than 750 students, it would be able to eliminate 27 positions.*
- *Develop guidelines for district-level staffing ratios. The district needs to determine, based on internal and comparative external analysis, what is adequate staffing for the district office.*

Fiscal Impact of Recommendation

Eliminating 12 assistant principal or dean positions would have a minimum annual saving in salary and benefits of \$639,600 and a five-year savings of \$3,198,000, as Exhibit 3-10 shows.

Exhibit 3-10

Eliminating 12 Assistant Principal or Dean Positions Would Save Funds

Recommendation	Fiscal Impact
<ul style="list-style-type: none">Establish a number of assistant principals and deans that is comparable to the levels found in the peer districts. By reducing the current Brevard assistant principal/dean staffing from a ratio of one to 524.3 to the average ratio of its peers, one to 574.7, the district would be able to eliminate 12 assistant principal or dean positions.	<ul style="list-style-type: none">Annual savings in salary and benefits of \$639,600. Five-year cumulative savings for \$3,198,000.

Source: MGT.

3 The board members do not exercise sufficient oversight of the district's financial resources.

Overall, the board needs to improve its sufficient oversight of the district's financial resources and the district needs to improve its budget process. The board could improve its oversight of district resources with training on school distinct budgeting and finance. In considering issues with significant financial implications, the district should obtain more feedback from the public.

District Budgetary Process Needs to be Improved

The district's policy manual clearly delineates the responsibilities of the school board and the Superintendent. It is the responsibility of the Superintendent to prepare and submit an annual budget to the board. It is the responsibility of the board to approve the final budget.

The district's budgetary process could be improved. The Office of the Auditor General has cited the district for a lack of budgetary controls in its last three reports. In its report numbered 13123, for the school year ended June 30, 1997, the Auditor General noted that the district could "improve its budgetary control process." The report further stated:

The process for adopting and amending a budget should afford a governmental entity with a mechanism to plan a level of expenditures to meet its obligations while remaining within the financial resources available to the entity to meet those obligations. If the budget is not properly monitored and amended to meet changing financial circumstances, there is an increased risk that an entity's expenditures will exceed the resources available to pay for the obligations incurred...

...we noted that June 30, 1997, prior to board approval of the final budget amendments, six functional expenditure categories in the General Fund and four functional expenditure categories in the Special Revenue Funds were overspent by a total of \$2,080,172.36 and \$75,850.16, respectively. Similar findings were noted in previous audit reports...

Section 237.02(3), Florida Statutes, provides that a school board may establish policies which allow expenditures to exceed the amount budgeted by function and object provide that the school board approves the expenditure and amends the budget within timelines established by the board policies; however, the board had not of record adopted such policies. We again recommend that the board establish policies designed to ensure that nay revisions to the budget are made in accordance with the board's directives and are timely approved by the board.

The district's response to this finding was "the district continues to review and implement procedures to provide for the monitoring of the budget." However, in the subsequent audit (Report No. 13424, for the 1997-98 year) by the Auditor General, the district was again cited on the same manner. As the report discussed:

Our review disclosed that during the 1997-98 school year, the board adopted a budget amendment policy which provides that end-of-year expenditures may exceed the amount budgeted by function and object provided the school board approves the expenditure and amends the budget no later than September 10 following the school year end. [Board policy 6Gx5-5.10(2)] Final budget amendments for the Special Revenue and Capital Projects Funds were approved by the board on October 13, 1998, which was not within the deadline established by the board policy.

This issue is also discussed in Chapter 12.0 of this report (page 12-15). Although the district established a policy that would provide greater budgetary control on the part of the board, it failed to enforce its own policy by failing to meet its deadlines (due primarily to difficulties with the computer system). The district's response the last time it was cited by the Auditor General was, "Procedures will be implemented to ensure that these oversights do not occur in the future."

The Board Generally Reviews Issues With Significant Fiscal Impact

The board has not established a policy or procedure to review significant fiscal issues other than those arising from annual audits of school and department internal funds, conducted by the Internal Auditor. "These audits shall be based on generally accepted accounting standards, federal and state laws and regulations, School Board Policies, and the Manual of Internal Accounting adopted by the board." (Board rule 6Gx5-5.02(2)).

Currently, the board is involved in all items that have any financial considerations; other than construction contract changes of up to \$25,000 that the superintendent can approve, there is no threshold below which the board is not involved. Board rule 6Gx5-5.04 states (in part):

Expenditures from district and all other funds available for the public school program shall be authorized by law and procedures prescribed by the School Board.

(1) ACCOUNTS PAYABLE -- The payment of purchase orders, contracts, and utilities shall be approved by the board...

(3) OVERTIME PAYMENTS -- (b) Overtime compensation shall be paid as approved by the School Board.

(4) PETTY CASH FUNDS -- Schools and departments may establish petty cash funds not to exceed \$300.00 for making expenditures for certain low cost items and services. The School Board must approve each fund and the job title of the person having primary responsibility for monitoring these funds.

In practice, the board is involved in most of the district's spending. Spending requests are considered as agenda items in board meetings. Each agenda item includes a section for funding impact, which include the proposed expenditure amount, whether the amount is budgeted, and the department, fund, project, function, and object codes from which the funds will come. Each agenda item then includes a discussion section that provides justification for the proposed expenditure (if any). In board meetings, MGT found that board members took seriously the issue of spending district funds and discussed in-depth many expenditures before approving them.

However, MGT also believes the board could improve its purchasing practices. In the case of the decision to purchase districtwide financial software, the board voted to forgo the competitive bidding process, which it is legally empowered to do. The board permitted district staff to negotiate directly with one vendor for the CIMS software package. The intent of competitive bidding is to help ensure that the district obtains the best price on a particular item and to provide the district an opportunity to review all of its options.

Board Members Review Financial Issues Raised in District Evaluations and Reviews

The board routinely receives and reviews information with financial implications from district evaluations and reviews. This includes such areas as the cost savings documented from the outsourcing of custodial services to implementation of recommendations from an exceptional education review that recommended additional district spending in certain areas. Board members routinely direct staff regarding the information and materials they need to understand and consider issues with significant financial implications. In the recent past, board members have requested and received information on such areas as central office staffing trends for the past 16 years, and analysis on district carry forward funds. In terms of budget development, each year the district departments conduct a workshop for board members, at which they brief the board members on details of the proposed budget.

The Board Does Not Receive Sufficient Budget Training

According to board rule 6Gx5-1.05(2), the

Superintendent shall provide an orientation program for newly elected board members to commence as soon as possible after their new term begins. This orientation shall reflect, among other things, the purpose and role of the board, the conduct of individual board members, an overview of the educational programs, and a review of board policies.

Board members have expressed dissatisfaction with the level of budget training they have received from the district. District staff has provided training when requested; however, the district does not have an established training program. Board members participated in Funding the Future several years ago. In this training, certified public accountants instructed the board on the Florida budget system and also instructed school staff. Three of the current board members are new and were not seated on the board at the time of this training.

The board could improve its oversight of district resources with training on school district budgeting and finance. Members have received the Florida School Boards Association (FSBA) Master Board Training. However, the Master Board curriculum does not include training in district budgeting or educational funding. Specific training in district budgeting and finance is available from the FSBA in on-site workshops.

The District Should Take Steps to Increase Public Input into the Budget Process

In considering proposed budgets and issues with significant financial implications, the board solicits feedback from the public, district and school administrators, and teachers. As required by law, regular board meetings are open to the public and all citizens have the opportunity to address the board on all items, including those with fiscal impact. In the Spring of each year, the district conducts three budget meetings for the public, which are held at schools in different parts of the district. District staff indicates that these meetings are historically very poorly attended (the one held in April 1999 was attended by just one person).

The district has not seriously explored other opportunities to increase public input into the budget process. In 1995-96, the superintendent established the Citizen Budget Advisory Committee (BAC) to "obtain the advice of local business leaders and various stakeholders in the district." The BAC was comprised of nine members, including a retired internal auditor, an attorney, and three financial managers in private practice. The charge of the committee was to review the district operating budget and make recommendations for potential budget reductions. The committee suggested that "the district would benefit from creation of a long-term advisory committee to provide a business perspective on district operations." The district has not established a long-term advisor and committee as suggested by the BAC. MGT recommends that the district implement this suggestion.

Recommendations

- *Board members should receive training in district budgeting and finance. This training is available through the Florida School Board Association (FSBA). FSBA can provide this training in a one- or two-day on-site workshop.*
- *The district should again address the Auditor General's finding of insufficient budget controls and determine whether additional policies are needed or whether additional district procedures are necessary to support the current policy.*
- *The district should increase public input into the budget process by establishing a standing citizen committee to provide a business perspective.*
- *Action Plan 3-1 provides the steps necessary to implement these recommendations.*

Action Plan 3-1

Improve Budgetary Controls

Recommendation 1	
Strategy	Provide board members with training in budgeting and finance.
Action Needed	Step 1: Determine the specific areas in which the board should receive training. Step 2: Contact the FSBA or another suitable organization to schedule training. Step 3: Complete board training.
Who Is Responsible	The school board.
Time Frame	November 1999
Fiscal Impact	This recommendation should not cost more than \$1,500 to implement.

Recommendation 2	
Strategy	Address the concerns of the Auditor General and improve the budgetary control process of the board.
Action Needed	<p>Step 1: Review the circumstances which led to the concerns noted by the Auditor General regarding budgetary control processes.</p> <p>Step 2: Review past district responses to the Auditor General citations and determine how they have been insufficient in addressing the concerns.</p> <p>Step 3: Review the board policy implemented in response to the last citation and determine how and why the board failed to follow its own policy.</p> <p>Step 4: Develop additional board policies as necessary to completely address the concerns of the Auditor General and to provide proper budgetary control for the board. If additional policies are not necessary, the board may wish to direct district staff to establish additional procedures to ensure that the board policy is followed.</p>
Who Is Responsible	The school board.
Time Frame	September 1999
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 3	
Strategy	Create a standing citizen advisory committee to provide a business perspective and input into the district's budget process.
Action Needed	<p>Step 1: Determine the desired number of citizen participants on the committee. Also determine meeting frequency, length of membership, etc.</p> <p>Step 2: Develop a list of committee goals and functions.</p> <p>Step 3: Appoint a board member to serve on the committee. Appoint a staff member as a liaison to the committee.</p> <p>Step 4: Solicit members of the local business community to serve on the committee.</p> <p>Step 5: Hold the first meeting of the committee.</p>
Who Is Responsible	The school board.
Time Frame	November 1999
Fiscal Impact	This recommendation can be implemented with existing resources.

4 The district clearly assigns authority to school administrators.

The district has clearly assigned authority to school administrators for the effective and efficient supervision of instruction, instructional support, and other assigned responsibilities, including consideration of site-based decision-making. It also provides sufficient oversight of the school administrators to ensure that they are using their authority properly.

District Communicates Authority of School Administrators

The district relies heavily upon site-based management. Consequently, it relies heavily upon its principals to carry out district policies and to competently manage their resources. The specific authority of school administrators is clearly communicated in the district's written job description for principals, such as:

- manage and administer the overall instructional program at the assigned school;
- manage and administer the overall activities of assessing and developing the instructional program at the assigned school;
- manage, supervise, and evaluate personnel;
- manage and administer the maintenance function in the school; and
- manage and supervise the function of financial planning for the school, including the preparation of the school's budget.

The job description for elementary principals lists 53 performance responsibilities; the one for middle school principals has 13; the one for high school principals has 53.

Principals have a good deal of authority over school resources. They hire and evaluate their school-based staff. Although the district has a staffing plan for school-level staff, principals have latitude in how they utilize their staff and can deviate from it with proper approval. For example, a principal can exchange two full-time teacher aides for one full-time teacher or can exchange other positions to create a technology support position. Principals also have control over their budgets. They are given a discretionary fund and can carry forward funds in their budget to next school year. Based on MGT's focus groups with principals, it was clear that they understand their responsibilities and feel that they have the authority to meet their responsibilities.

The district ensures that principals properly use their authority through annual performance evaluations, completed the four Area Superintendents. The Area Superintendents review the performance of each principal they supervise using a written management performance appraisal tool. This tool includes ratings in the areas of:

- planning and organization;
- judgement;
- leadership;
- communication;
- work standards;
- school and community organizational awareness and sensitivity;
- control and monitor;
- energy and tolerance for stress;
- technical/professional knowledge;
- delegation;
- sensitivity; and
- assessment.

Each of these areas include aspects of the principal's proper use of the authority delegated to him.

The district informally assesses the level of authority it has assigned to school principals through its area superintendents who interact with principals on a daily basis. In addition, district staff assists school principals in areas of joint authority, such as in the management of school cafeterias (authority shared with food services director) and maintaining discipline on buses (authority shared with transportation director).

Are the Best Practices for Decision-Making and Resource Allocation Being Observed? _____

Goal: The district makes decisions and allocates resources in a manner that ensures the quality of education and minimizes administrative and other costs.

1 The district needs to improve its strategic plan.

The district has developed a strategic plan, disseminated information on the plan to all stakeholders, implemented the activities associated with the plan, and followed up on accomplishment of activities. However, the district's plan falls short of being strategic and multi-year in nature.

To be truly strategic in nature, a long-range plan must be holistic, that is, it must consider the organization as a whole. Strategic planning is the activity by which an organization deals its the major strategic decisions. Strategic decisions are characterized as:

- defining the organization's relationship to its environment;
- considering the whole organization as the unit of analysis;
- depending on inputs from a variety of functional areas; and
- providing direction for, and constraints on, administrative and operational activities throughout the organization.⁵

More simply put, strategic planning addresses these three questions:

Where are we today?

Where are we going?

*How do we get there?*⁶

Exhibit 3-11 further refines these fundamental questions of strategic planning. Ultimately, a good strategic plan will incorporate an environmental or situation analysis, a mission statement, long-term goals, measurable objectives, and strategies to achieve goals.

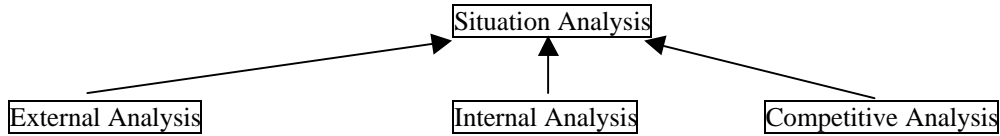
⁵ Society for College and University Planning, *Introduction to Planning: Getting Started*, Ann Arbor, Michigan.

⁶ Forbes, Paul, *Handbook of Strategic Planning*, 1996.

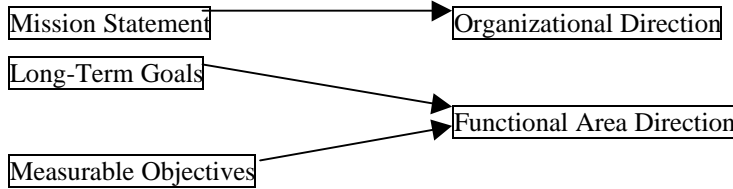
Exhibit 3-11

Strategic Planning Seeks to Answer Three Questions

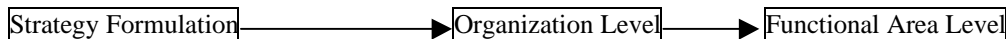
Where are we today?



Where are we going?



How do we get there?



Source: Forbes, Paul. *Handbook for Strategic Planning*. 1996.

District Has a Strategic Plan

The current *Strategic Plan* was developed for school years 1998-99 to 2002-2003. The plan was developed between Fall 1997 and April 1998. A Strategic Plan Advisory Committee was appointed by the board. Staff and community meetings were held in the development of the plan. The district has developed goals, as identified in its *Strategic Plan*. These are:

Academic Achievement – Every student will demonstrate academic performance at or above proficiency levels as set by the State of Florida or by exceeding nationally recognized standards.

Personal Worth and Well Being – Every student will exhibit positive traits of personal worth, self-esteem, and physical well-being.

High School Graduation – Every student will graduate ready to enter higher education and able to pursue a career consistent with personal aspiration.

Safe Environment – Every Brevard public school will be drug, tobacco, and alcohol free; safe and secure; and a disciplined orderly environment for student and employees.

Organizational Productivity – Personnel, services, and facilities will be efficiently managed and effectively provided to directly support the district’s educational mission.

In order to achieve these goals, the district has developed 61 objectives for the current school year, under the priority headings of:

Management Structures

- Accountability
- Facilities
- Financial Resources
- Instruction
- Safe Schools
- School and Community Relations
- Staff and Organizational Development

The District's Current Plan Falls Short of Being Truly Strategic and Multi-Year

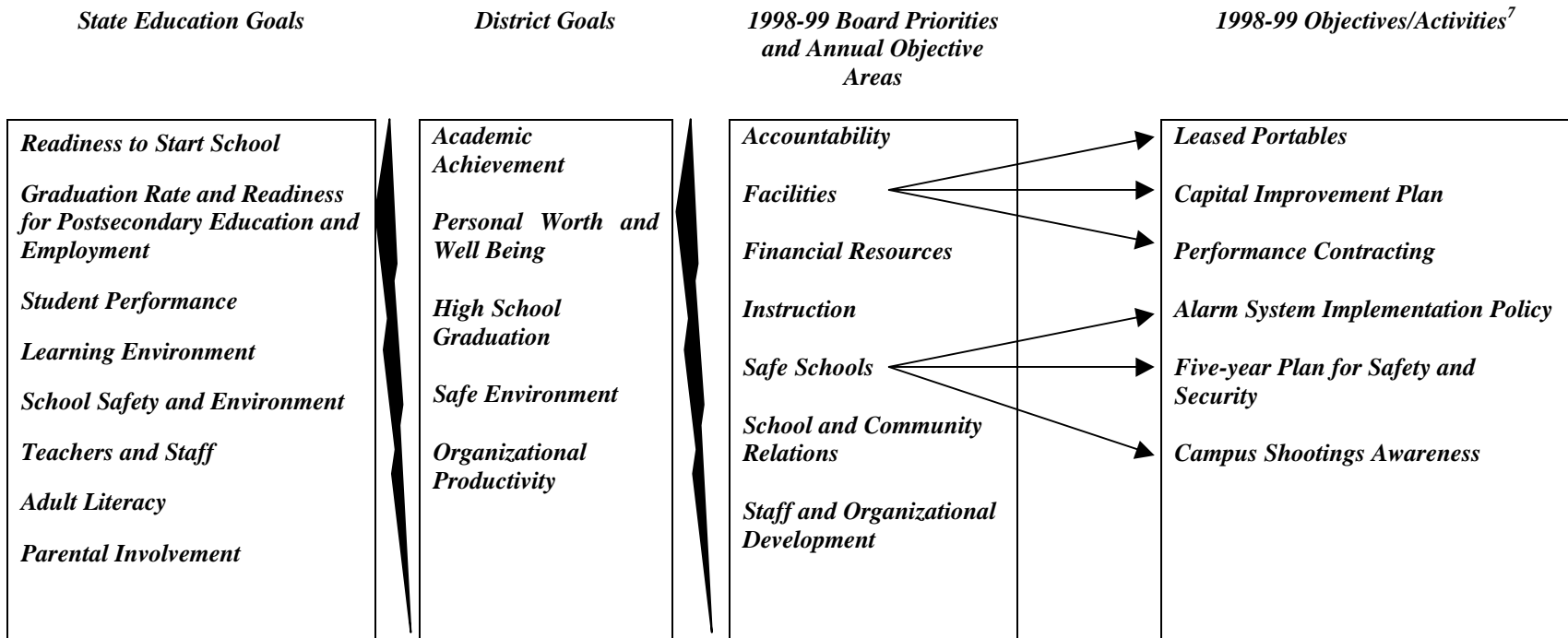
The district did not link its goals to the State Education Goals. Based on MGT's analysis of Brevard's *Strategic Plan*, MGT found that the district did not link district goals to annual priorities. However, the district did categorize annual objectives/activities by priority areas. Exhibit 3-12 shows how these pieces do not flow logically together.

As defined above, the *Strategic Plan* falls short of being truly strategic. It fails to be truly strategic because:

- it does not define the district's relationship to its environment;
- it does not consider the whole district as the unit of analysis;
- it does not specifically address the question, "How do we get there?";
- it does not include long-term goals that provide vision and direction for the district's effort;
- it does not link State Education Goals to district education goals; and
- it does not link the listed objectives to student performance goals.

Exhibit 3-12

The District's Vision, Goals, and Objectives Are Not Linked to Each Other or the State Education Goals



Source: Created by MGT, 1999.

⁷ Representative of the 61 district-established priorities for the 1998-99 year.

Rather than including three-year long-term goals with measurable objectives, the *Strategic Plan* includes annual objectives identified by the district. These objectives are not linked to long- or short-term goals and are not written as objectives, but are rather a laundry list of activities. Very few objectives are written as objectives; the majority are written as activities. For example, one objective is to “eliminate at least 50 percent of the leased portable classroom inventory.” One plausible inferred goal may be to reduce the number of students in portable classrooms. However, the stated objective could have the opposite effect – the district could reduce the number of portables by combining classes of students from two portables into one. Because the district has not documented the strategies to achieve these objectives in its *Strategic Plan*, it leaves up to the staff member responsible for implementing the activity to interpret the method by which he is supposed to accomplish the activity. Other examples of district annual objectives that are really activities include:

- Implement the district’s bus routing system.
- Develop for publication a calendar of HVAC projects.
- Complete implementation of the automated time and attendance systems for payroll processing.
- Develop procedures and implement the Florida High School Program.
- Assure compliance with FCC requirements for all two-way radios in use at school sites and/or other operational sites.
- Implement legislative changes to the instructional performance appraisal system.

The *Strategic Plan* objectives were selected by the board and district staff, so presumably they are based on the current needs of the district. However, the district did not complete a formal needs assessment before developing the objectives in the plan. Thus, it could not demonstrate that the objectives in the plan were in fact based on valid, identified needs, projected enrollment, or revenues. Failing to document the need for each objective leaves the district open to the possibility that it is choosing objectives that do not meet its most critical needs in favor of objectives that meet no immediate needs.

District's *Strategic Plan* Well Disseminated

Even though the district’s objectives are generally activities, most district staff members are well aware of the district’s priorities and the *Strategic Plan* in general. Unlike many strategic plans that are developed to only gather dust on a shelf, the district's *Strategic Plan* is a living document that is well circulated and that many district employees use to prioritize their work activities. The process used to establish strategies to achieve district objectives through the use of the quarterly management reports is detailed on page 3-32. This process ensures that established objectives are the focus of district activities throughout the year.

Recommendation

- *The district should revise its strategic plan to reflect State Education Goals and to ensure it is based on needs identified by the community, school board, and district staff. The district needs to revise its strategic plan to indicate the priority it places on the goals, objectives, and strategies in the plan. The identification of strategic priorities will assist the district in planning how to allocate resources and will help link the strategic planning process to the budgeting process. The plan should:*
 - *set clear guidelines for developing goals, objectives, and strategies;*

- *should include both long-term and annual goals – long-term goals should reflect the district’s vision statement and set the district’s strategic direction, while annual goals should reflect the district’s priorities;*
- *include objectives that show how goals will be met and how progress toward the goals will be measured; and*
- *include strategies that provide an action plan for accomplishing each objective.*
- *As part of the strategic planning process, the district should define the roles and responsibilities of board members, community representatives, and district staff at each stage. The board and community representatives should be most actively involved in defining the district’s strategic vision, setting strategic goals, and establishing priorities. The superintendent and district staff should be primarily responsible for developing action plans to implement the district’s vision and accomplish strategic goals. The school board is responsible for approving the overall plan.*
- *Action Plan 3-2 provides the steps necessary to implement this recommendation.*

Action Plan 3-2

Develop Comprehensive District Strategic Plan

Recommendation 1	
Strategy	Develop district strategic plan.
Action Needed	<p>Step 1: Considering information presented in this section, and supplementary information to be provided by the Office of Accountability, Testing, and Evaluation, review the current <i>Strategic Plan</i> and identify its shortcomings.</p> <p>Step 2: Complete a written situation analysis to determine where the district stands in today's environment. This analysis should answer the question “Where are we today?” and should be a similar process to that followed by district schools in the development of School Improvement Plans, including the review of currently available data, such as aggregated student test scores. The analysis should also include a review of the State Education Goals, the district’s mission statement, projected enrollment, projected revenues, and identified needs</p> <p>Step 3: Develop districtwide goals that are appropriate for the current situation and develop written linkage to the district’s mission statement.</p> <p>Step 4: Reword all resulting goals to be long-term (at least three years into the future, preferably five), measurable statements that answers the question, “Where is the district going?” Develop additional long-term goals where needed. All long-term goals should reflect the district’s vision statement and set the district’s direction.</p> <p>Step 5: Develop a written statement linking the district's goals with State Education Goals.</p> <p>Step 6: Develop the short-term (one to three years) objectives and annual priorities the district must achieve in order to achieve the long-term goals. The objectives and priorities should show how goals will be met and how progress toward goals will be measured.</p>

	Step 7: Develop the strategies that provide an action plan for accomplishing each objective. These strategies should answer the question, “How do we get there?”
	Step 8: Develop measures by which the district will be able to assess whether it has reached its goals.
	Step 9: Publish and disseminate the results.
Who Is Responsible	The school board and Superintendent, with support from the Office of Accountability, Testing, and Evaluation.
Time Frame	April 2000
Fiscal Impact	This recommendation can be accomplished with existing resources.

2 The district has a system to accurately project enrollment.

The district annually develops five-year enrollment projections for each of its schools. The district's system is accurate and comparable to the accuracy of its peers.

District's Overall Enrollment Estimates Are Accurate

The district completes enrollment projections every year, as it has done for the last 10 years. The process starts in October for the next school year and runs through January. A systems analyst in the transportation department begins the process by inputting six years' of enrollment data for each school into the *Trendcaster* software program. The software creates six scenarios for the next five years, making projections as to the number of students for each grade level at each school. The analyst selects the scenario with the lowest projected percentage of error and sends out the projections to each principal, asking him or her to review it and to agree or disagree with it. If the principal disagrees, he can insert his own projection and that projection is used in the rest of the process. The principal signs off on the projection and forwards it to the area superintendent, who also reviews it, may edit it, and returns it to the systems analyst by the end of October. Principals are considered an important part of the process because they are the ones who can provide the “on the ground” knowledge of new housing developments or other things which would affect current and potential future growth in the district.

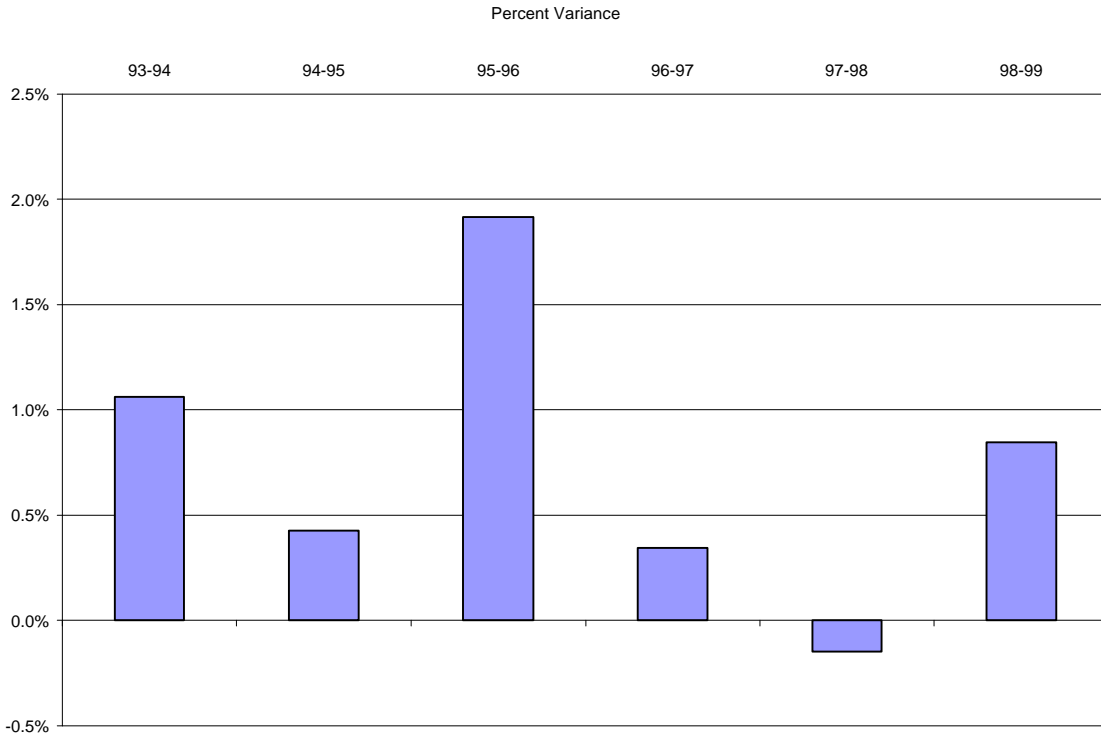
Once all the projections are returned from the schools, the district holds a management conference with area superintendents and the leadership to go over the aggregate projections. With these, the district uses annualized enrollment to project FTE in the categories of basic education, dropout prevention, ESOL, exceptional education support levels 1-5, and vocational programs. The prorated projections are sent back to principals, who can again make adjustments. The principals and the area superintendents approve these final projections, as before. The district holds another management conference to review the data in aggregate and the DOE report is sent off in December. In January, the systems analyst sends to the schools a finalized list of FTE projections.

As Exhibits 3-13 and 3-14 show, the district is accurate in its projections and comparable to its peers in accuracy. The only problems the district has noted in basic education enrollment have been at the school level when something unusual occurs. For example, projections were thrown off for three schools in the Port St. John area when one became year-round.

The use of projections for appropriate facilities planning and construction is included in Chapter 9.0 of this report (page 9-35).

Exhibit 3-13

District's Enrollment Forecasts Have Been Accurate



Source: *FTE Forecasting History*, Department of Education.

Exhibit 3-14

Accuracy of Brevard's Enrollment Forecast for 1998-99 is Similar to its Peers

District	Projected Enrollment	Actual Enrollment ⁸	Difference	Percent Variance
Brevard	68,476.83	67,903.82	573.01	0.8%
Lee	54,382.81	54,029.37	353.44	0.6%
Orange	138,747.45	139,577.93	-830.48	0.6%
Polk	76,837.64	77,506.55	-668.91	-0.9%
Seminole	57,973.62	58,593.11	-619.49	-1.1%
Volusia	59,892.99	59,568.85	-324.14	-0.5%

Source: *FTE Forecasting History*, Department of Education.

⁸ Actual enrollment based on actual July and October counts and estimated February and June counts.

The District's Recent Exceptional Student Education Estimates Could Be Improved

In 1997, the Legislature changed the mechanism for funding exceptional student education from a model based on the student's type of exceptionality to one based on the services the student receives. Since then, districts have been required to use the DOE "matrix" to assign exceptional students to a service level category. The matrix has five levels of service – from 251 through 255. These levels are based on the need of a student for an increasing level of services; a student in the 251 category needs less services than a student in the 252 category, and so on. These categories provide an FTE weighting mechanism to reflect the increasing amount of funds each higher category student would require.

For the 1998-99 school year, Brevard County School District forecast exceptional student education enrollment to be 15,505. The Legislature appropriated funds for 15,022, adjusting the district's projection down. The actual enrollment for the year was 15,113, more than the Legislature's estimate and less than the district's. This translates into a 2.6 percent variance on the part of the district, as compared to the aforementioned 0.8 percent variance for regular education students.

According to Florida DOE, the district's matrix ratings largely equal expected values, as Exhibit 3-15 shows. This means that the district's proportion of exceptional students in each category is what the state expects it to be, and therefore cannot account completely for the variance between expected and actual numbers of exceptional students. For the 1999-2000 school year, the district has forecast an exceptional student population of 15,749.

Exhibit 3-15

District's 1998-99 Matrix Ratings Largely Equaled Expected Values

Category	Expected Percentage	District Percentage
251	64.5%	64.67%
252	24.1%	23.99%
253	7.4%	7.03%
254	2.6%	3.33%
255	1.3%	1.08%

Source: *FTE Forecasting History*, Department of Education.

3 The district regularly assesses progress toward its goals.

The district regularly assesses its progress toward its annual objectives/activities. Although the *Strategic Plan* could be substantially improved, as noted previously in this chapter (page 3-25), the district uses an effective method to track progress toward achieving goals and objectives.

Progress on District's *Strategic Plan* Activity Completion Tracked

The district regularly assesses its progress toward its objectives. Each quarter, the person/department responsible for an annual objective/activity within the *Strategic Plan* must submit a status report. All of the

status reports are consolidated into a management report. In this, each pending objective is listed on a separate page, with a description of the objective, which department is responsible for its accomplishment, the status of the objective, and notes. Objectives that have already been accomplished during the year are listed at the beginning of the publication. At the end of the year, a final report of similar format is published and presented to the Superintendent and the board. Exhibit 3-16 shows the format used for monitoring the accomplishment of objectives/priorities.

Strategies to Complete Objectives/Activities Are Revised When Necessary to Help Ensure Goals are Achieved

Each quarterly management report is submitted to the Superintendent and the board. MGT noted that for several objectives extensions were requested and granted. Based on a review of the previous five-year strategic plan, MGT found that objectives/activities that were not met satisfactorily in one year were rephrased and inserted into the annual objectives for the next year. This indicates that the district reviews its progress in achieving objectives and does not rubberstamp objectives as completed when they are in fact not yet completed.

Exhibit 3-16

The District Uses a Clear Format to Track Objective/Activity Progress

Office of Superintendent		Brevard County School District	
1998-99 MANAGEMENT PLAN PROGRESS REPORT			
April			
BOARD PRIORITY A			
Accountability			
Objective	Description	Due Date	6/30/99
11.	<u>Optional 7th Period</u> Evaluate the effectiveness of the optional 7 th period in grades 9-12.		
Description:	Students in grades 9-12 were given the choice of choosing an optional 7 th period. Review the data to assess the effectiveness of the optional 7 th period.		
Division:	School Operations		
Department:			
Office:	Secondary Programs		
Status:	≤ Not Started	P On Schedule	≤ Completed
	≤ Extension Requested	≤ Suspended	
Notes:	<ul style="list-style-type: none"> • Office of Secondary Programs surveyed all secondary schools housing grades 9-12 to gauge the impact of the optional 7th period on elective courses. This survey showed a decrease in the numbers of students enrolled in electives. • Master schedules reflect a slight increase in class size. • No change has occurred since the Second Quarter Report. The numbers of students enrolled in electives has remained stable. 		

Source: Brevard County School District.

4 The district does not have an ongoing system of financial planning and budgeting linked to achievement of district goals and objectives, including student performance.

Rather than linking financial planning and budgeting to achievement of district goals and objectives, including student performance, the district operates from a status quo budget each year, without any increases in most department budgets.

Financial Planning and Budgeting is Generally Not Linked to Goals or Student Performance

Each year, the board develops the list of objectives/activities found in the district's *Strategic Plan*. The fiscal resources required for each objective/activity are then incorporated into the district budget. However, as noted before, these objectives/activities are not linked to district or departmental goals and objectives in any demonstrable way. Neither is the achievement of these objectives/activities tied to expectations for impact on student performance in any demonstrable way. Ideally, the district would have a formal process to link its budget and expenditures to strategic goals and objectives. Expenditure requests brought to the board should be cross-referenced to specific goals and objectives in the strategic plan. For expenditures over a certain threshold, the board should require a budget impact analysis. This analysis would include an assessment of the potential impact of the expenditure in terms of program outcomes, including student performance.

When items come before the board outside of the budgeting process, the district requires an assessment of the financial impact, whether it was budgeted, from where the funds will be drawn, etc. The board uses this assessment as part of its decision of whether to support the items. However, the district does not require that the items be tangibly linked to either the objectives/activities in the district's *Strategic Plan*, or to student performance. Ideally, a district will allocate its resources in a manner that is consistent with its strategic objectives and board priorities.

Financial Planning and Budgeting Not Tied to Goal Achievement

Although the process the district follows is to fund strategic plan objectives/activities during budget development, MGT found evidence from the previous five-year strategic plan that the district occasionally chose to not provide funding necessary to complete identified objectives/activities. Thus, while on the one hand the district identified an objective it felt to be necessary for the improvement of the district, on the other hand it failed to provide the funds necessary to achieve the objective.

In cases where an objective was not completed in a particular year, the district sometimes provided additional funding in the following year in order to ensure its achievement. However, this adjustment of the budget based on assessment of objective achievement did not automatically guarantee that a continued objective would receive continued funding.

Ideally, the district would have a system of financial planning and budgeting that would start from a strategic plan that included short- and long-term goals, annual objectives, and strategies for achieving both. The goals would be clearly linked to anticipated improvements in student performance and to the State Education Goals. Then, each year, the board and district staff would assess the need for funding in order to achieve district goals and objectives. To the extent possible, the board would then allocate funding to achieve the year's objectives that support the district's long-term goals.

Recommendation

- *As part of the development of district goals and objectives, the district should link them to its financial planning and budgeting process.*
- *Action Plan 3-3 provides the steps necessary to implement this recommendation.*

Action Plan 3-3

Link Financial Planning and Budgeting to Goal Achievement

Recommendation 1	
Strategy	Once the major educational and operational programs have developed goals and objectives, as recommended in Chapter 4.0 (page 4-17), the district will be able to amend its current budgetary development process to include links with programmatic goals, including student achievement.
Action Needed	<p>Step 1: Obtain information from other districts regarding how they specifically link programmatic goals to financial planning and budgeting, including student achievement. Districts that currently link programmatic goals to financial planning and budgeting include Polk and Leon.</p> <p>Step 2: Assess the current budgeting process in light of the process followed by other districts.</p> <p>Step 3: Have the Office of Budgeting prepare recommendations for board consideration that would alter the current financial planning and budgeting process to include linkage to district goals and objectives, including student performance.</p> <p>Step 4: Select financial planning and budget development process alterations that suit the needs of the district, provide clear links to district goals and objectives, and provide opportunities to adjust financial planning and budgeting when warranted to meet goals.</p> <p>Step 5: Implement a financial planning and budget development process that is linked to the district's goals and objectives, including student performance.</p> <p>Step 6: Adopt a regular assessment process of the district's goals and objectives that includes adjusting financial planning and budgeting when warranted to meet goals.</p>
Who Is Responsible	The board and superintendent, with support from the Office of Accountability, Testing, and Evaluation and the Office of Budgeting.
Time Frame	October 1999
Fiscal Impact	This recommendation can be accomplished with existing resources.

5 The district's management information system does not provide data needed by management and instructional personnel in a reliable, timely, and cost-efficient manner.

The district has recently implemented two new computer systems, the Comprehensive Information Management for Schools III (CIMS), and The Educational Reporting and Management System (TERMS). The district does not have a single technology master plan that includes administrative and instructional technology. The district's ability to submit required data to state and federal agencies has been hampered by its current MIS problems. Moreover, the current MIS system does not provide all needed management reports.

Brevard's *Strategic Plan* Does Not Address Long-Term MIS Needs

As developed in an earlier section (page 3-24), the district's *Strategic Plan* is not truly strategic and does not include strategies for addressing long-term needs, including MIS. The plan does include these short-term MIS objectives:

- complete district testing and confirmation concerning Year 2000 compliance;
- implement the CIMS employee benefit computer software to replace the current outsourced programs; and
- modify software systems to reduce payroll input time and effort, implement effective position control, and improve reclassification and transfer process.

A true strategic technology plan has several components. Exhibit 3-17 outlines these components.

Exhibit 3-17

There are Several Elements of a Technology Plan

Executive Summary. The technology plan should become a policy statement that provides guidance to all areas of the district. As such, it must have a brief summary of the salient points that will enable district leader to quickly get an understanding of the more critical aspects of the plan.

Vision for Technology. One of the most important parts of a plan is the vision that tells district staff and community members alike what effect technology will have on the learning process and environment. The vision should be far reaching and bold. It must describe briefly and succinctly the educational environment that is to be created through the use of technology.

Technology Goals and Objectives. Once a vision has been adopted, goals and objectives should be created as a means of achieving the vision. Both long-range and short-range goals and objectives should be established. Specific goals and objectives should also be defined for various components of the plan.

Set the Scope. One of the early decisions of the planning committee should be a determination of the scope of the plan. For example, will the plan address: all technology? only administrative uses? only instructional uses?

Software. This section would outline the plans for acquiring and using various types of software resources. An initial set of software standards and an ongoing process for keeping those standards up-to-date should be established.

Hardware. This section would provide information pertaining to hardware acquisitions, upgrades, replacement schedules, maintenance and support. An initial set of hardware standards and an ongoing process for keeping those standards up-to-date should be established.

Infrastructure. Infrastructure refers to connectivity: the extent to which teachers, students and administrators have schoolwide, districtwide, statewide and worldwide access to information and people. The plan should define the connections that will be established as a means of supporting technology use throughout the district. It should also address connectivity standards, both specifying an initial set of standards and identifying how standards will be kept current.

Staff Development. Investing in technology for staff is important, but only if there is an investment in staff development for those staff members. The technology plan should include a staff training needs assessment and identify the types of training that will be made available, to whom it will be provided, and with what frequency.

Organization and Staffing. Of almost equal importance to planning for technology is the establishment of an organizational structure that will ensure that the technology plan is carried out. Adequate staffing is critical. For an effective technology program, there must be an adequate level of maintenance and support to its technology uses. The plan should include an analysis of these needs and allocate sufficient personnel resources to address them.

Cost Projection. Since funding is often the greatest challenge to implementing a technology plan, it is critical that the plan specifies the amount of funds needed to fully implement the plan. The plan should identify sources of funding that will be used to support the technology initiatives. A technology plan without consideration of funding is not really a plan, only a wish list.

Time Lines. Just as cost schedules are needed to fully inform district leaders, so too, are implementation schedules.

Evaluation Process. If there is to be an effective means of judging the success of the plan, both an evaluation process and evaluation criteria must be established. The evaluation process should be directly related to the accomplishment of the plan's goals and objectives.

Source: MGT.

Currently, the district does not have an MIS steering committee or planning committee to address the district's long-term MIS needs. This deficiency is addressed in Chapter 12.0 of this report (page 12-80).

District Has Not Recently Evaluated Use of Technology to Improve Efficiency

Prior to the purchase of the current AS/400 system, with the CIMS and TERMS software packages, the district was operating in an MIS environment consisting primarily of homegrown "boutique" programs -- the result of 20 years of custom programming to meet the exact specifications of departmental users. The district determined that this situation was no longer efficient or effective. Several departments had stand-alone computer programs. The district went through an informal "custom vs. canned" software analysis and decided that off-the-shelf software would be most cost efficient and effective for the future. The district reviewed its options during the 1995-96 school year, since the old mainframe system needed replacing.

Since implementation of the AS/400 system, and the purchase of the CIMS and TERMS software packages as the primary district applications, the district has not evaluated its use of technology to improve efficiency. In several areas, the implementation of this technology has led to greater inefficiencies. Most district program directors keep two sets of budget books, the official one in CIMS and another set in a PC-based software package for daily use. They attribute their need to do this to problems with the CIMS system and the lack of budget reporting features. Increased inefficiencies are also documented extensively in the Chapter 11.0 as the CIMS package relates to personnel issues (page 11-45). As a district moves forward with technology, it must continually evaluate its technology use to find greater efficiencies.

District Did Not Use Competitive Bid Process When Selecting CIMS

In November 1995, district staff requested the board to authorize the approval to enter into direct negotiations with National Computer Systems, Inc., to purchase CIMS. The board gave its approval in December and the state gave its approval shortly after. The district entered into negotiations with the firm and purchased CIMS. Some members of the departments affected by this purchase (accounting, budgeting, human resources, and MIS) conducted research into financial management systems prior to the request to enter direct negotiations. However, some district staff indicated additional research should have been conducted to clearly identify all of the district's options. In addition, district staff expressed the belief that additional district staff should have been consulted and provided an opportunity to express MIS needs prior to purchase of a new system. Whenever a situation arises when the competitive bidding process may not be the best approach, it is critical that staff goes above and beyond in its efforts to demonstrate that all viable options were considered.

District Needs to Address Limitations of CIMS

The CIMS purchase included these applications:

- Financial Management System
- Employee Management System
- Human Resources Management System
- Warehouse Inventory System
- Fixed Asset Inventory System
- Application Control System (not to be confused with employee application control)
- CIMS III Intelligent Query Report Writer

The total cost to the district was \$415,000. As noted on the board agenda item dated November 21, 1995:

...the purchase of CIMS III will over the next 24 months decrease the need for system and application programs as well as significantly decrease clerical tasks in accounting, purchasing, payroll, and personnel functions. The CIMS III product will replace most all of the existing custom programs currently in use for Accounting, Warehouse Operations, Fixed Assets, Payroll and Human Resources. The comprehensive system will among other things significantly improve services to schools through on-line purchases, improved warehouse operations with back-order capabilities and improved personnel functions including application tracking and substituted employee tracking systems.

By August 1996, the district had identified numerous deficiencies with CIMS, as identified in an internal district MIS memorandum:

- CIMS could only provide limited functionality in the area of employee management. *"A tremendous amount of external analysis, design and coding would need to be completed prior to a Florida district to use these products effectively and to provide the same as or additional benefit to our district."*
- CIMS position control was insufficient. *"The system seems to mislead unit control counts in that it keeps a head count instead of a unit count."*
- CIMS applicant tracking was insufficient. *"Past employer and/or experience is not captured..."*
- CIMS reporting was lacking in some areas. *"If information required for negotiation processes cannot be made available from the system, or by custom programming, then we should take a serious look at the viability of this product."*

There was no pilot-testing of CIMS, due to the perceived need to migrate hardware platforms as quickly as possible, so that the district would not have to pay to keep two systems operational. As noted in Chapter 11.0 of this report, the Human Resources Department has been substantially negatively affected by this lack of planning and testing. As noted in Chapter 12.0 of this report, the district is operating without an effective MIS strategic plan and efforts to continue to address the shortcomings of CIMS are without structure or accountability.

The short-term result of the implementation of CIMS and TERMS has been that certain departments are completing previously automated tasks entirely on paper (particularly the personnel department). It was acknowledged by schools and some district-level department heads that they are doubling their work – doing it on the computer and keeping another set of books on paper or in a PC software program.

MIS Systems Have Management Reporting Features, But Users Need More Training

In general, the district has not yet begun to widely use data produced from its MIS systems to evaluate and improve program management and results. Although both CIMS and TERMS collect performance measure data, they are not typically used by administrators to assess program performance and results. Both CIMS and TERMS have robust reporting features. For special needs of some program directors, the MIS department has developed customized reports. Nevertheless, district staff is only beginning to get some reports from the CIMS and TERMS systems that are valuable management tools. The Superintendent is receiving various reports on variables such as attendance and enrollment. However, some of the Area Superintendents are unaware that they can do the same. Some program directors are unable to pull reports they believe they need, either because the system cannot provide them or because they lack the training to

request them from the system. Overall, the district has not done enough to educate management personnel as to what data reports they can get from the new systems. Therefore, while the MIS systems may contain sufficient pertinent information for management and instructional personnel, these personnel are unable to retrieve this information in a reliable, timely, or cost efficient manner.

The district generally acknowledges that it greatly underestimated the amount of training it would need in order to use CIMS and TERMS effectively. The district is now planning to do focus groups with current users to determine where additional training is needed. Training for program managers in how to develop useful reports would improve the ability of the district to effectively evaluate and improve program management.

Reliability of Data Has Not Been Proved Internally

Interviews with staff in the Florida Department of Education confirmed that the district generally provides accurate data for state requirements, thus externally verifying that the district's data are reliable. However, the lack of procedures, database checks, and controls at the district-level demonstrates that the district has not internally verified its data to any great extent.

There are few, if any, district verification procedures that compare original information to that entered into the system (data accuracy). The MIS Department does limited data verification on the databases maintained in the CIMS and TERMS systems. At the manager level, departments have difficulty obtaining reports from the CIMS and TERMS systems that would allow them to verify the accuracy of the data in them.

At the school level, where much of the data are entered, there are few procedures in place for reviewing data input accuracy. MGT visited 31 district schools and questioned staff regarding procedures in place to double check the accuracy of data entry. Of these 31, 10 schools stated that they had no procedures for verifying the accuracy of data entered. Of the remaining 21, most stated that they had procedures, but nothing in writing and that it was sometimes hit-or-miss whether it was done.

Because schools are responsible for much of the data upon which the district relies for performance assessment, the lack of procedures for verifying data leaves the district at great risk for inaccurate data. Although the Auditor General has not yet made any recommendations to the district regarding data accuracy and reporting, district staff identified several data elements that are not accurate. For example, the Superintendent began receiving school-level reports of student absences in February 1999. This led to the discovery that several schools were incorrectly coding types of absences – more than halfway through the school year. In another example, district ESE staff found, after nearly a year, that some of its students were coded into the computer system with an incorrect code.

Recommendations

- *As part of the Chapter 12.0 recommendation to create a MIS Steering Committee (page 12-82), the district should take immediate steps to address the training and systems reporting issues of both CIMS and TERMS. (Where necessary, recommendations regarding implementation issues within district departments are provided in other chapters of this report.)*
- *The district should develop procedures to internally ensure the reliability of its data. The MIS Steering Committee should develop necessary written procedures and then provide training for personnel in the use of the procedures.*
- *Action Plan 3-4 provides the steps necessary to implement these recommendations.*

Action Plan 3-4

Address MIS Training, Reporting, and Data Reliability Concerns

Recommendation 1	
Strategy	As part of the responsibilities of the MIS Steering Committee, the district develops a response to current training and systems and reporting issues.
Action Needed	<p>Step 1: Survey all departments to determine exactly what reports are lacking in the current CIMS and TERMS programs.</p> <p>Step 2: Review the compiled list with MIS to determine which concerns are due to current systems limitations and which are due to lack of training.</p> <p>Step 3: Develop a strategy and time line for addressing each issue.</p> <p>Step 4: Require the MIS Department to report monthly on the progress on each concern.</p>
Who Is Responsible	MIS Steering Committee.
Time Frame	October 1999
Fiscal Impact	This recommendation can be accomplished with existing resources.
Recommendation 2	
Strategy	As part of the responsibilities of the MIS Steering Committee, the district develops procedures for internally verifying the validity of its data and the necessary training components to ensure that all appropriate staff understand the procedures.
Action Needed	<p>Step 1: Identify all the data areas in which the district is not currently performing sufficient data validation, including data entered by the schools.</p> <p>Step 2: Identify automated procedures by which each data area could be validated.</p> <p>Step 3: Implement automated procedures where possible to verify accuracy of systems data.</p> <p>Step 4: For areas that do not lend themselves to an automated solution (such as when school personnel enter a possible code but not the correct code), identify or develop management reports that will allow program leaders to verify data accuracy.</p>
Who Is Responsible	MIS Steering Committee.
Time Frame	April 2000
Fiscal Impact	This recommendation can be accomplished with existing resources.

6 The district periodically evaluates operations and implements actions to improve the quality of education and reduce administrative and other costs.

The district has made numerous evaluations of its operations in order to reduce administrative and other costs. However, the district has done much of this evaluating in response to budgetary concerns, and not as a result of a coordinated plan to improve operations. The district does not have a formal program to periodically evaluate its operations to improve the quality of education and reduce administrative and other costs.

District Conducts Numerous Evaluations

The district formally and informally conducts numerous evaluations of its operations. For instructional programs, it conducts evaluations of various program components. It is currently evaluating block scheduling and the optional 7th period. In the past, it has conducted evaluations of early childhood education programs, exceptional education programs, the integrated science program, and safe and drug free schools, among others. On the non-instructional side, the district does less evaluation for the purpose of improving programs but, during budget development each year, looks critically at all operational programs to reduce costs. For outsourced services, the district generally evaluates them for both quality of service and documented cost savings.

However, most of these evaluations are not in response to a district policy or procedure to regularly evaluate all operations to improve quality of service or reduce costs. Also noted in Chapter 4.0 of this report (page 4-32), the district does not follow any regular schedule to evaluate its major educational and operational programs, either for effectiveness or efficiency. Most of the evaluations of education programs take place because they are either required of the program (such as federally-funded programs which require annual evaluations as a prerequisite to continued funding), or because the district is implementing a new program and wishes to assess its effectiveness (such as the integrated science program). Most of the evaluations of operational programs take place because the district has faced tight budgets for the past several years and, in response, has tried to make budget reductions wherever possible.

The district should develop a plan for evaluating its programs. In Chapter 4.0, MGT recommends an action plan for the routine collection and assessment of program performance and cost data (page 4-28). This process should provide the district with information on an annual basis to identify programs that require evaluation. Some of factors the district should consider in selecting programs for evaluation include:

- funding level of the program;
- number of students served;
- potential for program improvement or cost savings;
- cost to the district to conduct the evaluation;
- availability of resources to conduct the evaluation;
- potential risk or consequences from ineffective program performance;
- length of time since the program's last evaluation; and
- public input or concern regarding the program.

District Uses Evaluation Results to Improve Operations and Reduce Costs

On the non-instructional side, the district does use evaluations of its operations to reduce costs. This can be demonstrated in the implementation of the ABM custodial contract, and numerous other smaller outsourced functions. The district is currently conducting a year-long comparison between schools with outsourced custodial services and those without them. The results of that evaluation will determine whether the district goes wholesale to privatized custodial services. The implementation of evaluation results is discussed further in Chapter 4.0 (page 4-38).

District Has Not Evaluated Assigning Teachers to Non-Teaching Duties

The district has not evaluated the extent and effects of assigning teachers to non-teaching duties. The district has numerous resource teachers within the central office as subject area coordinators. Other teachers in the district serve as technology specialists within some schools. The district could not document the full extent of teachers assigned to non-teaching duties.

Employee Suggestion Program is Non-Functional

Florida Statute 230.23(5)(g) authorizes districts to implement awards and incentives programs. The law states:

Provide for recognition of district employees, students, school volunteers or advisory committee members who have contributed outstanding and meritorious service in their fields or service areas. After considering recommendations of the superintendent, the board shall adopt rules establishing and regulating the meritorious service awards necessary for the efficient operation of the program. Monetary awards shall be limited to persons who propose procedures or ideas which are adopted by the board and which will result in eliminating or reducing school board expenditures or improving district or school center operations...No awards granted under the provisions of this paragraph shall exceed \$2,000 or 10 percent of the first year's gross savings, whichever is greater.

The district has implemented a formal procedure to encourage district staff to recommend actions that result in cost savings; however, the program has not resulted in any cost savings to date. An employee suggestion program was implemented by the school board on November 21, 1995, as part of Objective 7.9 of the 1992-93 through 1996-97 strategic plan. The district developed a manual outlining the program in 1996. The publication outlines the two types of suggestions – those that will save actual funds (ESP-Tangible) and those that will not save funds but will improve employee morale, communications, work conditions/safety or public relations (ESP-Intangible). It then provides a detailed review of eligibility criteria, the submission process, the incentive amounts that will be paid, the suggestion review process, evaluation guidelines, a point rating scheme, and required forms. The program is coordinated by the ESP Coordinator, who is appointed by the superintendent.

Since inception, the program has had very limited employee participation. From records maintained by the district, only six suggestions have been made in four years. All were rejected for logical reasons. However, the district has done an insufficient job of promoting the program -- all six suggestions were received in 1996, near the initiation of the program, when it was initially promoted to employees.

Recommendations

- *Implementation of recommendations in Chapter 4.0 should improve the district's use of evaluation results to improve the quality of education and reduce administrative and other costs.*
- *The district should review the extent and effect of assigning teachers to non-teaching duties.*
- *The district should develop and distribute promotional materials on the Employee Suggestion Program every year and should maintain information on the program on its website.*

7 The district considers local options to increase revenue.

The district has considered and implemented local options to increase revenue. It currently imposes the maximum millage property tax allowed by the state. The district also attempted to pass a bond referendum in 1995. The district also generates revenue from grants, its educational foundation, and federal reimbursement programs.

District Seeks Additional Funding

The district has considered various local options to increase revenues, including imposing the maximum millage property tax allowed by the state and a bond referendum. In 1995, the district attempted to pass a bond referendum. The board resolution for this referendum indicates they were seeking an aggregate principal amount of \$350 million for the purpose of “financing the cost of acquiring, building, enlarging, furnishing or otherwise improving buildings or school grounds, or for any other exclusive use of the public schools within the such district.” The projects to be funded from this bond included new schools, remodelings and additions, and health and safety projects. The bond measure failed overwhelmingly. The commonly accepted reason for this failure is that the district did a poor job of demonstrating true need or past fiscal responsibility.

The district also generates revenue through grants and other forms of discretionary funding. This includes grants for applied technology, Title I, early childhood education programs, Florida Diagnostic and Learning Resources System (FDLRS), and staff development. In 1997-98, the district received more than \$15.8 million in state and federal grant funding. However, this process is fragmented -- it is generally left up to the individual departments to apply for grant funding and to manage those funds. And, as noted in Chapter 12.0 of this report (page 12-61), program managers have not been conscientious in expending all grant funds -- undisbursed funds at the end of one reporting period was \$130,000.

The district has begun applying for appropriate Medicaid reimbursement for its exceptional education students. Through a contract with an outside vendor (who receives 10 percent of the total reimbursed), the district receives approximately \$1 million in Medicaid reimbursement this year. These funds are being used primarily for ESE classroom enhancement through the purchase of computers, software, assistive technology, and vans for teachers to use for transporting students for job training and community-based instruction.

The district has also begun aggressively soliciting assistance from the local business community through its Education Foundation. In 1997-98, the Foundation received more than \$1,000,000 in donations. These donations are used to support teacher initiatives through mini-grants, provide scholarships to students, and support the school improvement process.

The district does not have written procedures for obtaining information about new or better funding opportunities from state and federal sources. However, it is evident that the district pursues many avenues for numerous funding opportunities.

Recommendations

- *The district should develop information packets to assist staff in the identification of alternative funding sources, including state and federal grants. These packets should assist staff in obtaining information about new or better funding opportunities.*
- *The district should assess whether it is losing opportunities for additional funding due to its decentralized grant application process. If so, it may consider establishing a more centralized grant application effort.*

8 The district uses cost-efficient legal services.

The district uses an outside attorney. Board members and the superintendent are satisfied with the services the outside attorney provides. When the district decided to use an external attorney, it was determined that this would save funds, primarily by eliminating three district positions.

The School Board Retains Outside Legal Counsel

The district began contracting with an external attorney as the board's primary counsel in 1994-95. The district previously had the same in-house attorney for 25 years, along with a legal assistant and an executive legal secretary. When the in-house attorney retired, the board decided to retain an external attorney. The attorney selected through competitive bid had been providing some of the necessary outside legal services to the district since the 1980s.

For legal services, the board pays the attorney a retainer of \$7,000 per month (this figure has remained unchanged since the first contract five years ago). In return, the attorney provides these services:

- attends all board meetings and expulsion hearings;
- prepares opinions on matters as requested by the board;
- renders legal opinions with respect to matters requested by the superintendent; and
- represents the board in all matters of litigation as requested involving the board and in administrative proceedings involving the board.

For items beyond the scope of his retainer, the attorney is compensated at an hourly rate of \$125 (since an increase in July 1995). Since the attorney is contracted to represent the board, he must sometimes recommend that the district retain other counsel as well, such as when the superintendent requires representation.

In order to keep the attorney informed of events, the district provides to him the same packet of materials that is prepared for board members. The attorney receives the packets in advance of board meetings and indicates that this is in sufficient time for him to review it.

District Should Review Legal Costs Regularly

In 1993-94, when the district made the decision to select an outside attorney, the district determined that it was spending \$189,943 for an in-house attorney and associated expenses. By contracting with the outside attorney for \$84,000 per year, the district appears to save more than \$100,000 annually. However, the district still pays hourly fees to the outside attorney for items beyond the scope of his contract, and these items potentially include things that in-house counsel might be expected to provide at no increased cost to the district. For the school year 1997-98, the district paid the external attorney \$125,783 beyond the \$84,000 retainer. Combined, these figures exceed the 1993-94 cost for in-house counsel and two support staff. However, MGT recognizes that in 1993-94 the district also paid for external counsel on occasion. Thus, with the current figures available, the determination whether the district is saving funds by contracting with an outside attorney for all legal services is inconclusive.

The district does not have a system to review legal costs to determine whether it is more cost efficient and practical to contract out for all legal services. It has no procedure in place to determine whether the current arrangement with the contract attorney is still more cost effective than in-house counsel. According to district staff, their concern is not cost, but the belief that they receive better services through the use of a firm, as opposed to an individual.

Recommendations

- *The district should review the cost effectiveness of outsourced legal services. This should be done annually and should include the total cost for legal services in the past year, an analysis of how much of those legal services could have reasonably been provided by an in-house attorney, and a comparison to how much an in-house attorney and staff would have cost. If the result is that an in-house attorney and staff, plus necessary external legal services, would be more cost effective than the current arrangement, the district should consider hiring a staff attorney.*
- *The district should review the billing statements of the outside legal counsel regularly to ensure that items for which the district is billed are not part of the retainer contract.*

9 The district periodically evaluates the prices it pays for goods and services.

The district evaluates the prices it pays for goods and services and outsources several functions. However, the district has not systematically evaluated all functions for outsourcing potential.

Although sometimes controversial, outsourcing or privatization of government functions often results in savings to outsourcing agency. More than 100 studies over the last 20 years have documented that outsourcing government services in areas ranging from airport operation to weather forecasting results in significant savings.⁹ The reasons determined for the cost savings include:

- better management techniques;
- better and more productive equipment;
- greater incentives to innovate;

⁹ Hilke, John. Cost Savings from Privatization: A Compilation of Study Findings, Mackinac Center for Public Policy.

- incentive pay structures;
- more efficient deployment of workers;
- greater use of part-time and temporary employees;
- utilization of comparative cost information; and
- more work scheduled for off-peak hours.

Around the country, outsourcing of school services is a growing trend in the 1990s. District administrators and school board members are beginning to realize that their core business is education. As one District of Columbia board member stated, "What are we supposed to do, set up a pencil factory and be in the pencil business because we use a lot of pencils?"¹⁰

A study conducted by the *American School & University* magazine in 1995 found that fully 81 percent of schools and 93 percent of colleges contract for at least one type of non-instructional support service. This and other studies indicate that the most common areas for schools to contract out are bus service, custodial and maintenance services, and food service.

It is clear from the experiences of both private and public organizations that no single, blanket conclusion can be reached for all organizations that outsourcing is either good or bad. Every decision concerning outsourcing must be made on a case-by-case basis. A review of outsourcing experiences shows the following reasons have contributed to decisions to outsource services:

- anticipated cost savings;
- insufficient volume of work to maintain a full-time staff;
- need to acquire highly skilled services in small quantities;
- dissatisfaction with the quality and/or efficiency of in-house services;
- gain access to newer equipment and technology;
- gain economies of scale;
- avoid bureaucratic processes that increase costs, create delays, and/or prevent the acquisition of adequate resources;
- obtain resources to meet periodic service demand peaks;
- acquire access to expensive capital assets without having to buy them;
- solve existing labor problems; and
- obtain access to specialized expertise or management practices.

However, when considering outsourcing, a school district cannot simply conduct a straight cost analysis to determine if outsourcing would be cheaper. There are numerous other factors to consider. Exhibit 3-18 outlines the factors a district must consider when conducting outsourcing analysis. In formal outsourcing analysis, each of these factors is rated on a scale from -5 to +5, scores are weighted and totaled, with higher scoring functions being the most likely candidates for successful outsourcing.

¹⁰ The American School Board Journal, March 1997.

Exhibit 3-18

Screening Criteria for Evaluating Outsourcing Opportunities

Competitive Market Exists -- A relatively large competitive base will provide school districts with the best opportunity for savings. A large pool of competitors ensures initial bids will not substantially increase later.

Determinable Service Delivery Measurement -- If the nature of the good or service is uncertain or likely to require revision as the program proceeds, it may be difficult to convey the terms of service delivery in a contract or performance agreement.

Legal Authorization -- Programs considered for outsourcing must be those free from existing constitutional or case law requirements to the contrary.

Contract Management/Monitoring System Defined -- The ability to properly supervise the work of a provider must exist.

Existing Costs Determinable -- If it is impossible to determine the existing costs of providing the service, it will also be impossible to determine if savings can be realized through outsourcing.

Local Area Economic Impact -- Conversion to outsourcing should not result in a significant increase in the unemployment rate of an area or loss of an essential local market.

Financial and Liability Risks -- Outsourcing is best pursued when the financial and liability risks are equal to or lower than those experienced in public sector delivery.

Size of Programs -- High dollar amount programs or staff intensive programs may reap the greatest benefit from savings generated through outsourcing.

New Program and/or New Service Requirements -- These programs would offer the organization an immediate opportunity to avoid growth.

Level of Policy Discretion -- Activities that require low levels of policy setting, judgement, or discretion are better suited for administration by outside providers.

Security Requirements -- Activities for which special security and/or safety are unnecessary are most conducive to outsourcing. These activities do not place the organization, its programs, or its customers at risk.

Not Currently Subject to Competition -- Large portions of programs may already be subject to market pressures and are less likely to benefit from further competition, such as outsourcing would create.

Alternative Delivery Methods -- If alternative methods of production exist to provide the desired final product, increased competition can lead to innovative methods to save costs or improve services.

Satisfaction with Current Services -- Services where significant concerns exist regarding quality, timelines, or costs are candidates for outsourcing.

Comparative Cost of Services -- If current costs per unit are above the per unit costs of similar services provided by private vendors, the service is an attractive candidate for outsourcing.

Costs and Ease of Conversion to Private Vendor -- Services that are easy to convert to a private vendor are good candidates for outsourcing.

Ease and Cost of Conversion Back to In-House -- When it is difficult or costly to return an outsourced function to an in-house one, the organization may have to contend with poor performance because it is too hard to convert the service back. In these cases, outsourcing is less attractive.

Impact on Employee Morale -- If outsourcing will cause major employee morale problems, outsourcing must be considered carefully.

Mission Service Function -- A function that is highly critical to the overall success of the mission of the organization should remain in-house because of the higher degree of control inherent with in-house performance.

Stability of Market Place -- A high level of stable vendors in the market place indicates that outsourcing of the function has been successful and that the vendors can generally be relied upon to produce quality services at competitive rates.

Source: MGT.

The District Effectively Uses Outsourcing Options

When considering outsourcing, the district has the unwritten goals of obtaining:

- equal or better service than the in-house function; and
- less cost than the in-house function.

The district periodically evaluates the price it pays for goods and services and considers other alternatives to reduce costs. Based on these evaluations, the district has opted to outsource a number of functions. In cases where the district did not find it to be cost effective to outsource, it has not. Exhibit 3-19 illustrates the areas the district has analyzed for outsourcing and which have been outsourced to date.

Outsourcing in the district has not always been easy. Just as it is in many districts, the decision whether to outsource, even when it will clearly save funds, is often made at an emotional level. In the 1998-99 school year, the district proposed to save at least \$1 million per year by contracting with Service Master for custodial services. This was one of the strategic plan objectives under the facilities priority area for the year. The public testimony regarding this contract was lengthy and emotional -- principals were concerned with the potential loss of quality service; custodians were concerned with the potential loss of jobs; parents were concerned with the potential safety issues. In this environment, the board voted against awarding this contract. Nevertheless, the district has scrutinized many of its operations and chosen to outsource several.

Exhibit 3-19

The District Evaluates the Potential Savings From Outsourcing

Evaluated Function	Decision Made to Outsource?	Services Provided
Internal Audit	Yes	Audits of district departments.
Print shop	No (no savings)	
Courier services (intradistrict mail)	No (no savings)	
Transportation Maintenance and Repair Components	Yes (some)	Rebuilding starters, relining brake shoes, rebuilding heads and carburetors.
Hospital Home Bound program	No (no savings)	
Temporary Personnel	Yes	Substitute workers in the areas of custodial, food service, trades helper, clerical, mechanical technician helper, and warehouse - contract may be extended to include bus drivers.
USDA Commodities	Yes	Receipt, storage and delivery of USDA donated food to school sites – contract has been in place for two years.
Custodial Services	Yes	Custodial services at 13 schools -- currently doing a second-year implementation cost comparison with other schools in the district.
Facility Maintenance Services	No ¹¹	
Energy Management	Yes	Energy management
Legal Services	Yes	Board attorney on retainer basis; additional legal services on an hourly basis.
Pest Management Services	Yes	General household pest controls as required and as demand prevails, by a monthly fee schedule.
Numerous Programmatic Evaluations	Yes	Professional programmatic evaluations, primarily for components of educational programs
Numerous exceptional education services	Yes	Variety of services for students with varying exceptionalities

Source: Brevard County School District.

The district can demonstrate that it evaluates the contracted and/or privatized services to verify effectiveness and cost savings.

With each contract for an outsourced service, the district reviews its effectiveness and cost savings before the contract is renewed or rebid. With the temporary staffing services, the district opted to use a different contractor after finding the first one unsatisfactory. The district altered the contract it had with the custodial maintenance contract with ABM after finding that the contractor was using unsatisfactory labor. In this case, there was a lack of consistency among personnel -- one principal reported that he went through nine head custodians in one-year. Currently, the district is conducting a comparative evaluation of custodial services provided by ABM versus services in 11 schools with district custodial staff. The

¹¹ In 1996, the district lost an arbitration case to outsource maintenance functions in conjunction with custodial services at eight schools.

evaluation compares cost and quality of services. If the results are favorable to ABM, the district will consider expanding outsourced custodial services.

The district has verified the dollar savings from other contracts and can show that they save funds. This was dramatically shown in the savings resulting from the energy management contract. In this contract, the district guaranteed savings of \$41,106 in the first year. Actual savings exceeded that and totaled \$127,260.

District Could Expand Outsourcing Exploration

Although the district has examined, and ultimately outsourced, a number of functions, it has not followed a systematic method for evaluating the potential for outsourcing all functions for which it might be feasible. Two areas that are often considered for outsourcing in a school district are student transportation and food services. Current research indicates that outsourcing either function, provided a strong contract is used and enforced, could result in cost savings and/or improved service delivery for a school district. Other areas that could be considered for outsourcing include: microfilming, printing, security services, payroll, and data processing; all have been outsourced in other districts. MGT has not conducted an independent analysis of the potential for outsourcing these functions and so cannot determine whether the district could expect to save funds from outsourcing any of the activities. However, because the district has not explored this potential either, it cannot know definitively whether it is in fact currently getting the best value for its dollar in each of these areas.

The District Joins with Other Agencies to Save Funds

The district has formed partnerships with a variety of outside government agencies to perform functions at cost savings. Most recently, the district authorized the Superintendent and the Insurance Advisory Committee to proceed with a joint bid for health insurance with Brevard County, with an effective date of January 1, 2000. The district hopes that this joint bid will improve service delivery of insurance benefits to its employees and be more cost effective than the current plan.

Other areas in which the district has sought agreements with other public agencies include:

- The Facilities Department has discussed with Brevard County, the City of Titusville, City of Cocoa, and the City of Melbourne the potential for joint inspection of back-flow prevention valves.
- Some of the high schools that are lacking in athletic fields have agreements with local agencies to use available municipal fields.
- The district has an agreement with the county for joint use of the district's swimming pools and for sharing the costs of pool maintenance and capital improvements. These costs are divided equally between the district and the county.

Recommendation

- *The district should develop a plan to systematically analyze major functions for potential outsourcing, particularly the areas of printing, microfilming, and transportation. Although the district may ultimately decide not to outsource any of these areas, it will at least know the potential savings from outsourcing, if any. The district may well find that these operations are functioning at a very cost-effective level.*

4

Performance Accountability System

The Brevard County School District needs to substantially revise its current performance accountability system to ensure that its major programs are meeting performance and cost efficiency expectations.

Conclusion

In general, none of the district's major educational and operational programs have established clear goals, measurable objectives, performance and cost efficiency benchmarks, or regular evaluations. However, the district is generally ensuring that individual schools effectively translate their identified needs into activities with measurable objectives in their school improvement plans.

Overall, MGT found that:

- The district generally does not have clearly stated goals and measurable objectives for its major education and operational programs. (page 4-7)
- The district generally does not use appropriate performance and cost efficiency measures to evaluate its major educational and operational programs, nor does it use these evaluations in management decision making. (page 4-19)
- The district has not set performance and cost efficiency benchmarks for its major educational and operational programs that include appropriate standards from comparable school districts, government agencies, and private industry. (page 4-29)
- The district does not regularly evaluate the performance or cost of its major educational and operational programs, although it has analyzed the potential cost savings for alternatives such as outside contracting and privatization. (page 4-33)
- District management does not regularly review and use evaluation results to improve the performance and cost efficiency of its major educational and operational programs. (page 4-39)
- The district does not report on the performance and cost efficiency of its major educational and operational programs to ensure accountability to parents and other taxpayers. (page 4-41)
- The district ensures that school improvement plans effectively translate identified needs into activities with measurable objectives. (page 4-45)
- The district has not established nor implemented strategies to continually assess the reliability of its data. (page 4-51)

Fiscal Impact of Recommendations

The fiscal impact to implement the recommendations in this chapter is \$138,000 annually. All of this fiscal impact stems from MGT's recommendation that the district hire two additional evaluators for the Office of Accountability, Testing, and Evaluation.

Background

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

Chapter 3.0 of this report focuses on accountability at the district-level -- whether the district has a strategic plan, multi-year goals, and a process to measure achievement of those goals. This chapter focuses more closely on programmatic goals and accountability. An effectively administered school district has a central office that provides leadership and accountability through a lean, responsive organizational structure that maximizes the allocation of funds to both instructional and operational programs. This requires the central office to provide district-level direction by establishing goals, objectives, and measures not only at a broad, strategic level but also for each major district program.

Ideally, programmatic goals are part of a system of program-level accountability. Effective accountability at this level allows a school district to understand how well each program is performing, to compare the performance of the programs, and to develop plans to improve program efficiency and effectiveness. A solid performance accountability system includes:

- clearly stated goals and measurable objectives;
- appropriate performance and cost efficiency measures;
- performance and cost efficiency benchmarks, including appropriate standards from comparable school districts, government agencies, and private industry;
- evaluation of performance and cost efficiency, including the potential of cost-saving alternatives;
- public reporting of performance and cost efficiency information to system stakeholders; and
- a method to provide and use accurate data.

In a highly functioning organization, each separate program, or function, will develop specific goals and objectives. These programmatic goals will feed into the organization's goals. Each program will further identify activities required to meet its objectives, which, in turn, will lead to accomplishment of goals.

Exhibit 4-1 shows some of the recent notable accomplishments of the district in this area.

Exhibit 4-1

The District Has Had Several Notable Accomplishments in Performance Accountability in the Past Two Years

- All 98-99 School Improvement Plans were accepted by the School Board upon initial review.
- The district has implemented the *School Accountability Plan*, which assesses the performance of each school on a number of criteria.
- The district has no schools that have received an “F” from the Florida Department of Education *School Accountability Report* (see Exhibit 4-5).

Source: Brevard County School District and Florida Department of Education.

Exhibit 4-2 shows the major functional programs of a school district, as adopted by the Florida Commissioner of Education in the Best Financial Management Practices reviews. These programs are either educational or operational in nature. This chapter addresses performance accountability best practices as they apply to all of these programs.

Exhibit 4-2

There are 12 Major Programmatic Areas in a School District

Major Educational Programs	Major Operational Programs
<ul style="list-style-type: none"> • Basic Education (K-3, 4-8, 9-12) • Exceptional Student Education (Support Levels 1-5) • Vocational • At-Risk (Dropout Prevention, Educational Alternatives, English for Speakers of Other Languages) 	<ul style="list-style-type: none"> • Facilities Construction and Facilities Maintenance • Personnel • Asset and Risk Management • Financial Management • Purchasing • Transportation • Food Services • Safety and Security

Source: Adopted by the Florida Commissioner of Education, Best Financial Management Practices.

State Has Education Accountability Mechanisms

The State of Florida established School Improvement Plans (SIPs) in 1991 as part of an effort to ensure greater local level accountability. The initiative was designed to allow schools greater control over their individual learning environments and activities so that they could better plan to meet their specific needs. The Legislature established the State Education Goals (shown in Exhibit 4-3) as a framework for school improvement at the individual school level. Accountability of school effectiveness is analyzed separately as one of the best practices in this chapter.

Exhibit 4-3

There are Eight State Education Goals

Readiness to Start School -- Communities and schools collaborate to prepare children and families for children's success in school.

Graduation Rate and Readiness for Postsecondary Education and Employment -- Students graduate and are prepared to enter the workforce and postsecondary education.

Student Performance -- Students successfully compete at the highest levels nationally and internationally and are prepared to make well-reasoned, thoughtful, and healthy lifelong decisions.

Learning Environment -- School boards provide a learning environment conducive to teaching and learning.

School Safety and Environment -- Communities provide an environment that is drug-free and protects students' health, safety, and civil rights.

Teachers and Staff -- The schools, district, all postsecondary institutions, and state ensure professional teachers and staff.

Adult Literacy -- Adult Floridians are literate and have the knowledge and skills needed to compete in a global economy and exercise the rights and responsibilities of citizenship.

Parental Involvement -- Communities, school boards, and schools provide opportunities for involving parents and guardians as active partners in achieving school improvement and education accountability.

Source: Section 229.591, Florida Statutes.

In June 1999, the Florida Department of Education (DOE) established criteria for identifying schools with similar performance characteristics through the use of letter grades, based primarily on Florida Comprehensive Assessment Test (FCAT) reading and writing scores and Florida Writes! writing scores. The statewide annual *School Accountability Report*, published by DOE, grades each school in Florida in this manner:

- “F” – current year reading, writing, and math data are below minimum criteria;
- “D” – current year reading or writing or math data are below minimum criteria;
- “C” – current year reading, writing, and math data are at or above minimum criteria;
- “B” – current year reading, writing, and math data are at or above higher performing criteria and no subgroup¹ data are below minimum criteria and at least 90 percent of standard curriculum students² were tested; and
- “A” -- meet all grade “B” criteria and the percent of students absent more than 20 days, percent suspended and dropout rate (high schools) are below state averages and there is substantial improvement³ in reading and there is no substantial decline⁴ in writing and math and at least 95 percent of the standard curriculum students were tested.

¹ Current subgroups include disadvantaged, Black, White, Hispanic, Asian, and American Indian students.

² Standard curriculum students include language impaired, speech impaired, gifted, hospital homebound, and limited English proficiency student who have been in an ESOL (English for Speakers of Other Languages) program more than two years.

³ “Substantial improvement” in reading means more than two percentage points increase in students scoring in FACT levels 3 and above. If the school has 75 percent or more students scoring at or above FCAT achievement level 3 and not more than two percentage points decrease from the previous year, then substantial improvement is waived.

⁴ “Substantial decline” means five or more percentage points decline in the percent of students scoring FCAT achievement level 3 and above in math or five or more percentage points decline in the percent of students scoring 3 and above on Florida Writes!

Both minimum and higher performing criteria are defined in Exhibit 4-4.

Exhibit 4-4

DOE Has Established Minimum and Higher Performing Criteria for Schools

	Minimum Criteria			High Performing Criteria		
	FCAT Reading	FCAT Math	Florida Writes!	FCAT Reading	FCAT Math	Florida Writes!
Elementary	60% score level 2 & above	60% score level 2 & above	50% score level 3 & above	50% score level 3 & above	50% score level 3 & above	67% score level 3 & above
Middle	60% score level 2 & above	60% score level 2 & above	67% score level 3 & above	50% score level 3 & above	50% score level 3 & above	75% score level 3 & above
High	60% score level 2 & above	60% score level 2 & above	75% score level 3 & above	50% score level 3 & above	50% score level 3 & above	80% score level 3 & above

Source: Florida Department of Education.

As Exhibit 4-5 shows, none of the Brevard schools received an “F” and only seven received a “D.” In comparison to its peers, Brevard had the lowest percentage of schools that received a grade of “C” or lower.

Exhibit 4-5

Few of the Brevard County School Districts Have Students Performing Below State Minimum Standards (as of June 24, 1999)

Grade	Brevard	Lee	Orange	Polk	Seminole	Volusia
A	10	9	10	8	0	5
B	21	5	14	9	15	10
C	41	34	62	49	23	36
D	7	8	44	30	6	9
F	0	1	6	3	0	2
Total Schools in District	97	67	138	108	51	66
Percentage of Schools with a grade of “C” or below ⁵	49%	64%	81%	76%	57%	71%

Source: Florida Department of Education.

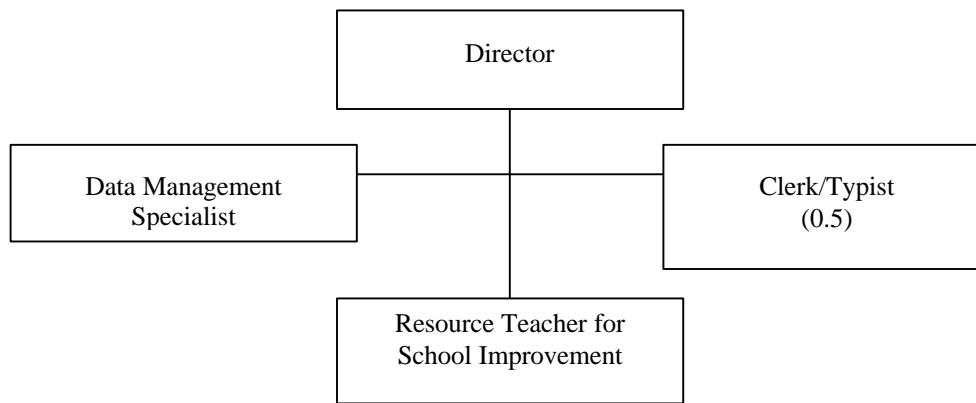
⁵ As of the date of the data, scores for all schools in all districts had not yet been made available.

The District Has Local Accountability Mechanisms

In Brevard, there are several mechanisms by which both programs and individual schools can be held accountable. The primary mechanism is through the Office of Accountability, Testing, and Evaluation. The organization and staffing of this office is shown in Exhibit 4-6. The Director of the office reports to the Deputy Superintendent. This office currently focuses on evaluations of educational programs in the district, including coordination assistance to all of the School Advisory Councils that must develop the School Improvement Plans. Because the office is small, many evaluations of educational programs are contracted out to private consulting firms.

Exhibit 4-6

The Office of Accountability, Testing, and Evaluation



Source: Brevard County School District.

The district is developing an internal audit function, as outlined in Chapter 12.0 (page 12-6) of this report. Currently, the district has a limited internal audit function. Once the planned outsourcing of the internal audit function is implemented, the district will have an outside firm contracted to provide internal audits. The main function of these auditors will be to provide the board with assurances that the internal control processes of the district's programs are adequately designed and functioning effectively. The internal auditors will also be able to provide the board with programmatic performance and evaluation information. However, the district is largely without this ability now, except through the limited staffing of the Office of Accountability, Testing, and Evaluation. The lack of an internal audit staff reduces the ability of the district to conduct programmatic evaluation.

In addition to assessments by the Office of Accountability and eventually the outsourced internal auditors, some departments in the district conduct their own assessments, gathering cost and performance data for internal comparisons. This is done to various depths in some of the educational and operational programs.

Two final accountability systems are in place in Brevard, both for individual schools. The first is the aforementioned SIP process. The second is the *School Accountability Plan*. This was developed by the district and annually scores individual schools on areas ranging from food services to campus cleanliness. School administrators are held accountable through this process, as their evaluations reflect scores earned on the *School Accountability Plan*. School Advisory Councils use the *School Accountability Plan* as one component in their needs assessment as they compose SIPs.

Overview of the District's Management Information System

District Leaders –School Administrators, District Staff, Department Heads, the Superintendent, and the School Board – must have ready access to information in order to assess district performance and make critical decisions. In this age of technology, the data district leaders need are usually housed in the district's centralized and computerized information system.

The Brevard County School District has organized its management information systems (MIS) under a Chief Information Officer/ Director of MIS who reports to the Superintendent. Reporting to the Director are personnel organized into five functional areas: student support services; business and human resources support services; data processing operations services; networks and technical support services; and intranet/internet services.

The MIS office is responsible for both instructional and administrative technology, although it is currently focused more heavily on administrative technology. In order to accommodate the volume of data a school system as large as Brevard requires, the district switched from an older mainframe system to the IBM AS/400 hardware platform two years ago. Since then, the district has implemented two new software applications, CIMS and TERMS, to handle its data needs. CIMS, or Comprehensive Information Management System, was purchased two years ago to handle much of the district's administrative data management needs, including accounting, warehouse operations, fixed assets, payroll, and human resources. TERMS, or Total Education Record Management System, was purchased last year to manage school-based information, including student and teacher schedules, grades, and other student data. The MIS office maintains both programs on the AS/400. During installation, the MIS office provided training on both software packages. Now, the office provides end user support, necessary custom programming, program maintenance, and system support.

Are the Best Practices for Performance Accountability System Services Being Observed?

Goal: The district is accountable to parents and other taxpayers for its performance and efficiency and effectiveness in providing services.

1 The district does not have clearly stated goals and measurable objectives for its major educational and operational programs.

While the 12 major educational and operational programs can identify numerous objectives and activities they hope to accomplish, they largely do not have clearly stated goals or measurable objectives. Because they lack goals and objectives, the district is unable to measure progress toward meeting programmatic goals and therefore cannot adequately assess program performance.

Goals and objectives form the basis for effective program management. Without goals, a program can drift into status quo management, never seeking to improve, only continuing to perform in the same manner, with the same results, day after day. Goals provide the impetus for programs to improve.

Goals should be broad and should reflect the purpose of the program. Effective goals and objectives allow staff to prioritize daily activities, assess midstream whether a program is performing as expected, and determine when it is necessary to change activities to better meet objectives. Effective goals and objectives should:

- support the continuous improvement of program performance;
- support the creation of work processes that are efficient and effective; and
- communicate values, directions, and expectations.

Assessment of goal and objective achievement is a critical tool for a program leader. Without it, program evaluation is nearly impossible and a leader cannot determine the best resource allocation. A review of program performance should form the foundation for resource allocation -- without goals and objectives against which to measure that performance, a leader must make financial decisions without the necessary data. Exhibit 4-7 shows the essential elements of effective program goals and objectives.

Exhibit 4-7

There are Several Elements of Program Goals and Objectives

A ***program goal*** is a long-range end towards which a program directs its efforts and should:

- relate to the district's mission, values, goals, priorities, and expectations;
- support State Education Goals;
- reflect the intent of the program; and
- incorporate state and federal program requirements.

A ***program objective*** is an action statement that defines how program goals will be achieved and should be either short-term (two to three years) or mid-term (four to five years). It should:

- support the program's goals;
- address major aspects of the program's purpose and expenditures;
- be specific;
- be easily understood;
- be challenging but achievable;
- be measurable and quantifiable;
- identify data needed to assess whether progress toward an objective is being made; and
- indicate the performance outcome (result) or improvement target desired. For academic programs, objectives should be stated in terms of student outcomes (that is, the effect the program will have on participating students if the program is successful). For operational programs, objectives should be stated in terms of the quality and cost of service provided.

Source: Manatee Best Financial Management Practices Report, OPPAGA.

The District Lacks an Accountability Framework

The district lacks an accountability framework – a standardized format that each major educational and operational program can follow to develop appropriate goals and objectives. The Office of Accountability, Testing, and Evaluation provides assistance to educational and operational programs only as requested. It also assists in the annual assessments of schools through the *School Accountability Plan*. However, it has not developed any general guidelines that a program leader could follow in the development of goals and

objectives and measurement of progress. Such a framework would include detailed instructions that would assist leaders in the creation of realistic goals and objectives and effective program evaluation.

Programs Vary in Development of Goals and Objectives

Each of the 12 program areas in Brevard vary greatly in the extent to which they have developed overall goals and objectives -- some have none, others have a few, still others have highly developed coherent plans. The district's *Strategic Plan*, as reviewed in Chapter 3.0, is largely lacking in districtwide goals. The *Strategic Plan* contains some objectives that apply to some of the program areas, but these are not part of a cohesive whole. Exhibit 4-8 shows the *Strategic Plan* objectives that apply to the 12 program areas. As the exhibit shows, some of the program areas do not have any objectives within the *Strategic Plan*.

Exhibit 4-8

Strategic Plan Objectives are Not Part of Any Overall Program Goals⁶

Program Area	Strategic Plan Objectives for this Area
Basic Education	<ul style="list-style-type: none"> • Evaluate the effectiveness of the optional 7th period in grades 9-12. • Complete the data collection necessary to evaluate the pilot block schedule program. • Implement the Harcourt Math Program in grades K-6.
Exceptional Student Education	None
Vocational	<ul style="list-style-type: none"> • Improve the applied technology facilities by upgrading/renovating.
At-Risk	None
Facilities Construction and Facilities Maintenance	<ul style="list-style-type: none"> • Develop standard design criteria for selected building systems that could reduce design, operating, and maintenance costs. • Qualify for three-school infrastructure thrift program awards for schools that will be completed/occupied in FY 98-99. • Plan and implement a districtwide deferred maintenance program.
Personnel	<ul style="list-style-type: none"> • Implement the district's newly defined leadership performance appraisal system. • Implement the CIMS employee benefit computer software.
Asset and Risk Management	None
Financial Management	<ul style="list-style-type: none"> • Develop funding options to support the five-year capital improvement plan.
Purchasing	None
Transportation	<ul style="list-style-type: none"> • Implement the district's automated bus routing system.
Food Services	None
Safety and Security	<ul style="list-style-type: none"> • Create a five-year safety and security plan of needs for all school sites. • Develop and implement an awareness campaign for school staff with regard to specific strategies for responding to and preventing campus shootings.

Source: Brevard County School District, *Strategic Plan*.

⁶ The *Strategic Plan* includes 61 objectives. This table does not show all objectives relevant to each program area, only a representative sample.

Educational Programs Need to Develop or Improve Goals and Objectives

Within each educational program area, program leaders have developed some goals, as outlined in Exhibit 4-8. However, three programs have not developed any goals. Of those that have developed goals, many are not goals but rather short-term objectives. Moreover, some of the programs have not updated their goals in more than a year. Only the programs in Basic Education could demonstrate that their goals were aligned with Sunshine Standards. More information regarding the processes the offices of elementary and secondary programs follow to align their goals to state standards is provided in Chapter 13.0 of this report (page 13-40).

While educational programs follow a goal planning process, they were not directed to do so by the district. Some department heads pull together their key staff each year, sometimes for a retreat day outside the office, to brainstorm new objectives for the coming school year. However, because the departments are not mandated to develop goals that relate to the district's mission, support State Education Goals, reflect the intent of the program, or incorporate state or federal requirements, the results have been less than optimal.

As Exhibit 4-9 shows, most of the educational programs have failed to develop goals that reflect the intent of their program. Because they have failed to develop sufficient goals, they have been unable to:

- develop program objectives that are consistent with their goals;
- develop program objectives that address the major aspects of the program's purpose and expenditures; nor
- demonstrate they are measuring progress toward meeting program goals.

Exhibit 4-9

Educational Programs Have Limited Goals

Program Area	Program Level Goals	Relates to district's mission, values, goals...⁷	Support State Education Goals	Reflect the intent of the program	Incorporate state and federal program requirements
Basic Education	Office of Elementary Programs	No	Yes	Yes	Yes
	<ul style="list-style-type: none"> Goals developed for all content area programs. 				
	Office of Secondary Programs	NA	NA	NA	NA
	<ul style="list-style-type: none"> No developed goals for content area programs. 				
Exceptional Student Education	<p>The priorities for the ESE program are:⁸</p> <ul style="list-style-type: none"> Develop and publish a document detailing policies and procedures for assessing the academic progress of specific learning disabled students. Conduct a pilot study to field test the feasibility of school-based determinations of initial eligibility for gifted and reevaluation of exceptional students. Develop revised procedures for the hospital/homebound programs. Develop and implement an individual staff development plan for schools serving exceptional students. Increase the capacity of the Future Problem Solving and Odyssey of the Mind programs. Expand pre-school programs for children with disabilities. Develop an initial day program option for severely emotionally disabled students. Develop and initiate implementation of an alternate employment broad curriculum for selected exceptional students. Participate in development of a schoolwide accountability project at Enterprise Elementary School as an extension of Michigan State University. Continue to provide support to the two statewide ESE alternative funding matrix pilot schools. 	No	Yes (although not visibly linked in district documentation)	To a limited extent	To a limited extent

⁷ Because the district has failed to establish true goals, as demonstrated in Chapter 3.0 of this report, it is impossible for these educational programs to develop goals that "relate to the district's mission, values, goals, priorities, and expectations."

⁸ 1995-96 goals only; program has not updated goals for the 1998-99 year.

Exhibit 4-9 (Continued)

Educational Programs Have Limited Goals

Program Area	Program Level Goals	Relates to district's mission, values, goals... ⁹	Support State Education Goals	Reflect the intent of the program	Incorporate state and federal program requirements
Vocational	<p>The Office of Applied Technology</p> <ul style="list-style-type: none"> • Improve awareness and promote visibility of applied technology programs and opportunities to target groups. • Improve technical facilities through construction renovation, and lab enhancements. • Promote and expand accelerated technical programs. • Promote student acquisition of scholarships and competitive awards. • Provide staff development opportunities for technical updating. • Obtain additional funding to enhance applied technology programs and services. • Engage business partners to support programs and provide services to students and staff. • Develop and enhance curriculum. • Enhance evaluation of activities to applied technology programs and services. 	No	Yes	Yes	Yes
	<p>The Office of Adult/Community Education</p> <ul style="list-style-type: none"> • Enable the adults to acquire the basic educational skills for literate functioning. • Provide adults with sufficient basic education to enable them to benefit from job training. • Enable adults to continue their education to at least the level of completion of secondary school. 	No	Yes	Yes	Yes

⁹ Because the district has failed to establish true goals, as demonstrated in Chapter 3.0 of this report, it is impossible for these educational programs to develop goals that "relate to the district's mission, values, goals, priorities, and expectations."

Exhibit 4-9 (Continued)

Educational Programs Have Limited Goals

Program Area	Program Level Goals	Relates to district's mission, values, goals... ¹⁰	Support State Education Goals	Reflect the intent of the program	Incorporate state and federal program requirements
At-Risk	<p>Title I</p> <ul style="list-style-type: none"> • None developed -- schools can develop their own Title I plan that includes goals. <p>ESOL goals are:¹¹</p> <ul style="list-style-type: none"> – Schools provide understandable instruction. – Teachers are qualified to teach English for speakers of other languages. – Students have access to the total curriculum and all school services. – Teachers promote cross-cultural understanding. – School information is available in a language understandable to the parents. – Students in the ESOL program receive help in basic subject areas in their native language. <p>Dropout Prevention</p> <ul style="list-style-type: none"> • No goals or measurable objectives identified for the program. 	NA	NA	NA	Na
		No	No	Yes	Yes
		NA	NA	NA	NA

Source: Brevard County School District.

¹⁰ Because the district has failed to establish true goals, as demonstrated in Chapter 3.0 of this report, it is impossible for these educational programs to develop goals that "relate to the district's mission, values, goals, priorities, and expectations."

¹¹ 1997-98 goals only; program has not updated goals for the 1998-99 year.

Most Operational Programs Have Not Developed Goals and Objectives

Within each operational program area, program leaders have largely not developed program level goals, although some of these areas do have pertinent objectives in the district *Strategic Plan*, as noted previously. Exhibit 4-10 outlines existing program-level goals. As the exhibit shows, all but two of the operational programs have failed to develop goals that reflect the intent of the program. The two exceptions are the Food Service and Facilities Maintenance programs.

The Food Service program has developed specific goals that partially reflect the intent of the program – to economically provide nutritious food to students. The Facilities Maintenance program has also established four goals that tie to the intent of the program. The other major operational program areas have been unable to fully:

- develop program objectives that are consistent with their goals;
- develop program objectives that address the major aspects of the program's purpose and expenditures; nor
- demonstrate they are measuring progress toward meeting program goals.

Exhibit 4-10

Operational Programs are Largely Without Goals

Program Area	Program Level Goals	Relates to district's mission, values, goals... ¹²	Support State Education Goals	Reflect the intent (purpose) of the program	Incorporate state and federal program requirements
Facilities Construction and Facilities Maintenance	<ul style="list-style-type: none"> Define capital renewal and replacement projects and priorities in order to reduce and eventually eliminate our deferred maintenance conditions. Develop cost estimates to correct deficiencies identified. Eliminate potential hazardous situations to persons and property. Gather systems and equipment data to enable improvements to current maintenance processes. 	No	No	Yes	Yes
Personnel	No goals or measurable objectives identified for the program.				
Asset and Risk Management	No goals or measurable objectives identified for the program.				
Financial Management	No goals or measurable objectives identified for the program.				
Purchasing	No goals or measurable objectives identified for the program.				
Transportation	No goals or measurable objectives identified for the program.				
Food Services	<ul style="list-style-type: none"> Complete integration of all the department's software packages. Implementation of the department's five-year facilities plan, which will result in needed renovations in district cafeterias, including installation of air conditioning in 40 cafeterias. Implementation of a school-to-work program. Implementation of a polystyrene recycling program. 	No	No	To a limited extent	To a limited extent
Safety and Security	No goals or measurable objectives identified for the program.				

Source: Brevard County School District.

¹² Because the district has failed to establish true goals, as demonstrated in Chapter 3.0 of this report, it is impossible for these educational programs to develop goals that "relate to the district's mission, values, goals, priorities, and expectations."

Some *Strategic Plan* Objectives Reflect Purposes of Programs

As noted in Chapter 3.0 (page 3-24), the district has developed a five-year *Strategic Plan* that includes 61 objectives for the 1998-99 school year. Some of these objectives relate to the district’s major educational or operational programs. MGT found that the objectives generally addressed major aspects of the program’s purpose, but not expenditures. Because most programs do not have goals, it is not possible to determine whether the *Strategic Plan* objectives are consistent with program goals. As Exhibit 4-11 shows, of the 35 objectives in the *Strategic Plan* related to one of the major educational or operational programs, 30 clearly addressed major aspects of the programs’ purposes. Of these 30, only three addressed major aspects of program expenditures. These were:

- **Facilities Projects** -- develop standard design criteria for selected building systems that could reduce design, operating, and maintenance costs.
- **Surplus Real Property** -- dispose of districtwide surplus real property in order to enhance facility improvement budgets.
- **Capital Funding** -- develop funding options to support the five-year capital improvement plan.

It is the district’s expectation that each of the *Strategic Plan* objectives will be completed within the school year. However, as the exhibit shows, not all are expressed in measurable terms, as they should be. Of the 35 objectives related to major educational or operational programs, only 26 are expressed in measurable terms. Of these 26, many are marginally measurable. For example, an objective to “develop a long-range plan relative to athletic facilities and gender equity” is measurable in that the presence of a plan will meet the objective. However, the objective could be improved by stating “develop a five-year plan relative to athletic facilities and gender equity that will ensure equal access to all facilities, provide alternative facilities for schools without sufficient facilities, address the need for female shower facilities in several high schools.” By not expressing each objective in a measurable way, it is difficult to determine whether an objective has actually been met.

Exhibit 4-11

Strategic Plan Objectives Generally Address Operational Program Purposes

Program Area	# of Objectives Identified in Strategic Plan	# That Clearly Relate to Purpose of Program	# That Are Expressed in Measurable Terms
Facilities Construction and Facilities Maintenance	17	15	16
Personnel	9	8	5
Asset and Risk Management	0	0	0
Financial Management	2	1	2
Purchasing	0	0	0
Transportation	1	1	0
Food Services	0	0	0
Safety and Security	6	5	3

Source: Brevard County School District, *Strategic Plan*, and MGT analysis.

Recommendations

- *The district should develop a standardized accountability framework. This framework should be developed by the Office of Accountability, Testing, and Evaluation and should provide the materials programs need to develop their own goals and objectives. It should define goals, objectives, and performance measures. It should guide the development of programmatic evaluation plans. It should also provide examples of good goals, objectives, performance measures, and implementation strategies.*
- *The district should require major programs to develop clearly stated goals and measurable objectives that are consistent with the district-level goals recommended in Chapter 3.0. These goals and objectives should reflect the purpose of the program. Objectives should be consistent goals and should address major aspects of the program’s purpose and expenditures.*
- *Action Plan 4-1 shows the steps needed to implement these recommendations.*

Action Plan 4-1

Develop Goals and Objectives for Major Programs

Recommendation 1	
Strategy	Develop an accountability framework for each program.
Action Needed	<p>Step 1: Develop an accountability handbook that includes:</p> <ul style="list-style-type: none"> • the basic concepts of program accountability including goals, outcome-based objectives, performance measures, and evaluation plan development; and • the district budget process including district budget priorities and the connection between program goals and objectives and the allocation of program resources. <p>Step 2: Provide document to appropriate staff to enable them to develop accountability systems for their programs.</p>
	<p>Step 3: Develop an accountability framework for each program to guide staff through the development of the district's program-level accountability system. The framework should include:</p> <ul style="list-style-type: none"> • program name; • program purpose; • unit administering the program; • person responsible for ensuring that the framework is completed and updated regularly; • program goals; • program objectives; • performance measures by program objective, including a short explanation of how each relates to the program objective;

	<ul style="list-style-type: none"> • implementation strategies for each objective, including who is responsible, time frame for completion, and any fiscal impact; • person responsible for implementing framework, monitoring progress, and reporting results; and • evaluation plan.
Who Is Responsible	The Office of Accountability, Testing, and Evaluation, under the direction of the Executive Leadership Team.
Time Frame	October 1999
Fiscal Impact	None

Recommendation 2

Strategy	Develop program level goals and objectives.
Action Needed	<p>Step 1: Identify the purpose of each major program (from federal or state law, grant specifications, etc.) and the primary services provided by the district.</p> <p>Step 2: Review School Improvement Plans and the <i>School Accountability Plan</i> to identify school-based needs as they relate to specific programs. Use this information to develop, refine, and align program-level goals and objectives to support school needs and improvement initiatives.</p> <p>Step 3: Identify district priorities, the strategic plan, existing goals and objectives, and major activities/initiatives that relate to each program.</p> <p>Step 4: Use district-developed Accountability Handbook to develop broad goal statements that describe the primary outcomes (such as high student performance, efficient transportation services, etc.) the district expects each program to achieve.</p> <p>Step 5: Develop short-term and mid-term objectives for each program goal. Objectives should be based on the specific, measurable outcomes the district would like the program to achieve. Each objective should relate to the program's goals, the program's intent and resources, children served, school needs, districtwide goals, and the district's expectations for the program.</p> <p>Step 6: Identify major initiatives and key strategies that the district will implement to achieve each program objective. Use these strategies to set priorities for staff members' daily work.</p> <p>Step 7: Review and update goals and objectives annually based on legislative changes, changes in district goals, student needs, program resources, needs identified in school improvement plans, and program evaluation results.</p> <p>Step 8: At the cabinet level, review program-level goals and objectives of each major program to ensure they:</p> <ul style="list-style-type: none"> • meet district expectations; and • clearly and logically relate to the district's vision and mission statements and goals and objectives developed at various other district administrative levels such as those in the strategic plan and those developed as part of the budget process.

	<p>Step 9: Develop a districtwide format for measuring progress toward meeting goals and objectives. As noted in Chapter 3.0, the district already has in place a process for measuring progress on meeting <i>Strategic Plan</i> objectives. This process could be used with minimal modifications for program-level goals and objectives.</p> <p>Step 10: As with the previous <i>Strategic Plan</i> objectives, the district should annually present the results of program-level goals and objectives to the board.</p>
Who Is Responsible	Appropriate program leaders with assistance from The Office of Accountability, Testing, and Evaluation. The Superintendent's Cabinet will be responsible for reviewing goals and objectives.
Time Frame	November 1999
Fiscal Impact	This can be implemented with existing resources.

2 The district does not use performance or cost efficiency measures to evaluate its major educational and operational programs, nor does it use them in management decision making.

The district has not established performance and cost efficiency measures for most of its operational programs and only to a limited extent for its educational programs. Without these measures, it is difficult for administrators to assess program performance and make informed decisions regarding resource allocation. However, the district has developed a school level accountability plan. This plan includes components of both operational and educational performance measures, so limited operational and educational assessment occurs at the school level.

Built upon a foundation of goals and objectives, performance and cost efficiency measurement is the method by which program leaders, the school board, and the public can determine the success of a district's major educational and operational programs. Performance measures provide stakeholders with information on program quality and performance – enabling them to assess whether goals and objectives have been achieved. Cost efficiency measures provide stakeholders with information on program efficiency – enabling them to assess whether goals and objectives have been achieved in the most frugal way feasible.

Without a comprehensive set of performance and cost efficiency measures for each major program, the district cannot answer such questions as:

- Should the district increase or decrease funds to a program?
- Are district services being provided in the most cost-efficient manner?
- How could the district save money?
- What programs should be eliminated because of poor performance?
- Should the district implement a new program?
- Should the district outsource the services provided by the program?

Exhibit 4-12 outlines the essential elements of program performance and cost efficiency measures.

Exhibit 4-12

There are Several Elements of Program Performance and Cost Efficiency Measures

Performance and cost efficiency measures are data collected to indicate progress toward program goals and objectives and should be:

- logically related to the program's primary purpose, goals, and objectives;
- comprehensive and easy to understand;
- able to be tracked over a long period of time;
- show a clear relationship to intended outcomes;
- related to the district's primary mission, goals, and objectives as stated in its strategic plan;
- able to assess whether the program is achieving its fundamental goals and objectives;
- used to evaluate program performance; and
- able to link program performance to program costs so they are useful for budgetary decisions.

Source: OPPAGA.

**Educational Program Performance Measurement is Limited;
Cost Efficiency Measurement is Nonexistent**

The four educational programs vary greatly in their collection of performance measurement information, as Exhibit 4-13 shows. Of those programs that have established performance measures, they are generally not cumbersome to use, expensive to implement, or difficult for the public to understand.

Exhibit 4-13

Educational Programs Have Limited Performance Measures

Program Area	Performance and Cost Efficiency Measures Tracked	Easy to Use	Inexpensive to Measure	Easy to Understand	Collectively Assess All Aspects of Program
Basic Education	Test scores, course enrollments	Yes	Yes	Yes	No (does not consider cost efficiency measures such as cost per student per program)
Exceptional Student Education	Test scores	Yes	Yes	Yes	No (does not consider cost efficiency measures such as cost per student per program)
Vocational	Course enrollments, Vocational Gold Seal Awards	Yes	Yes	Yes	No (does not consider cost efficiency measures, such as cost per student per program)
At-Risk	Attendance, suspensions, referrals, expulsions, dropouts, program completers	Yes	Yes	Yes	No (does not consider cost efficiency measures, such as cost per student for alternative programs)

Source: Brevard County School District.

The district uses several performance measures for its basic educational programs. The district's basic educational programs rely heavily on the measurement of standardized test scores to assess performance. For basic education programs, staff in the central office regularly reviews test scores aggregated at grade level for deficiencies. This includes longitudinal analyses. The review includes scores from the FCAT, Florida Writes!, TerraNova, SAT, ACT, HSCT, and Advanced Placement tests. The analysis is shared with area superintendents, principals, and school advisory councils. All groups study the data to identify mastery of student outcomes and to determine student and teacher needs. Based on the results, district staff revises curriculum in deficient areas. This process clearly ties student performance to district educational programs.

School advisory councils (SACs) are also provided with test results from the previous year, aggregated by grade level for their school. The SACs review the data and focus their annual school improvement plans on deficient areas.

For exceptional student education programs, district staff collects performance data in the form of pre- and post-test scores on the Mini-Battery Achievement Test.

Because vocational programs are not required of students, course enrollment is one measure of program performance -- if the program was not perceived by students to be worthwhile, enrollment would suffer. District staff also collects data on the number of students who earn the Vocational Gold Seal Award each year. However, for vocational programs other performance measures are generally difficult to obtain -- there are few, if any, pre-/post-tests developed for the myriad skills sets taught by the numerous vocational programs. Moreover, "success" is hard to define in terms of job placement -- many vocational students go on to further educational programs after high school, not straight into the work force. The district does conduct follow-up studies of vocational graduates and seeks to identify graduate placement through the Florida Education and Training Placement Information Program (FETPIP). This provides the district with information on the vocational program's success via number of graduates employed, in higher or continued education programs, in the military and so on.

The at-risk programs collect some performance measures: attendance rates, numbers of out-of-school suspensions, in-school suspension, referrals to the dropout program, expulsions, referrals to court authorities, total dropouts. The at-risk program measures program success by tracking the number of students that teachers identify as "completing" the dropout prevention program. However, the district has insufficiently defined program completion and teachers are reporting inconsistently.

Of the performance data collected for the four major educational programs, they are generally easy to use, inexpensive to implement, and easy to understand. However, the measurements collected fall short of providing a comprehensive picture of the entire program. None of the four programs collect any cost efficiency measures, such as cost per student per type of program. The district does not currently monitor any cost-efficiency measures for these programs. Cost efficiency measures provide information on successful programs and assist in budgetary decision-making.

Operational Program Performance and Cost Efficiency Measurement is Limited

Other than the Food Service program (and to some extent the Facilities Maintenance program), the operational programs have not developed formal performance or cost efficiency measures. As evidenced through interviews and district memoranda, many departments informally collect measurement data to assess programs. Exhibit 4-14 shows the performance and cost efficiency measures currently collected by the district's operational programs. Other than facilities maintenance and food services, the operational programs do not regularly collect performance and cost efficiency data with the intent of improving operations. The Transportation Department collects data, but does so informally and does not regularly use this information to make operational improvements. The Personnel Department collects staffing and salary information more to defend budget requests than to determine organizational or operational improvements.

Exhibit 4-14

Operational Programs Have Limited Performance and Cost Efficiency Measures

Program Area	Performance and Cost Efficiency Measures Tracked	Easy to Use	Inexpensive to Measure	Easy to Understand	Collectively Assess All Aspects of Program
Facilities Construction and Facilities Maintenance	<ul style="list-style-type: none"> • maintenance costs per square foot, per student FTE, and as percent of replacement cost • maintenance and operations costs per square foot • custodial cost per square foot • building space per custodian FTE 	Yes	Yes	Yes	No (ignores construction performance measures)
Personnel	<ul style="list-style-type: none"> • salary surveys • benefits offered • staffing levels • staffing ratios 	Yes	Yes	Yes	No (ignores measures related to Personnel Department performance, including customer service satisfaction)
Asset and Risk Management	None specified				
Financial Management	None specified				
Purchasing	None specified				
Transportation	<ul style="list-style-type: none"> • Cost per mile • Salaries and benefits as a percentage of operating expenditures • Average salaries • Expenditures per student 	Yes	Yes	Yes	No (does not consider other efficiency measures, such as average occupancy of buses)
Food Services	<ul style="list-style-type: none"> • Revenue per student per day (the "per cap") • Meals per labor hour • The Five-Star evaluation measures performance of cafeterias in the areas of food safety, food quantity and quality, efforts to market/merchandize food products, cleanliness, record-keeping, and fiscal performance. 	Yes	Yes	Yes	No (does not consider meal participation rates)
Safety and Security	Type of incidents by school	Yes	Yes	Yes	No (does not consider cost/benefit of mobile homes on campuses)

Source: Brevard County School District.

Of the data collected, they are generally easy to use, inexpensive to implement, and easy to understand. However, as a whole for each program, the data fall short of providing comprehensive performance measurement. For example, transportation only collects four performance measures. It does not formally collect and assess other performance measures, such as bus driver turnover rate, bus occupancy rate, or number of courtesy riders, that would provide a comprehensive picture of the transportation program.

Without clearly defined goals and measurable objectives, it is impossible for program leaders to know whether the current performance measurements are appropriate or sufficient. Once the district develops goals and objectives for each major operational program, program leaders will be able to ensure that the performance and cost efficiency data collected fully answer the question whether programs are meeting expectations.

Program Performance Measurement Lacks Depth

Although the district's major educational and operational programs have some performance measurement, they generally lack depth. None of the performance measures for major educational and operational programs include linked input, output, and outcome measures.¹³ In addition, only three programs (facilities maintenance, transportation, and food services) link program performance measures to program costs.

School Program Performance is Measured

The district measures school program performance in three ways: through the development and evaluation of School Improvement Plans, through the *School Public Accountability Reports*, and through a district-developed *School Accountability Plan*.

School Advisory Councils, responsible for the development and evaluation of School Improvement Plans, analyze a variety of student and school performance measurements. However, School Advisory Councils do not analyze school performance by major educational and operational programs. Further information on this process is provided later in this chapter, starting on page 4-44.

The *School Public Accountability Reports* are required by Florida law. Published annually by the district, the reports include school-level progress on 16 performance measures related to the state's eight education goals. These performance measures are outlined in Exhibit 4-15. The intent of the report is to provide the public with general information about school performance. As such, it does not provide program-specific information.

¹³ Inputs are measures of the resources a program needs (staff, financial resources, equipment, etc.). Outputs are measures of the products a program produces (number of students served, number of applications processed, number of square footage cleaned, etc.). Outcomes are measures of the extent to which a program is achieving its intended results (percent of students scoring well on a given standardized test, percent increase in students eating lunch, etc.).

Exhibit 4-15

The School Public Accountability Reports Contains Some Educational Program Performance Measures

State Goal	Performance Measures
1. Readiness to Start School	1. The number and percentage of students meeting the state expectations for school readiness as determined by a formal observation of each kindergarten using an instrument that meets guidelines developed by the Florida DOE
2. Graduation Rate and Readiness for Postsecondary Education and Employment	1. The number and percentage of students who graduate from high school. 2. The number and percentage of students 16 years or older who were reported as dropouts at the end of each school year 3. The number and percentage of students who meet the state levels in reading, writing, and mathematics for placement into college-level courses 4. The number and percentage of graduates who are employed, enrolled in postsecondary programs, or enlisted in the military using the most available data
3. Student Performance	1. Student performance results on state-designated external student assessments at various grade levels, including Florida Writes!, the High School Competency Test (HSCT), and locally administered norm-referenced tests at grades 4 and 8
4. Learning Environment	1. Results of an annual locally administered school learning environment survey
5. School Safety	1. The number of incidents of violence, vandalism, substance abuse, and harassment on the bus, on campus, and at school-sponsored activities
6. Teachers and Staff	1. The number and percentage of classes taught by out-of-field teachers 2. The number and percentage of teachers, administrators, and staff who receive satisfactory annual evaluations based on the district assessment system 3. The number and percentage of teachers in schools who have earned degrees beyond the bachelor's level
7. Adult Literacy	1. The number of adult students served by the district earning a State of Florida High School diploma either by earning credits and taking the High School Competency Test (HSCT) or taking and passing the General Education Development (GED) tests
8. Parental Involvement	1. The number and percentage of school advisory council members by membership type and racial/ethnic category

Source: Florida Department of Education.

The district also conducts annual assessments of program performance indicators in its *School Accountability Plan*. The *School Accountability Plan* reviews individual school performance in the areas shown in Exhibit 4-16. For each performance measure the school's score is translated into a rating of *superior*, *excellent*, *good*, or *needs improvement*. These ratings are not a ranking of one school against another. Rather, they are standards against which each school is compared. As can be seen in the exhibit, these performance measures include both educational and operational program areas.

Exhibit 4-16

School Performance is Measured Through the School Accountability Plan¹⁴

Performance Indicator	Method of Measurement
Academic Achievement - Florida Writes!	Percent of students scoring 4.5 or above; includes all students except full-time ESE and LEP
Academic Achievement – FCAT	Percent of students scoring above the state mean in reading/above the state mean in math/scoring 364+ in reading/scoring 367+ in math; includes all students except full-time ESE and LEP
Academic Achievement - High School Competency Test	Percent of students passing communications/math sections
Academic Achievement - Scholastic Assessment Test	Percent of students scoring 1100 or above
Academic Achievement - American College Test	Percent of students scoring 25 or above
Postsecondary Readiness - Advanced Placement Test	Percent of students scoring 3 or above
Postsecondary Readiness - Graduation Rate	Annual graduation rate
Postsecondary Readiness - Dropout Rate	Number of students who withdraw and do not enter another program divided by school membership
Academic Recognition - Florida's Academic Scholars	Percent of students qualifying for the Florida Academic Scholars Certificate
Academic Recognition - Vocational Gold Seal	Percent of students qualifying for the Vocational Gold Seal Endorsement
Academic Recognition - Florida's Merit Scholarship	Percent of students qualifying for the Merit Scholarship
Foreign Language Enrollment	Percent of students enrolled in foreign language courses
Level III Course Enrollment	Number of students successfully completing math and science level III courses, divided by total student enrollment
Attendance	Number of absences divided by total enrollment
Awards	Number of awards winners for district-sponsored competitions; point given for 1 st , 2 nd , and 3 rd places
Curricular Activities	Percent of student participating in a curricular activity
School Environment	Percent of students not receiving out of school suspensions
Clean Campus – Plant Operations	Average of monthly campus cleanliness checklist scores
Food Services	Results of the Five Star Quality and Performance inspection report
Five Star School Award	Applying to DOE for the Five Star School Award after documenting 100 percent accomplishment of the criteria for three or more categories: business partnership, family involvement, volunteers, student community service, and school advisory councils
School Audit	Independent audit of school internal accounts
Client Evaluation	Aggregated rating from parent survey

Source: Brevard County School District.

¹⁴ Performance indicators shown are those used for high schools only; elementary and middle schools have similar indicators.

Each year, the district office provides the results of the *School Accountability Plan* to each school, listing its score (from one to four) on each of the accountability items. The district then computes an average grade for each school and publishes a roll-up for the district. In 1996, only three schools received an average score high enough to qualify as *excellent* overall; none received a score high enough to qualify as *superior* overall. By 1998 (the latest for which figures are available), 14 schools received a score high enough to qualify as *excellent* overall. Although none of the schools received an overall rating of *superior*, one school managed to achieve an average score of 3.74 out of 4.00. The district plans to eventually use the *School Accountability Plan* as the basis for developing an intradistrict accreditation process, which will internally certify individual schools as high-achieving.

Beyond the overlap with the performance data previously mentioned as used by district-level staff, leaders of educational and operational programs do not generally review these data.

Performance Measures Are Not Generally Tracked or Used to Reduce Costs

Among the major educational and operational programs of the district, only the basic education, food services, and facilities maintenance programs use performance measures to track costs. Of these three, the food services and facilities maintenance programs use performance measures to determine when program activities should be reviewed to reduce costs. The basic education program does not use performance measures to determine when program activities should be reviewed to reduce costs. The other nine programs either do not collect performance measures or do not collect a sufficient number of them to effectively evaluate program performance.

Recommendation

- *In conjunction with the recommendation that each major educational and operational program develop goals and objectives, each program should also identify appropriate performance and cost efficiency measures. These measures should be easy to use, inexpensive to implement, and easy for the public to understand. They should include linked inputs, outputs, and outcomes. They should link performance to program costs. While individual programs should collect performance and cost efficiency measures, the data should be submitted to the Deputy Superintendent (for educational programs), or the Associate Superintendent for Financial Services/ Assistant Superintendent for Facilities (for most operational programs), or the Superintendent (for other operational programs). The program heads will then review the data to evaluate program performance, determine when programs should be reviewed to reduce costs, and use them in the district's decision-making process. As is necessary, the Office of Accountability, Testing, and Evaluation should assist each program leader in the development of appropriate performance and cost efficiency measures.*
- *Action plan 4-2 provides the steps necessary to implement this recommendation.*

Action Plan 4-2

Develop Performance and Cost Efficiency Measures for Major Programs

Recommendation 1	
Strategy	Develop appropriate program performance and cost efficiency measures.
Action Needed	<p>Step 1: Review performance measures each program currently collects and assess its validity as a true measure (refer to Exhibit 4-10).</p> <p>Step 2: Develop additional measures, as necessary, that indicate progress toward program goals and objectives. Verify that the measures developed:</p> <ul style="list-style-type: none"> • identify detailed input and outcome measures and indicators of efficiency and effectiveness; • focus on desired results and outcomes not just on activities; and • identify how performance measures link to the budget and the measures in the district’s strategic plan. <p>Step 3: For each performance measure, identify the data needed.</p> <p>Step 4: Identify data currently either not available, accessible or in the format needed to determine progress toward program goals and objectives.</p> <p>Step 5: Establish methods for obtaining data necessary to support performance and cost efficiency measurement.</p> <p>Step 6: Submit performance and cost efficiency measures to Office of Accountability, Testing & Evaluation, Deputy Superintendent, and Superintendent for review, revision, and approval.</p> <p>Step 7: The Office of Accountability, Testing & Evaluation will review each set of measures to ensure that they include linked inputs, outputs, and outcomes, can be related to program costs, can be used to effectively evaluate the program, will indicate when a program should be reviewed to reduce costs.</p>
Who Is Responsible	Department Heads and the Office of Accountability, Testing & Evaluation.
Time Frame	February 2000
Fiscal Impact	This can be implemented with existing resources.

3 The district does not have performance and cost efficiency benchmarks for its major educational and operational programs.

The district has not established adequate performance and cost efficiency benchmarks for its major educational and operational programs. Several programs, such as Food Services, informally compare their performance and costs to other school districts. However, this process is hampered by the lack of effective program performance and cost efficiency measurement collection from the start. The process is further hampered by a lack of systematic benchmarking of these measures with other school districts, government agencies, and private industry.

True benchmarking is the comparison of performance and cost measures with those of other programs, with the intent of identifying differences and opportunities for increased efficiency and effectiveness. Exhibit 4-17 defines the elements of good benchmarks.

Exhibit 4-17

There are Several Elements of Benchmarks

Benchmarks should:

- be based on performance and cost efficiency measures;
- include comparisons to other school districts, government agencies, and private industries that provide the same or similar services;
- include comparisons to best-in-class organizations, best practices, and generally accepted industry standards;
- be easy to understand;
- show a clear relationship to critical outcomes;
- be based on reliable and comparable data;
- clearly define acceptable performance targets/standards (in the top 10 school districts, in the middle of the peer district, within 10 percent of the industry average, etc.) to assess whether performance and cost expectations have been met;
- be used to identify reasons for differences in performance or costs and to make improvements;
- be developed at the same time as goals and objectives; and
- be updated annually.

Source: OPPAGA.

Programs Have Not Established Benchmarks

Other than basic education, facilities maintenance, and personnel, the district's educational and operational programs have not established benchmarks – appropriate standards from comparable school districts, government agencies, and private industry. Of these three, only the personnel department uses standards from all the recommended areas -- school districts, other government agencies and private industries. Only facilities maintenance uses any form of nationally accepted standards, although basic education does use national test score averages. Exhibit 4-18 shows the comparison entities selected by the various programs. Each program does compare the previously identified performance measures to these entities. Nevertheless, these benchmarks were not established as part of a regular district process as outlined in Exhibit 4-16; they were rather developed as a result of program leaders identifying comparison data and entities that were readily available and building benchmarks around them. None of the programs have identified appropriate benchmarks in the categories of best-in-class or best practices that they have adopted as target performance standards.

For educational programs, program directors indicated that they closely track program expenditures and their remaining budgets. However, they do not have specific cost efficiency benchmarks. District staff indicated that the quality of educational programs drives district decisions more than cost.

For operational programs, much of the driving force behind cost efficiency has not been benchmarks but budget constraints. Operational departments have responded to both reduced funding and board directives

to reduce staff and expenditures. For this reason, most of the departments annually review cost factors (whether staffing or non-staffing expenditures) vis-à-vis other districts and state averages. However, this comparison of cost factors has historically meant little in the face of budget directives to reduce programmatic costs. The district has eliminated positions and program expenses based on what funding is available, not based on cogent comparisons to benchmarks. The district has typically informed program leaders that funding is limited and asked them to make reductions, largely leaving it to the program leaders to decide exactly where the reductions are made.

Exhibit 4-18

Comparison Entities Have Not Been Selected for All Programs

Program	Comparison Entities	Measures Compared	Results of Comparisons Publicly Reported?
Basic Education	National and state averages; Florida school districts of comparable size or demographics; some use of identified best practice program components	test scores, course enrollments	Yes
Exceptional Student Education	Florida school districts	enrollment	No
Vocational	State averages; some Florida school districts	course enrollments, Vocational Gold Seal Awards	Limited
At-Risk	State averages; some Florida school districts	attendance, suspensions, referrals, expulsions, dropouts	Limited
Facilities Construction and Facilities Maintenance	State averages; nationally accepted standards; private industry averages	maintenance costs per square foot, per student FTE, and as percent of replacement cost	Yes (used as part of custodial outsourcing evaluation)
Personnel	Six counties; various cities, 11 different school districts; six private corporations	salary surveys, benefits offered, staffing levels, staffing ratios	Yes (used to adjust salaries)
Asset and Risk Management	None identified		
Financial Management	None identified, other than ones used by Personnel to compare salaries		
Purchasing	None identified		
Transportation	Schools districts of Escambia, Indian River, Orange, Osceola, Polk, and Volusia	cost per mile, salaries and benefits as percent of operating expenditures	No
Food Services	Internal comparisons only (Five Star Quality and Performance Inspection)	revenue per student per day, meals per labor hour, Five-Star evaluation	Yes
Safety and Security	None identified	type of incidents by school	

Source: Brevard County School District.

Recommendation

- *In conjunction with the two previous recommendations, the district should develop specific performance and cost efficiency benchmarks for each of its major educational and operational programs.*
- *Action Plan 4-3 provides the steps necessary to implement this recommendation.*

Action Plan 4-3

Develop Benchmarks

Recommendation 1	
Strategy	Develop benchmarks.
Action Needed	<p>Step 1: Identify key performance measures of cost, quality, and efficiency that should be compared for each major program. These measures should be the ones that are most illustrative of the performance or cost efficiency. For example, food services’ “per cap” (the revenue generated per student per day) is better than the number of lunches served.</p> <p>Step 2: For each major program, identify a group of five to 10 school districts with which Brevard County School District could compare its performance and cost efficiency. These districts may be in Florida or elsewhere (although data comparisons among different states are often difficult).</p> <p>Step 3: For each program, pick other model organizations. These would include government agencies or private companies that have similar programs with which Brevard County School District could compare its performance and cost efficiency.</p> <p>Step 4: Identify best-of-class organizations that perform similar functions.</p> <p>Step 5: Contact the peer organizations to determine whether the appropriate performance data needed are available and reliable.</p> <p>Step 6: Determine how the data will be used to draw conclusions about Brevard County School District programs. For example, establish standards by determining whether Brevard County School District program performance will be compared to the average of the peer districts, the highest performing organization, the organization with the lowest cost, etc. As part of this determination, identify the performance targets for each program.</p> <p>Step 7: Collect the data from benchmarking organizations. Measure the performance of best-in-class organizations for each performance measure.</p> <p>Step 8: Measure performance and identify gaps between district programs and those of the benchmarking organizations.</p> <p>Step 9: Submit benchmarks to Office of Accountability, Testing, & Evaluation, Deputy Superintendent, and Superintendent for review, revision and approval.</p>

Who is Responsible	Program directors and appropriate program staff with the assistance of the Office of Accountability, Testing & Evaluation
Time Frame	April 2000
Fiscal Impact	This can be implemented with existing resources.

4 The district does not regularly evaluate its programs, although it has analyzed the potential cost savings of service delivery alternatives.

Because the district is lacking in clear goals, measurable objectives, performance and cost efficiency measures, and benchmarks, it cannot sufficiently evaluate its major educational and operational programs. The district has conducted limited evaluations of components of its educational programs; however, the small number of staff in the Office of Assessment, Testing and Evaluation requires the district to contract much of this work out. The district has conducted cost/benefit analyses of components of its major operational programs and researched alternative delivery methods. The district has begun to implement an internal audit function (which it currently does not have), with a goal of conducting program evaluation. If the implementation of the internal audit function yields the expected benefits, these internal audit evaluations will provide valuable assessments and recommendations for improvements in programs.

Evaluation of public programs has been in existence for decades and arose out of a general dissatisfaction with government programs. As was noted in 1979:

...government has developed two defects that are central to its existence: (a) it does not know how to tell whether many of the things it does are worth doing at all, and (b) whenever it decides something is worth doing, it does not know how to create and carry out a program capable of achieving the results it seeks.¹⁵

Today, evaluation of school district program performance is an essential component of not only effective management, but also public accountability. Program evaluation allows district leaders to identify program weaknesses and make improvements. It also allows district leaders to demonstrate to its stakeholders the achievements of its programs and to assure them their support is well placed. Evaluation, in its many forms (assessment, formal, outcome, process, etc.) is a way of thinking about a program in a structured analytical and systematic manner for the purpose of program improvement. Exhibit 4-19 provides examples of the different types of program evaluations the district would want to consider in reviewing the efficiency and effectiveness of its programs. Different programs, at different stages of implementation, would be better served by either an outcome or process evaluation.

¹⁵ Nachmias, David. Public Policy Evaluation: Approaches and Methods. St. Martin's Press, 1979.

Exhibit 4-19

Different Types of Program Evaluations Answer Different Questions

Evaluation Type	Characteristics
Outcome Evaluation	Evaluation questions focus on the effectiveness of the program as a whole or specific activities, such as: <ul style="list-style-type: none"> • What were the anticipated outcomes? • Did the anticipated outcomes occur? • Were the outcomes a result of the program or something unrelated?
Process Evaluation	Evaluation questions focus on descriptions of activities related to program goals and objectives, such as: <ul style="list-style-type: none"> • What does the program provide? • How are the services provided? • Who receives the services? • What is the extent of delivery of the services received?

Source: Literature review and MGT internal documents.

Regular Evaluation Can Improve Programs

As detailed in Chapter 12.0 of this report (page 12-6), the district does not currently have an internal auditor who regularly conducts evaluations of either educational or operational programs. The district is seeking to remedy this situation by contracting with a private firm to conduct programmatic audits. However, it is unclear whether this will provide the level and volume of review the board should require.

The Office of Accountability, Testing and Evaluation coordinates all testing, coordinates and monitors school improvement plans, and produces analyses of district- and school-level performance measures, primarily test scores and other data required for the state-mandated annual *School Performance Accountability Report*. With a staff of 3.5 FTE, this is a heavy workload. The Office also conducts program component evaluations as requested, primarily for educational program components that are being introduced to the district. According to the Director, none of these evaluations measured cost effectiveness. The Office does not conduct evaluations of operational programs. The only prioritization of program evaluations is done at the board level, where there is a greater emphasis on evaluating new (over existing) district programs.

A committee process, either a group of central office resource teachers or a content area resource teacher leading a group of teachers, sometimes conducts other educational program evaluations in the district. These committees occasionally include parents or other members of the public.

Still other educational program evaluations in the district are conducted by outside evaluators. This is primarily due to the lack of district staff available to conduct evaluations.

Moreover, due to a lack of central support for evaluations, some schools are conducting their own evaluations. This is documented in Chapter 13.0 of this report. The exact extent of school-level evaluations is indeterminate because the data are generated at the school level, for school use, and are not reported in any organized fashion to district-level personnel.

Exhibit 4-20 lists the evaluations recently conducted by the district.

Exhibit 4-20

The District Has Conducted Evaluations of Major Program Components¹⁶

Evaluation	Year	Conducted By
Integrated Language Arts Program	1994	External Consultant
Exceptional Student Education Services	1996	External Consultant
Integrated Science Program, Study 1	1996	Office of Accountability, Testing, and Evaluation
Integrated Science Program, Study 2	1997	Office of Accountability, Testing, and Evaluation
Integrated Science Program, Study 3	1999	Office of Accountability, Testing, and Evaluation
Specific Learning Disabilities	1995	Division of Exceptional Education
Elementary Math Evaluation	1996	External Consultant
Vocational Dual Enrollment Program	1997	Office of Applied Technology
Title II Program	1997-98	Grant Office
Title VI Program	1997-98	Grant Office (including and district- and school-level programs)
Magnet School Program	1997-98	External Consultant
Even Start Program	1997-98	External Consultant
Foreign Language Assistant Program	1997-98	External Consultant
Safe & Drug Free Schools	1996-97	External Consultant
Safe & Drug Free Schools	1997-98	External Consultant
Full Service Schools	1997-98	External Consultant
Block Scheduling – Year II Summary	1997-98	Office of Secondary Programs and External Consultant
Title I Annual Self-Evaluation	1998-99	Office of Early Childhood Education and Title I Programs
Optional 7 th Period	1998-99	Office of Secondary Programs

Source: Brevard County School District.

The District Contracts Out a Significant Amount of Evaluation Activity

Due to the limited staff size of the Office of Accountability, Testing and Evaluation, the district contracts out a significant number of education programmatic component evaluations. As shown in Chapter 13.0, the district was able to document that it spent at least \$54,000 in 1997-98 for program evaluations. MGT's review of purchase order documents suggests that this figure may be understated by at least 10 percent - no one in the district is responsible for tracking expenditures on program evaluation and the purchasing system does not distinguish evaluation services from other consulting services.

In comparison to its peer districts, Brevard is understaffed for accountability and evaluation functions. Lee County School District, which has fewer students than Brevard, has three professional staff and two support staff in its office of accountability, planning, and educational equity that are primarily concerned with accountability and evaluation. This exceeds Brevard's total by one professional staff member. Exhibit 4-21 shows the results of organizational comparison to Brevard's peers. This exhibit does not show the internal auditing staff the peer districts have, although internal auditors also typically conduct program evaluations.

¹⁶ These may not include all evaluations conducted in the past five years. District staff alluded to others, but was unable to provide copies.

Exhibit 4-21

The District Has Less Accountability and Evaluation Staff Than Most of its Peers

District	Accountability and Evaluation Staff
Brevard	Two professional and 1.5 support – total of 3.5
Lee	Three professional and two support – total of five
Orange	12 professional and one support – total of 12
Polk	Two professional and three support – total of five
Seminole	2.3 professional and one support – total of 3.3
Volusia	Three professional and three support – total of six

Source: Brevard County School District and peer districts.

With just the current level of needed evaluations, the district could support an additional evaluator position in the Office of Accountability, Testing, and Evaluation. The majority of the funding for this position could come from the more than \$54,000 per year that the district already spends on external consultants for evaluations. Some funds will still need to be spent on external consultants due to the evaluation requirements for some programs. However, it would be reasonable to assume that at least half of the funds spent on external evaluations could be redirected to support a new evaluator position.

Given the extensive nature of recommendations made in this chapter to undertake a level of additional evaluation that is not currently being completed in the district, the district will most likely need another evaluator to handle this increased responsibility. Moreover, the Office of Accountability, Testing, and Evaluation will need to provide expert evaluation services in both educational and operational program areas. It is unlikely that one individual would have the necessary depth of expertise in both areas.

Evaluation of Service Delivery Alternatives Needs Improvement

As noted in Chapter 3.0 (page 3-46), the district periodically evaluates the price it pays for goods and services and uses alternative service delivery methods to reduce costs. The district currently contracts out for temporary personnel services, USDA commodities, pest management services, custodial services, and energy management for its operational programs. It currently contracts out some services for exceptional students for its educational programs. Each time the district has chosen to outsource, it has conducted some cost/benefit analyses; however, these have varied greatly in quality, as outlined in Exhibit 4-22. In particular, they have not always included all relevant costs and have sometimes been based on incorrect assumptions. The driving criterion for outsourcing in the district has overwhelmingly been to reduce costs, although Board minutes indicate that getting at least equivalent quality has been a concern in some decisions.

In some cases, the district has analyzed the potential for outsourcing, made the transition to outsourced services, and then not completed analysis of whether the outsourced service is actually realizing the anticipated cost savings. For example, in the case of outsourcing the board’s legal services, the district estimated that it would ultimately save money by eliminating three internal legal services positions. Before outsourcing, the district had, from necessity, contracted with an outside attorney for legal services beyond the capability of the in-house staff. After outsourcing, the district anticipated that contracting out all legal services would be less than the previous arrangement of some in-house and some external costs. However, once the district outsourced, some of the areas that once were the purview of the in-house attorney were not

adopted as part of the outsourced attorney’s contract and thus were subject to fees at an hourly rate. This includes areas such as advising in employee terminations, responding to grievances, etc. – areas where an in-house attorney might be expected to provide assistance as part of his regular employment. Because the district has not monitored the full costs of using an outsourced attorney, it cannot determine whether it has in fact saved money. This same problem is found in the district’s outsourcing of temporary personnel. In that case, the district has monitored the quality of implementation, but has not documented the cost savings. MGT found a similar problem in the district’s use of outsourced services for transportation maintenance and repair needs. Although the transportation department was able to verify that it determined outsourcing certain maintenance and repair functions would be less expensive than completing them in-house, it did not conduct any post-service analysis to verify that it realized the anticipated savings.

In other areas, the district has documented that outsourcing arrangements have saved funds. This is true in the case of the energy management contract (\$127,260 for 1997-98), the custodial services contract (calculated to be approximately \$400,000 per year), and USDA commodities (\$6,500 for 1997-98, with increased deliveries). For these three outsourcing contracts, the district has saved more than \$500,000 in one year. Greater emphasis on the accurate analysis of implementation of outsourcing contracts would probably yield further savings.

Some areas of district operations have not been evaluated for potential outsourcing. This includes the areas of microfilming, student transportation (as a whole), food services, and maintenance functions. While district staff indicated that food services is operating profitably and thus need not be considered for outsourcing, they could provide no justification why the other three areas had not been considered. Current research in outsourcing provides examples of where outsourcing these three functions has resulted in cost savings and/or improved service delivery.

Exhibit 4-22

Cost/Benefit Analyses in Outsourcing Evaluations are Inconsistent

Function Evaluated for Outsourcing	Cost/Benefit Analysis Conducted?	Cost/Benefit Analysis Adequate?¹⁷
Internal Audit	No formal one conducted	
Print Shop	Yes	No (did not include all indirect costs)
Courier Services	Yes	Yes
Hospital Home Bound Program	Yes	Yes
Transportation Maintenance and Repair Components	Yes	Yes
Temporary Personnel	Yes	Yes
USDA Commodities	Yes	Yes
Custodial Services	Yes	Yes
Energy Management	Yes	Yes
Legal Services	Yes	No (did not consider logical additional costs)

Source: Brevard County School District.

¹⁷ “Adequate” is defined as including all indirect and direct costs in the cost/benefit analysis.

Recommendations

- *Increase the staff of the Office of Accountability, Testing & Evaluation by hiring two additional evaluators. Because the major educational and operational programs will need evaluation assistance from someone who is versed in their areas, the district should hire one evaluator with a background in educational program evaluation and one with a background in operational program evaluation. This should provide a breadth of expertise that will benefit all program leaders.*
- *The district should adopt a schedule to evaluate major educational and operational programs on a regular basis. The schedule should be reviewed and approved by the board and should be prioritized to review larger programs first. The district should consider legal requirements, funding/resources, data availability, students served, last evaluation, potential improvement or savings, risk or consequences, and public concern as factors in scheduling programs to be evaluated. Given the number of programs and the number of staff hours available, it may take as many as three years to evaluate all of the programs. For each program, the district will need to consider which type of evaluation, process or outcome, is most suitable for assessing it.*
- *Action Plan 4-4 shows the steps needed to implement these recommendations.*

Action Plan 4-4

Evaluate District Programs

Recommendation 1	
Strategy	Hire two evaluation specialists to meet the demand for program evaluation.
Action Needed	<p>Step 1: The Deputy Superintendent for school operations should instruct the Director of accountability, testing, and evaluation to prepare job descriptions for an evaluation specialist positions.</p> <p>Step 2: The Deputy Superintendent of school operations should recommend the job descriptions to the Superintendent for approval by the board.</p> <p>Step 3: The board should approve the positions.</p> <p>Step 4: The Deputy Superintendent for school operations should hire two persons to fill the positions.</p>
Who Is Responsible	The Deputy Superintendent of School Operations.
Time Frame	November 1999
Fiscal Impact	The salaries for these positions would be approximately \$52,000 each, plus 33.25 percent benefits. However, the district will save an estimated \$27,000 per year by contracting out less evaluations. Therefore, the total annual cost of this recommendation will be approximately \$111,580.

Recommendation 2	
Strategy	Evaluate District Programs.
Action Needed	<p>Step 1: Develop a schedule to formally evaluate components of the 12 major operational and educational programs regularly. The schedule should be developed annually and project planned evaluations for the next two years. (It may take as many as three years to evaluate all 12 programs, given program complexity and available staff hours.) The form of each evaluation (whether outcome or process) and the unit responsible for completing each evaluation (Office of Accountability, Internal Auditor, or outside consultant) should be determined in advance.</p> <p>Step 2: Present the list to the board annually for approval.</p> <p>Step 3: Implement evaluation schedule.</p> <p>Step 4: Each evaluation should be in writing and address program goals and objectives described as Action Plan 4-1, using data collected for performance and cost efficiency measures developed as described in Action Plan 4-2, and benchmarks developed in Action Plan 4-3.</p> <p>Step 5: Use the results of evaluations to reassess program goals and objectives, revise performance measures and benchmarks (as needed), identify program resource needs, and identify program staff training needs.</p> <p>Step 6: Provide the report to the Office of Accountability, Testing & Evaluation for quality review, to ensure that all district evaluations are conducted consistently and in accordance with district requirements.</p> <p>Step 7: Issue each evaluation in final written, formal report. The report should clearly disclose the evaluation objectives and a description of the evaluation's scope and methodology. The report should be distributed to the high-level district administrators, program managers, the board, and others responsible for taking action on report findings and recommendations. Copies of the report should be distributed to or made available for inspection by the public.</p> <p>Step 8: Implement identified recommendations for program improvement.</p>
Who Is Responsible	The Office of Accountability, Testing & Evaluation.
Time Frame	April 2000
Fiscal Impact	This can be implemented with existing resources.

5 District management does not use evaluation results to improve the performance and cost efficiency of its programs.

Where the district has conducted evaluations of components of programs, such as block scheduling, optional 7th period, and outsourced custodial services, it used the results to improve performance primarily, and cost efficiency secondarily. Because the district conducts an insufficient level of evaluation of all its

major educational and operational programs, it is unable to use evaluation results to improve performance and cost efficiency.

District Has Process to Report on Program Performance

Where the district has evaluated, the results have been communicated to district administrators and the school board. Board minutes show that board members received copies of evaluation reports and interviews revealed that board members are generally satisfied with the reports they receive. However, they acknowledge that the district probably does less evaluating than it should. Where the board members or the Superintendent have been dissatisfied with the results of evaluations (such as the initial evaluation of custodial outsourcing), or where the evaluation results have revealed program deficiencies (such as the integrated science program), the board has directed follow-up evaluations and has monitored the results.

Evaluation Results are Used to Improve Programs

Although the district has conducted a limited number of evaluations, it has used the ones performed to improve effectiveness. Exhibit 4-23 provides examples of the district implementing evaluation results.

Exhibit 4-23

District Has Implemented Recommendations from Evaluations

Year	Evaluation	Examples of Implemented Recommendations
1994	Integrated Language Arts Program	Study found that teachers were not all using new methods, so recommended greater staff development on them
1996	Exceptional Student Education Services	Hire additional psychologists Include parents in eligibility determination meetings
1997	Integrated Science Program, Study 2	Make modifications in Integrated Science curriculum to overcome noted decline in test scores
1998	Custodial Outsourcing	Modify contract to implement greater restrictions on types of employees the contractor may use Continue to evaluate
1997	Temporary Personnel	Switch contractors due to failure of first contractor to meet expectations
1997	USDA Commodities	Outsourcing saving funds; continue contract
1995	Specific Learning Disabilities	Provide additional training in the Performance Assessment System for Students with Disabilities
1997	Vocational Dual Enrollment Program	Continue program and evaluate again next year; no negative impacts found
1997-98	Block Scheduling – Year II Summary	Continue block scheduling

Source: Various reports from Brevard County School District.

Recommendation

- *Using the results of Action Plans 4-1 through 4-4, the district should make greater efforts to provide the results of evaluations to the board and the public in a logical, easily understandable format. For this reason, the district should develop an annual summary of all evaluations conducted each year. This summary should include information on the performance of programs evaluated and the implementation status of previous years' evaluation recommendations.*
- *Action Plan 4-5 shows the steps needed to implement this recommendation.*

Action Plan 4-5

Increase Review of Evaluation Results

Recommendation 1	
Strategy	Develop an annual report on performance and cost efficiency evaluations of major district programs.
Action Needed	<p>Step 1: Develop an annual report that includes a summary of evaluation results of each major program, recommendations for improvement, and future resource needs. This report should be provided to the school board and Superintendent. The report should be used to revise district goals and develop the district budget for the upcoming year.</p> <p>Step 2: Adopt a district policy that requires the Office of Accountability, Testing & Evaluation to regularly report to the Superintendent and school board on the status of recommendation implementation.</p>
Who Is Responsible	The Office of Accountability, Testing & Evaluation and the Board.
Time Frame	December 2000
Fiscal Impact	This can be implemented with the existing resources.

6 The district does not report on the performance of its programs to ensure accountability to parents and other taxpayers.

The district seeks to communicate to its stakeholders through a variety of mediums. However, it has not provided as many ways to receive communication from its stakeholders as it could. Moreover, because the district fails to hold its major educational and operational programs accountable - through goal establishment, performance and cost efficiency measurement, benchmarking, and evaluation - it fails to provide sufficient reporting to stakeholders.

The District Communicates Via Many Avenues to the Public

As noted in Chapter 14.0 of this report (page 14-14), the district produces a variety of publications to inform parents, students, employees, and other citizens of Brevard of district programs. The most prevalent

of these is the *Mark of Excellence*, produced monthly at no cost to the district. The district also maintains a web site that is updated frequently. Board meetings are open to the public and held at a reasonably convenient time for working parents.

The District Does Not Adequately Report Program Performance

As required by statute, the district annually publishes *School Public Accountability Reports* for each of its schools. This one-page overview document contains key data for the school, the district, and the state, including graduation rate, student and staff absenteeism, number of safety incidents, number of teachers with advanced degrees, number teaching out of field, lottery expenditures, and School Advisory Council composition. Other district publications are detailed in Chapter 14.0 of this report (page 14-15); several are widely distributed to school advisory councils, parents, and other taxpayers.

However, because the district does not have a system in place whereby each program establishes goals, objectives, performance measures, and benchmarks, it is difficult for the district to adequately report on its performance to stakeholders. One of the current objectives of the *Strategic Plan* is to "Develop and publish a district annual report card that will allow the general public to follow the progress of our schools." The objective is scheduled to be completed June 30, 1999. This objective does not address the performance of the educational and operational programs of the district as a whole, nor does it appear that it will provide the types of data that will allow the general public to make informed comparisons of the efficiency and effectiveness of the district's major programs.

When questioned regarding the primary methods by which parents would obtain information on the performance of district programs, district staff indicated they are through board meetings and media coverage in the *Florida Today*, the major local newspaper. Each of these is problematic.

The problem with relying on board meetings as a primary avenue of public accountability is that they are generally not well attended. It is rare for a board meeting to have more than 50 public attendees. In a school district this size, this number represents less than 0.1 percent of the student body. Board minutes are published on the district's web site, but these are, by necessity, after the fact. Currently, the district does not televise board meetings in order to reach a wider audience.

Relying on the *Florida Today* also has its flaws. While MGT's review of the media coverage the district receives found it to be fair, there is no mechanism to ensure that the newspaper will publish all performance information the district would like to see publicized.

The District Has Few Public Advisory Committees

The board policy manual does not provide for standing citizen committees. This is rather unusual. Districts typically establish some standing citizen committees to provide input to the board, provide oversight to specific operations of the district, develop new district policies, and increase public accountability.

The only districtwide committees with citizen members for which MGT found evidence are the multi-culture committee and the school for science and technology committee. The district is currently forming a facilities committee that will include citizen members who will be charged with developing the next five-year facilities plan; its first meeting was in June 1999. District staff mentioned other opportunities for citizens to provide input and MGT found evidence of past committees formed to address specific district issues, but they were no longer active.

Apart from committees, the district has formed a board of directors for its education foundation. Members of the board of directors are primarily district citizens and business representatives.

In 1995-96, the Superintendent established the Citizen Budget Advisory Committee to "obtain the advice of local business leaders and various stakeholders in the district." The charge of the committee was to review the district operating budget and make recommendations for potential budget reductions. From a review of the committee's report, MGT determined that the district in fact implemented five of nine cost savings recommendations. However, one of the comments of the committee was the recommendation that "the district would benefit from creation of a long-term advisory committee to provide a business perspective on district operations." This has not happened.

Some of the committees the district might want to consider include:

Goals Committee – this committee would be charged with annually reviewing progress toward the district's goals and identifying new strategies for achieving goals.

Strategic Plan Committee – in addition to providing input for the development of the district's five-year plan, this committee would be responsible for providing public review of the plan's implementation.

Budget Advisory Committee – this committee would include business leaders with a financial or budgeting background and would annually review the district's proposed budget. In addition, the committee would regularly meet to advise on financial decisions made throughout the year.

Technology Committee – given the technological expertise of much of the working population on the Space Coast, the district could take advantage of it by forming a committee to provide advice to the district on technology. This committee would work closely with the recommended MIS Steering Committee (see Chapter 12.0), but would be more forward-looking and would emphasize identifying methods for increasing technology availability and use in schools.

Each of these committees would be formed primarily of parents, business representatives, and community representatives, but would have non-voting members from the district staff. Each would be chaired by a member of the board. In order to allow the greatest breadth of input, non-staff members would be limited to participation in only one committee at a time.

The District Seeks Limited Feedback

In addition to having few standing citizen committees to provide input to the board or Superintendent, the district has limited avenues by which the public at large can provide feedback. The primary avenues are through surveys, the district web site, and board meetings.

The district does conduct an annual parent survey. For the last three years, the district has asked the same set of 21 questions, asking parents to rate their child's school or areas ranging from "efforts to keep you informed" to "quality of technology equipment" to "effectiveness of reading instruction." In 1997-98, the district had over 24,000 responses. Results of the survey are provided to individual schools, but are not reported publicly.

In another survey, during the 1998 benefits open enrollment period, district employees were asked to rate items ranging from "assistance from your supervisor in ... clearly stating job expectations" to "compensation for your position" to "safety and cleanliness of work environment." The results of this survey, although generally very positive (the most negative area was where 23.1 percent of employees rated their compensation as *below average*), were not widely distributed and the survey has not been repeated.

The district web site does offer an e-mail address to which one can send comments, but this could be substantially improved to more of an "electronic suggestion box." Of the five board members, only four list an e-mail address on the web site. Of these four, only one responded to an MGT request for information via e-mail, as noted in Chapter 14.0 of this report (page 14-40).

Recommendations

- *Implementation of Action Plan 4-5 should result in accomplishment of this best practice as well. As an added measure of public accountability, the district should annually publish its evaluation results on its web page.*
- *The board should review its policies regarding standing citizen advisory committees. It should then determine whether it wishes to form any standing committees for the purpose of providing input to the board, providing oversight to specific operations of the district, developing new district policies, and increasing public accountability.*
- *Action Plan 4-6 shows the steps needed to implement these recommendations.*

Action Plan 4-6

Increase Public Reporting and Input

Recommendation 1	
Strategy	Publicly report additional information on the performance and cost efficiency of major district programs.
Action Needed	<p>Step 1: Create a section on the district's web site for the publication of annual evaluations.</p> <p>Step 2: As annual evaluation reports are completed, publish a copy of them on the district's web site after they are reviewed and approved by the school board.</p>
Who Is Responsible	The Office of Community Involvement.
Time Frame	January 2001
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2	
Strategy	Determine whether the district could benefit from standing citizen advisory committees.
	<p>Step 1: The board should meet to review its current lack of standing advisory committees. It should contact other school boards to determine whether standing advisory committees might be of benefit to the district.</p> <p>Step 2: The board should decide which, if any, standing citizen advisory committees it wishes to form.</p> <p>Step 3: The board should adopt policies creating the desired advisory committees. The policies should include the main charge, the maximum size and composition, and the meeting frequency of the each committee.</p>

Action Needed	<p>Step 4: The board should solicit community members to participate on the created advisory committees.</p> <p>Step 5: The board should select one of its members to chair each advisory committee.</p> <p>Step 6: Standing advisory committees should begin to meet and fulfill their charges.</p>
Who Is Responsible	The School Board.
Time Frame	January 2000
Fiscal Impact	This can be implemented with existing resources.

7 The district ensures that school improvement plans effectively translate identified needs into activities with measurable objectives.

Brevard schools follow a planning process for the development of School Improvement Plans (SIPs) that includes a needs assessment, receipt of public input, parental review, and feeder chain review. The resource teacher from the Office of Accountability, Testing, and Evaluation assists the schools in their efforts as her primary job responsibility. SIPs generally contain measurable objectives and implementation strategies; however, the district could take steps to further improve the planning and accountability portions of them.

School Advisory Councils Are Properly Constituted

State legislation, adopted in 1991, required all schools to establish School Advisory Committees (SACs) as part of the statewide school improvement process. The State of Florida requires that SACs be “representative of the racial, ethnic, and economic community served by the school.” However, Florida law does not specify how closely SAC membership should reflect the composition of the school community. House Bill 3901 only states that:

Each advisory council shall be composed of the principal and appropriately balanced number of teachers, education support employees, students, parents, and other business and community citizens who are representative of the ethnic, racial, and economic community served by the school...

The district has adopted a standard of SAC ethnic composition within 25 percentage points of the student body ethnic composition as acceptable. The district's resource teacher for school improvement reviews the composition of each SAC. In cases where the minority percentage of the SAC is not within 25 percentage points of the school's minority percentage, or where the SAC fails to draw 51 percent of its members from outside the school, the resource teacher contacts the SAC chairperson and makes suggestions for improvements. As shown in Chapter 14.0 (Exhibit 14-16), the district's SACs are currently properly configured. All schools have the proper percentage of non-employee involvement and all but one are within the 25 percent goal.

School Improvement Plans are Based on Needs

Each SIP begins with a review of data that indicate areas in need of improvement. SACs receive and analyze a wealth of information before beginning to draft the SIP, including:

- *School Accountability Plan* Results – areas determined to be in need of improvement;
- School Advisory Council Report – trends evidenced in various areas;
- Test Scores – including the FCAT, Florida Writes!, SAT, ACT, HSCT, Terra Nova - - all aggregated at the grade level;
- Client Survey – on which parents rate various areas of the school;
- areas identified as critically low; and
- other focus areas identified by the SAC.

The Office of Accountability, Testing, and Evaluation provides this information. Each school also asks for any additional parental input before formulating a SIP, typically during a back-to-school night, through a PTA meeting at the beginning of the school year, through the school newsletter, or through a school-level survey.

According to district directive, each school should review the areas of shortcoming identified by the assessments. MGT reviewed 68 SIPs from the district and found that the majority had developed goals and objectives based on the findings of the needs assessment, as shown in Exhibit 4-24. Of the 11 that did not have goals and objectives based on the findings of the needs assessment, MGT found these circumstances:

- Five SIPs were for schools that had no trends identified in their needs assessments. These schools had all favorable trends (increasing test scores, increasing parent satisfaction, etc.) Because they had no negative trends, they could not base their goals and objectives on any identified shortcomings or needs.
- Two SIPs were for new schools which did not clearly state that a needs assessment was completed based on feeder chain reports. District staff indicated that all three of the new schools were provided with feeder chain reports upon which to base needs assessments. (The third new school did clearly state that it based its goals and objectives upon the needs assessment provided by the feeder chain reports).
- One SIP had pages missing and MGT was unable to determine whether that school had completed a needs assessment.
- Three SIPs provided evidence of completing a needs assessment, but their goals and objectives did not reflect any of their identified needs.

Only this last category, with three schools, indicates a clear need for improvement.

Of those SACs that did base their goal and objective development on identified needs, some chose to ignore areas identified in the needs assessment, such as a parental concern over safety and security, to focus on only student achievement. In some cases, the SAC chose to develop a goal focused on an area such as safety and security when the needs assessment did not indicate such a focus was needed.

SIPs would benefit from a summary sheet developed by the SAC that provides some justification for why, of the areas identified as needing improvement, they chose to focus on the selected areas. For example, a

SAC may choose to focus on a particular area or areas, believing that improvement in these areas would positively affect the other areas in need of improvement. Or the SAC may recognize that it has limited resources and has to limit focus areas. Based on the SIPs reviewed, the thought processes used by the SACs were unclear. Therefore, SIPs would benefit from a written explanation of the thought process behind the selection of goals, particularly since, in most of the SIPs where this situation was found, it was the identified parental concerns that were not selected for focus.

Exhibit 4-24

Majority of School Improvement Plans are Based on Needs, Contain Measurable Objectives, and Contain Clear Strategies

Description of Plans	Yes	No
Elementary Level		
Based on needs?	37	11 ¹⁸
Contain measurable ¹⁹ objectives?	46	2
Contain clear strategies?	33	15
Secondary Level²⁰		
Based on needs?	18	2 ²¹
Contain measurable objectives?	16	4
Contain clear strategies?	11	9

Source: MGT internal analysis.

SACs Receive Training in SIP Development

In October 1997, the district allocated a full-time resource teacher in the Office of Accountability, Testing, and Evaluation to assist schools in the development, implementation, and monitoring of SIPs. The primary responsibility of the resource teacher is coordination of the SIP planning and development process. As part of the coordination, the resource teacher provides training on evaluation of data to complete an effective needs assessment, appropriate use of lottery funds in SIPs, and development of goals, objectives, and implementation strategies. This training is provided annually.

Although the schools and SACs receive training and support in the development of their SIPs, the board does not currently receive any training from the Office of Accountability, Testing, and Evaluation on SIP evaluation.

The district has, this year, switched to the development of three-year SIPs, over the previous annual plans. Florida law permits this, as long as the school board continues to review and approve the SIPs each year.

¹⁸ Includes one new school.

¹⁹ MGT defined 'measurable' to mean easily understood by the average parent, with a defined outcome that can be measured, and with a specific time line for achievement.

²⁰ Includes seven high schools, two junior/senior highs, 10 middle schools, and one alternative school.

²¹ Includes one new school.

Each Brevard SIP goes through a lengthy evaluation process. After completion of the SIP, it is offered for review to the parents of the school, typically at a PTA meeting or through an overview in the school newsletter. Schools in the feeder chain then review it. Feeder chain representatives offer comments through a district-developed checklist, which allows input on these areas:

- school advisory membership
- vision and mission statement
- needs assessment
- definition of adequate progress
- school goals
- whether the results of the needs assessment are reflected in the school goals
- measurable objectives
- strategies for meeting objectives
- minimum of two activities to implement each strategy
- achievement instrument for each objective
- completion date
- resources and SIP budget needed

Based on the quality and quantity of comments on this checklist, MGT found this to be a thorough process. Feeder chain review was taken seriously and provided substantial suggestions for revisions and improvements to the schools.

The Office of Accountability, Testing, and Evaluation then reviews each SIP and may suggest further improvements. Then the school board reviews and approves SIPs, in accordance with Florida Statute 230.23(18). This usually occurs in December. In the past, each principal personally presented her SIP to the board, but this process was found to be too lengthy. Now, the board reads each written SIP. In some cases, board members provide substantial written comments. If the board members believe the plan to be incomplete or inadequate, they reject it. Thirteen (13) SIPs were returned to the schools for revision in 1997-98; all were accepted upon initial board review in 1998-99.

The District Could Better Define SIP "Goals" and "Objectives"

In most of the SIPs reviewed, schools demonstrated some confusion between a "goal" and an "objective." In many cases, a school would identify State Education Goal 3: Student Performance, as a goal but would then restate it three or more times, once for reading, once for writing, and once for math, for example. In reality, the school had one goal -- student performance -- with three clear objectives. This confusion could easily be eliminated during the training sessions, mentioned previously, that are provided by the resource teacher for school improvement. District staff noted that training of this type has been provided in past SAC training sessions.

SIPs Contain Measurable Objectives

Measurable objectives should be easily understandable. In addition, the desired outcome should be clearly defined, easily measured, and the objective should have a time line for achievement.

The district SIPs reviewed contained a total of 329 goals and 381 objectives. As Exhibit 4-24 shows, based on a review of 68 SIPs, MGT found that 62 contained generally measurable objectives (none erred in

listing activities as objectives). Of those without objectives, or with vague objectives, the most common errors were:

- They included information not easily understood by the general public or average parents – such as percentile improvements in scores on various tests without identifying what an “average” or “good” score on that test is. An uninformed reader would have a difficult time discerning whether a school has average scores it is trying to improve to excellent or low scores it is trying to improve to average.
- They fell short in the area of providing annual benchmarks for measuring progress. For example, a school would state that an objective would be achieved by 2001, without establishing interim objectives for each year leading up to 2001.
- They were vague to the point of being un-measurable. For example, one objective was "and provide computers and software for each station along with necessary training." The numbers of computers is not specified, nor is the type of software, or the amount of training. It will be difficult for this school to determine whether they have truly met this objective without further defining the components of the objective.

Overall, most SIPs described clear objectives and nearly all included precise methods for measuring the objectives. All of the SIPs included at least one objective focusing on State Education Goal 3: Student Performance. As Exhibit 4-25 shows, all of the eight State Education Goals were addressed by at least some of the SIPs; many also included other goal areas. Exhibit 4-26 shows the breakdown of objectives within the student performance goal area. Performance objectives were divided among reading, writing, and math achievement objectives.

Exhibit 4-25

School Improvement Plans Focus Mainly on State Education Goal Three

Goal	Number of Objectives Concerning this Area
1. Readiness to Start School	6
2. Graduation Rate and Readiness for Postsecondary Education and Employment	9
3. Student Performance	238
4. Learning Environment	26
5. School Safety and Environment	33
6. Teachers and Staff	9
7. Adult Literacy	1
8. Parental Involvement	19
9. Other Goal Area	3

Source: MGT internal analysis.

Exhibit 4-26

School Improvement Plans Focus on Student Performance

Description of Student Performance Objectives	Number of Objectives
Elementary Level	
Total Student Performance Objectives ²²	160
Reading Focused Objectives	51
Writing Focused Objectives	45
Math Focused Objectives	47
Secondary Level²³	
Total Student Performance Objectives	78
Reading Focused Objectives	20
Writing Focused Objectives	14
Math Focused Objectives	19

Source: MGT internal analysis.

SIPs Need Better Implementation Strategies

As shown previously in Exhibit 4-24, 44 of the 68 SIPs included clear implementation strategies. Of all the components of the SIPs, this was clearly the weakest, based on MGT review. In some cases, a school’s goal was to “Reduce X,” yet the implementation strategy was to continue to do the same things, without any variation or innovation. In other cases, it was unclear how the implementation strategy would lead to the desired objective. Additionally, often no one was assigned clear responsibility for each of the strategies, no clear completion dates were determined (“ongoing” was instead used), nor were the exact resources for each strategy clearly defined. The district’s SIPs would be greatly improved by more clearly defined implementation strategies.

District Needs Greater Accountability for SIP Implementation

There is currently insufficient accountability at the board level for SIP implementation. Board members expressed dissatisfaction with the level of documentation that they received regarding implementation of previous SIPs as they reviewed the current ones. They currently have no way of reviewing progress from one year to the next. With the newly implemented three-year planning and implementation process for SIPs in the district, it is likely that this problem will be rectified. The new process places greater emphasis on reviewing the progress of the previous year and adjusting current year strategies, since SACs will now be able to devote less time to initial plan development. Moreover, the new SIP format clearly provides space for SACs to easily post progress on implementation from year to year.

The district provided documentation from the 1997-98 SIP process that schools produce a final evaluation of the previous year's SIP implementation. Yet, it is unclear from the SIP development process whether this actually occurs.

²² Total of reading, writing, and math objectives will not add to total of all student performance objectives, which includes other student performance areas.

²³ Includes seven high schools, two junior/senior highs, 10 middle schools, and one alternative school.

Recommendations

- *The district should revise its SIP training to further clarify the distinction between goals and objectives and to better assist in the development of solid implementation strategies.*
- *The district should provide to board members a technical assistance paper on the components of good SIPs. This will help ensure that board members are reviewing SIPs consistently.*
- *The district should continue plans to provide board members with greater information on the implementation status of the previous year's SIP as they review the current year's SIP. The district should also encourage SACs to systematically review the success or failure of the previous year's SIPs as they develop new ones.*

8

The district has not established strategies to continually assess the reliability of its data.

The district, with the implementation of two new software programs, Comprehensive Information Management for Schools III (CIMS), and The Educational Reporting and Management System (TERMS), appears to have implemented no district-level program or strategy to assess the reliability of its data. Both software programs provide some edit checks, but these are not all in use. At the district-level, program directors are often unable to run the types of management reports they need to verify data or to make management decisions. Other program directors that can run appropriate reports do not do so on a regular basis. Schools, responsible for inputting much of the data, have few procedures to verify their own data. Training in the inputting of intelligent data into programs has been limited and is generally believed to have been insufficient.

The District Relies on Software Edit Checks to Identify Data Errors

The district has few internal controls or procedures to test the reliability of its data. Since implementation of a new hardware platform (the AS/400) and two new software platforms, (CIMS and TERMS) in the last two years, the district has relied mainly on the data controls provided in each software package. According to the software documentation, CIMS has automatic edit checks to determine if the data entered matches the accepted or expected values of the data element, but not to:

- determine if an inappropriate relationship exists between data elements; and
- identify data that may or may not be inaccurate but need further checking.

According to software documentation, TERMS has automatic edit checks to:

- determine if the data entered matches the accepted or expected values of the data element;
- determine if an inappropriate relationship exists between data elements; and
- identify data that may or may not be inaccurate but need further checking.

However, district staff has identified that these are insufficient for district needs. For example:

- Some portions of the programs do not crosscheck values. The district has written some data validation code to compensate this, but has not covered all necessary areas.

- The programs did come with features to determine if inappropriate relationships exist between data elements, but, again, the district has had to custom program additional features.
- The programs are limited in their ability to identify data that need further checking. In particular, the CIMS program does not use the journaling features available through the AS/400, so the ability to generate good audit trails is limited.

Data Verification Procedures Are Lacking

There are few, if any, district verification procedures that compare original information to that entered into the system (data accuracy). The MIS Department does not do any data verification of original data to that in the databases maintained in the CIMS and TERMS systems -- it is believed that this is the responsibility of users.

At the manager level, departments have difficulty obtaining reports from the CIMS and TERMS systems that would allow them to verify the accuracy of the data in them. For example:

- The Office of Applied Technology is having difficulty obtaining data for verification before submitting it to the federal government. The program is in danger of not meeting federal requirements because it has, thus far, been unable to produce the required data.
- The Exceptional Student Education program is unable to print a number of reports, including a list of all exceptional students with their addresses, and a 504 list (those students who have problems not covered under the IDEA Act but who still require services), both required by DOE. In a follow-up discussion with district personnel, MGT found that the 504 list problem had been corrected, nearly a year after system implementation; however, problems obtaining other reports remain.
- Area superintendents and other program directors have the capability to run some reports to assess the quality of data entered by the schools, such as student absence figures by the type of absence. Running such reports would not only identify schools that are inputting incorrectly but would also assist leaders in managing schools more effectively. Nevertheless, several area superintendents indicated that this is not done.

At the school level, where much of the data are entered, there are few procedures in place for reviewing data input accuracy. MGT visited 31 district schools and questioned staff regarding procedures in place to double check the accuracy of data entry. Of these 31, 10 schools stated that they had no procedures for verifying the accuracy of data entered. Of the remaining 21, most stated that they had procedures, but nothing in writing and verification was inconsistent. For data that must be submitted to the state, the situation is slightly better. Twenty-four (24) of the 31 schools stated that they review data before submitting it to DOE by making a hard copy of the computer data and checking it against the original data. The remaining seven schools, 22 percent of the total, do not.

Because schools are responsible for much of the data upon which the district relies for performance assessment, the lack of procedures for verifying data leaves the district at great risk. Although the Auditor General has not made recommendations to the district regarding data accuracy and reporting, MGT found sufficient evidence to believe the district may be working with flawed data. For example, the Superintendent began receiving school-level reports of student absences in February 1999. This led to the discovery that several schools were incorrectly coding types of absences – more than halfway through the school year. In another example, district ESE staff found, after nearly a year, that some of its students were coded into the computer system with a code that does not exist.

Not All Florida Department of Education Data Edit Checks are in Use

Florida DOE has developed several edit checking programs in the COBOL programming language. It provides these programs to districts so that the districts can check the accuracy of their data before they submit it to DOE.

The district uses some, but not all of these edit checking programs. For the student database, housed in the TERMS software program, the district uses the DOE programs to run edit reports and verify its data. For the staff database, housed in the CIMS program, the district does not use the DOE programs. Staff in the MIS office indicated that the district considered using them, but decided against it when it determined that adapting them for district use would be time-consuming.

Software Training Has Been Inadequate

At the heart of data accuracy is the ability of the person completing the entry to understand the significance of the variables he/she is inputting. For instance, if a variable is coded from one to five in the computer system, it is imperative that the data entry operator understand the differences in meaning for each of the numbers to input accordingly.

The district has documented several cases where data entry operators did not correctly input because they did not have an adequate understanding of proper data values. This was found in reporting absenteeism (schools were inputting incorrect codes) and in reporting limited English proficiency (LEP) students (schools were inputting undefined codes).

Of the 31 schools visited, 20 indicated that either the CIMS training, the TERMS training (or both) was inadequate to meet their needs. This training was generally provided at the initial implementation of both systems and most interviewees indicated that further training is necessary.

Submitted Data are Generally Accurate, But Not Always Timely

According to DOE staff, data submitted by the district are generally accurate. In some data reporting areas, the district is very accurate. For example, in projecting student enrollment by school, the district is at a level of accuracy equal to or better than its peers. The district follows an enrollment projection process that includes school staff reviewing data before they are submitted to DOE.

However, in other areas, the accuracy of the district's data is not due to well-implemented procedures. The lack of verification procedures makes it difficult for the district to be certain they are using accurate data to manage educational and operational programs.

The district has found some inaccuracies in its data, such as the cost report for 1997-98 submitted to the state. According to district staff, "Problems with the software prevented the district from accurately reporting expenditures by FEFP program. The remainder of the report was accurate."

While the extent of the data problems in the district is difficult to quantify, because the district has no systematic review procedures, the extent of difficulties the district has in reporting data on-time is obvious. The district has had numerous problems in reporting data in a timely fashion to both the state and federal oversight agencies. Last year, problems caused the district to close its books later than allowed by the state. One program director indicated that DOE was waiting on a report and that Brevard was the only district that had failed to provide the requested information. The program director attributed the problem to difficulties with retrieving the data from the computer system. Some federally-required reports have been as much as two weeks late. In interviews with program leaders, some acknowledged that they have, rather than relying on the district system-generated data, have instead provided estimates that they believe to be more accurate. In some cases, the district has been late because it had difficulty retrieving the information from the systems. In other cases, the program director received information from the computer systems

that he/she knew to be inaccurate and took the time to recompute the figures manually, thus causing the report to be late.

Recommendations

- *As recommended in Chapter 12.0 (page 12-81), form a MIS Steering Committee. One of the first responsibilities of this committee should be to form an action plan for assisting all major educational and operational programs in identifying data reporting shortcomings and necessary remedies.*
- *The committee should also direct the development of a procedure manual to assist schools in accurate and intelligent data entry.*
- *Action Plan 4-7 provides the steps necessary to implement these recommendations.*

Action Plan 4-7

Address Data Accuracy and Reporting Concerns

Recommendation 1	
Strategy	As part of the responsibilities of the MIS Steering Committee, develop a response to current data accuracy and reporting issues.
Action Needed	<p>Step 1: Survey all departments to identify areas where software or training inadequacies are hampering departmental ability to accurately report.</p> <p>Step 2: Survey all departments to identify areas where software or training inadequacies are hampering departmental ability to develop useful management reports.</p> <p>Step 3: Develop a comprehensive list of all concerns, ranked by priority.</p> <p>Step 4: Review list with Superintendent and MIS Department and determine, for each concern, whether the problem is a software inadequacy, training inadequacy, or both.</p> <p>Step 5: Develop a strategy and time line for addressing each issue.</p> <p>Step 6: Require the MIS Department to report monthly on the progress on each concern.</p>
Who Is Responsible	MIS Steering Committee.
Time Frame	October 1999
Fiscal Impact	This recommendation can be accomplished with existing resources.
Recommendation 2	
Strategy	As part of the responsibilities of the MIS Steering Committee, establish procedures to ensure that school staff enters accurate data into CIMS and TERMS.
	Step 1: Establish standard, written procedures for schools to follow that, at minimum, limit who can enter data, how data should be entered and verified, how hard copies of information should be stored after entry, and how supervisory checks of entered information should be conducted.

Action Needed	<p>Step 2: Develop a school-level user manual that provides interpretations of most common data variables they must enter and user-friendly documentation for common tasks. The manual should increase the ability of school staff to correctly enter data in the most time-efficient manner. Although on-line documentation is available through TERMS, it is insufficient to meet user needs. Provide each school principal a copy of the procedures and user manual.</p> <p>Step 3: In conjunction with staff development, create a workshop for school staff that reviews in detail the data entry procedures and the user manual.</p> <p>Step 4: Offer the workshop to any interested school staff at least twice per school year.</p>
Who Is Responsible	MIS Steering Committee.
Time Frame	The procedures and user manual should be completed by November 1999. The district should begin offering the workshop in Spring 2000.
Fiscal Impact	This recommendation can be accomplished with existing resources.

5

Use of Lottery Proceeds

Overall, the district needs to better define 'enhancement' as it pertains to use of lottery funds.

Conclusion

In regard to lottery funds spent by the district, MGT found that:

- The district has not defined 'enhancement.' (page 5-2)
- The district cannot demonstrate that it uses lottery money consistent with its definition of 'enhancement.' (page 5-5)
- The district allocates lottery funds to School Advisory Councils (SACs) as required by law. (page 5-14)
- The district accounts for the use of lottery money in an acceptable manner. (page 5-16)
- The district does not annually evaluate and report the extent to which lottery fund expenditures have enhanced student education. (page 5-17)

Fiscal Impact of Recommendations

The recommendations to improve the district's management of its lottery funds can be implemented with existing resources.

Background

The Legislature intends that the net proceeds of lottery games be used to support improvements in public education and not serve as a substitute for existing resources.

Each school year, at least 38 percent of the gross revenue from the sale of lottery tickets and other earned revenue, excluding application processing fees, is deposited in the Educational Enhancement Trust Fund which is administered by the Department of Education. The 1998 Legislature appropriated \$189,975,000 of the enhancement funds to the school districts. The funds are allocated based on each district's K-12 funding. No later than October 1, 1998, districts must allocate \$10 per unweighted FTE student to be utilized at the discretion of the School Advisory Committee (SAC).

In School Year 1997-1998, Brevard received \$11,854,585 in lottery funds; for 1998-99, it received \$7,280,686. This represents a 38 percent decrease in the amount of lottery funds allocated to the district by

the Legislature. The initiation of the Bright Futures Scholarship and the Classroom First programs is the main cause for the statewide decrease in lottery-based funding to all districts.

School District Lottery Fund Expenditures

Florida law requires each district to define enhancement and the types of expenditures that are consistent with the definition. In addition, each district is charged with tracking lottery expenditures with a unique funding code. District expenditures must be reported to the Department of Education within 60 days of the end of the school year. Each quarter the districts must provide and distribute to the public a report on the expenditure of lottery funds.

Charter schools are part of the public school system and, as such, are eligible for discretionary lottery funds pursuant to Florida statute. The district allocated \$23,167 in lottery funds in School Year 1998-99 to the five charter schools in the district.

School Advisory Council Lottery Fund Expenditures

As required by law, a portion of lottery funds must be allocated to the SACs at each school. In School Year 98-99, \$641,352 in lottery funds was transferred to schools for SAC use. The district supplied each school \$10 per unweighted FTE as required by law. Allocations ranged from a peak of \$23,390 for a high school with 2,339.07 unweighted FTE to a low of \$277.00 for an elementary school with 27.70 unweighted FTE. The \$10 per unweighted FTE must be set aside for the SAC to expend on the school improvement plan. As a result, each school must produce a school improvement plan that will guide these expenditures and establish guidelines for evaluating their success.

Are the Best Practices for Use of Lottery Proceeds Being Observed?

Goal: the district uses lottery funds to enhance educational programs.

1 The district has not defined ‘enhancement.’

According to Florida law, a school district must:

- establish policies and procedures to define enhancement;
- identify the types of expenditures that are consistent with its definition; and
- provide the Department of Education a copy of all procedures that relate to the use of enhancement funds.

The School Board Has Not Defined Educational Enhancement

The Brevard County School Board lacks a conceptual definition of enhancement. Like other districts, Brevard equates enhancement with the type of lottery fund expenditures. Lottery funds have been used to replace student programs that lost or had a decrease in funding. As a result, enhancement has been defined

as the funding of programs that benefit a student’s education. Exhibit 5-1 accounts for the various definitions of enhancement among peer districts. The exhibit clearly indicates that Brevard is not alone in defining enhancement from an outcome standpoint instead of creating a conceptual underpinning. Of the peers, only Polk County School District has defined enhancement in a conceptual way.

Exhibit 5-1

Brevard County’s Peer Districts Generally Do Not Define Enhancement and Only Identify Types of Board Approved Expenditures

School District	Educational Enhancement Definition
Brevard	<p>The expenditure of lottery funds to:</p> <ul style="list-style-type: none"> • support educational programs dealing with K-3 improvement,; • writing skills; • school improvement grants; • school advisory improvement; • student development services; and • extended day.
Lee	<p>Expenditures for:</p> <ul style="list-style-type: none"> • development and implementation of school improvement projects; • school based teacher assistants and helping teachers; and • instructional support services.
Orange	<p>Expenditures dealing with:</p> <ul style="list-style-type: none"> • school improvements; and • instructional staff.
Polk	<ul style="list-style-type: none"> • Expenditures for those program activities and services that contribute to student learning and achievement which exceeds the required basic instructional programs and services.
Seminole	<p>Use of funds for:</p> <ul style="list-style-type: none"> • programs which were previously funded through state categorical funds; • supplement partially funded state categorical programs; • increases in employee compensation; and • SAC discretionary funds define enhancement.
Volusia	<ul style="list-style-type: none"> • funds expended for elementary school programs and school improvement.

Source: Brevard County and its peer districts.

Instead of a conceptual definition, the district has equated enhancement with types of expenditures. While this definition has been submitted to the Florida Department of Education for several years, it fails to meet the need to define enhancement from a conceptual standpoint. The district would benefit from defining enhancement from a conceptual perspective.

Stakeholders Need to Be Involved in Defining Educational Enhancement

Given the lack of a conceptual definition of enhancement, the district should involve stakeholders in developing this definition. Input should be obtained from SAC members, parents, and the community. After receiving suggestions from stakeholders, the district should offer the definition for revision.

The District Lacks Procedures for the Use of Lottery Funds

The failure to have a conceptual definition inhibits the district’s ability to determine if expenditures match the definition of enhancement. Although the district identifies the types of projects that lottery money funds, the district needs to reexamine the types of expenditures to ensure linkage with the new definition.

Recommendation

- *The district should develop a definition of enhancement through feedback from major stakeholders.*
- *Action Plan 5-1 provides the steps necessary to implement this recommendation.*

Action Plan 5-1

Define Educational Enhancement

Recommendation 1	
Strategy	Define educational enhancement.
Action Needed	<p>Develop a definition of educational enhancement taking into account the opinions of multiple stakeholders.</p> <p>Step 1: The district team, Director of Planning, Budgets, and Reporting, and other interested district staff should develop a definition of enhancement based on document input from stakeholders outside of the school district. Formal meetings should be conducted to gather the information.</p> <p>Step 2: The district’s Director of Planning, Budgets, and Reporting, should present the consensus definition to the school board.</p> <p>Step 3: The school board should adopt a definition that clearly defines enhancement and represents the interests of the students that they represent.</p>
Who Is Responsible	School Board.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

2 The district’s use of lottery money is not consistent with its definition of enhancement.

Once the board defines enhancement, the district should establish procedures for ensuring that the definition matches expenditures.

The district utilizes lottery funds for two types of expenditures: to develop and implement school improvement plans (in conjunction with SACs), and to fund salaries and benefits of school-based instructional support personnel. As demonstrated in Exhibit 5-2, over the last three years, the majority of the expenditures are concentrated in salaries and benefits of school personnel. The increase in the 1997-1998 school year is due to the change in funding from \$4 to \$10 per unweighted student FTE. Exhibit 5-3 illustrates the preponderance for funding non-school improvement plan activity among a variety of Florida school districts. All of the districts expend the bulk of lottery funds on personnel.

Exhibit 5-2

Brevard County School District Primarily Spends its Lottery Funds on Salaries for School-Based Personnel

	School Year		
	1995-96	1996-97	1997-98
Salaries and Benefits for School-Based Personnel	\$13,129,893	\$12,572,941	\$11,090,865
School Improvement Plans	\$261,543	\$261,660	\$752,056

Source: Brevard County School District.

Exhibit 5-3 shows that the District has progressively reduced its left over school improvement funds since 1995-96. The most noticeable change is the large increase in spending in 1997-1998. Exhibit 5-4 illustrates the preponderance for funding non-school improvement plan activity among a variety of Florida school districts. All of the districts expend the bulk of lottery funds on personnel.

Exhibit 5-3

Over the Past Three Years School Advisory Councils Only Spent More Than Half of the Funds Allocated for their Use in 1997-1998

	1995-96			1996-97			1997-98		
	Allocated	Expended	Difference	Allocated	Expended	Difference	Allocated	Expended	Difference
School Improvement Plans	\$261,757	\$14,205	\$247,552	\$265,618	\$12,567	\$253,051	\$662,951	\$496,270	\$166,681

Source: Brevard County School District.

Exhibit 5-4

The Majority of Lottery Funds in Brevard County and its Peer Districts are Spent on Salaries and Benefits

School District	District Discretionary Lottery Fund Expenditures in School Year 1996-97	Amount Expended
Brevard	Salary and Benefits to School Based Personnel	\$11,090,865
	School Improvement Funds	752,056
	Total	11,842,921
Lee	School Improvement Projects	409,415
	Instructional Support Services	809,142
	School Based Teacher Assistants & Helping Teachers	8,553,868
	Total	9,772,426
Orange	Salary and Benefits for School Based Personnel	22,022,239
	School Improvement Plans	802,625
	Total	22,824,864
Polk	Elementary Education Enhancements	3,184,038
	Computer Lab Paraprofessionals	1,372,773
	Elementary Guidance	2,198,538
	Vocational/Instructional Special Needs	412,782
	School Advisory Committees	479,468
	Elementary Music Programs	2,857,470
	School Improvement Plan Activities	2,529,072
	Total	13,034,141
Seminole	Salary and Benefits for School Based Personnel	0
	Replacement for State Categorical Funds	4,877,016
	Orlando Science Center	200,000
	Student Transportation Services	4,289,279
	School Improvement Plans	407,239
	Total	9,773,534
Volusia	School Improvement Plans	455,710
	Elementary School Programs	9,893,803
	Total	10,349,513

Source: Florida Department of Education.

Charter Schools Were Allocated More Than \$23,000 in Lottery Funds in School Year 1998-99

As required by Florida law, the district provides lottery funds to the charter schools within the district's boundaries. At the beginning of School Year 1998-99, there were five charter schools in the district; however, one closed in September 1998. As shown in Exhibit 5-5, the district allocated more than \$23,000 to charter schools, in amounts ranging from \$639 to \$9,941. These allocations are based on the number of weighted FTE students the charter schools have enrolled. Unlike other public schools, charter schools are not required to submit school improvement plans; the DOE has determined that a charter school's charter is its school improvement plan and that its board of directors is equivalent to a School Advisory Council.

Exhibit 5-5

The District Allocated \$23,167 in Lottery Funds to Charter Schools in School Year 1998-99

Charter School	Funds Allocated
Educational Horizons	\$639
Explorer Elementary and Middle School	9,941
Milestone Community Schools	3,498
New Light Special Care School ¹	3,423
Palm Bay Academy	5,666
Total	\$23,167

Source: Brevard County School District.

SACs Are Typically Spending All of Their Funds

MGT analyzed the expenditures of lottery funds of 20 Brevard SACs. Ten elementary schools, five middle schools, and five high schools were randomly selected. As shown in Exhibit 5-6, all but five SACS expended 100 percent or more (because they spent carry-forward funds) of the allocated lottery funds. Those schools utilizing more than 100 percent of funds drew on funds from 1996-1997 (carry over funds). Sixty-five (65) percent utilized the remainder of 1996-1997 funds in the 1997-1998 school year. Although carry over funds seem to have been the norm in the 1996-1997 school year, SACs strove to expend their entire fund in 1997-1998. The range of carry over funds stretched from as low as five percent to as high as 90 percent for 1996-1997. The only pattern seems to be the concentration of middle schools with carry over dollars. The district lessened the carry over dollars in 1997-1998 by concentrating more on training SAC members and providing useful resources for understanding the importance of lottery funds.

Much of SAC Funds Are Used to Provide Technology to Schools

Analysis of the expenditures of lottery funds during School Year 1997-1998 for 20 selected SACs revealed that on average, approximately 40 percent of school improvement funds go to purchasing software and hardware for schools. The percentage of funds expended on technology correlates with the demand for technology based on student population. This characteristic is easily seen in Exhibit 5-7. Spending on substitutes and conference/workshop attendance is concentrated at the elementary level, while the high schools seem to shift the emphasis toward materials.

¹ This charter school closed in September 1998, so although it was allocated \$3,423, the school only actually received one-fourth of that, since it was only open from July 1999 to September 1999.

Exhibit 5-6

Most of the SACs MGT Reviewed Spent 100 Percent or More of Their 1997-98 Allocation

School	1997-98 SAC Allocation	1997-98 SAC Expenditures	Percentage of Allocation Spent
Suntree Elementary	\$14,846	15,184	102%
Lockmar Elementary	9,762	9,762	100%
South Lake Elementary	6,364	7,092	111%
Holland Elementary	6,228	6,240	101%
Audubon Elementary	5,745	6,788	118%
Oak Park Elementary	9,954	9,834	99%
Imperial Estates Elementary	6,204	4,479	72%
Roosevelt School	6,745	7,757	115%
Sabal Elementary	3,106	6,685	215%
McAuliffe Elementary	10,829	12,329	113%
Southwest Middle	20,270	23,095	113%
De Laura Jr. High	11,802	15,649	133%
Andrew Jackson Middle	6,992	5,592	80%
Space Coast Middle	9,590	2,900	30%
Hoover Jr. High	3,003	4,811	160%
Eau Gallie High	14,712	14,561	99%
Merritt Island High	12,160	21,613	178%
Melbourne High	16,036	27,609	172%
Astronaut High	14,868	21,776	146%
Titusville High	20,645	25,939	125%

Source: Brevard School District, *School Improvement 1997-1998*.

Exhibit 5-7**The Reviewed SACs Emphasized
the Importance of Technology in Their Spending**

School	Type of Expenditure	Expenditure	% of Total SAC Expense
Titusville High School (\$25,939)	Educational Materials	\$0	0%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	18,986	73%
	Materials	6,953	27%
Astronaut High School (\$21,776)	Educational Materials	\$6,586	30%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	14,965	69%
	Materials	224	1%
Eau Gallie High School (\$14,561)	Educational Materials	\$3,270	22%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	3,696	25%
	Materials	7,595	52%
Melbourne High School (\$27,609)	Educational Materials	\$1,367	5%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	25,275	92%
	Materials	967	4%
Merritt Island High School (\$21,613)	Educational Materials	\$569	3%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	16,749	77%
	Materials	4,295	20%

Exhibit 5-7 (Continued)**The Reviewed SACs Emphasized
the Importance of Technology in Their Spending**

School	Type of Expenditure	Expenditure	% of Total SAC Expense
Hoover	Educational Materials	\$0	0%
Junior High (\$4,113)	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	0	0%
	Materials	4,113	100%
Space Coast Middle School (\$2,900)	Educational Materials	\$2,555	88%
	Cost associated with sending teachers to seminars or conferences	345	12%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	0	0%
Southeast Middle School (\$23,095)	Educational Materials	\$2,200	10%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	1,961	8%
	Technology	16,533	72%
Jackson Middle School (\$5,592)	Educational Materials	\$0	0%
	Cost associated with sending teachers to seminars or conferences	500	9%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	2,143	38%
Delaura Jr. High (\$15,649)	Educational Materials	\$0	0%
	Cost associated with sending teachers to seminars or conferences	858	5%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	9,949	64%
	Materials	4,842	31%

Exhibit 5-7 (Continued)**The Reviewed SACs Emphasized
the Importance of Technology in Their Spending**

School	Type of Expenditure	Expenditure	% of Total SAC Expense
Suntree	Educational Materials	\$0	0%
Elementary (\$15,184)	Cost associated with sending teachers to seminars or conferences	4,725	31%
	Substitutes for teacher time on school improvement plan implementation	738	5%
	Technology	8,131	54%
	Materials	1,590	10%
Lockmar Elementary (\$9,640)	Educational Materials	\$4,012	42%
	Cost associated with sending teachers to seminars or conferences	1,935	20%
	Substitutes for additional teacher time on school improvement plan implementation	1,826	19%
	Technology	464	5%
	Materials and Supplies	1,403	15%
McAuliffe Elementary (\$12,329)	Educational Materials	\$4,062	33%
	Cost associated with sending teachers to seminars or conferences	2,974	20%
	Substitutes for additional teacher time on school improvement plan implementation	0	0%
	Technology	3,897	32%
	Materials	1,396	11%
South Lake Elementary (\$7,092)	Educational Materials	\$2,254	32%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	4,500	63%
	Technology	0	0%
	Materials	338	5%
Sabal Elementary (\$15,649)	Educational Materials	\$2,996	45%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	1,600	24%
	Materials	2,089	31%

Exhibit 5-7 (Continued)**The Reviewed SACs Emphasized
the Importance of Technology in Their Spending**

School	Type of Expenditure	Expenditure	% of Total SAC Expense
Roosevelt School (\$7,757)	Educational Materials	\$4,160	54%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	270	3%
	Technology	3,189	41%
	Materials	138	2%
Imperial Elementary (\$4,479)	Educational Materials	\$3,621	88%
	Cost associated with sending teachers to seminars or conferences	193	5%
	Substitutes for additional teacher time on school improvement plans implementation	444	11%
	Technology	0	0%
	Materials	221	5%
Holland Elementary (\$6,240)	Educational Materials	\$0	0%
	Cost associated with sending teachers to seminars or conferences	0	0%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	6,240	100%
	Materials	0	0%
Oak Park Elementary (\$9,834)	Educational Materials	\$4040	41%
	Cost associated with sending teachers to seminars or conferences	1,095	11%
	Substitutes for additional teacher time on school improvement plans implementation	439	4%
	Technology	1,346	14%
	Materials	2,914	30%
Audubon Elementary (\$6,788)	Educational Materials	\$516	8%
	Cost associated with sending teachers to seminars or conferences	500	7%
	Substitutes for additional teacher time on school improvement plans implementation	0	0%
	Technology	916	13%
	Materials	4,856	72%

Source: *School Improvement, 1997-1998*.

Recommendation

- *The district should develop procedures to ensure that lottery expenditures are consistent with the selected definition of enhancement. In addition, the district should develop a standardized method of categorizing expenditures.*
- *Action Plan 5-2 provides the steps necessary to implement this recommendation.*

Action Plan 5-2

Ensure That the District Uses its Lottery Funds Consistent With its Definition of Enhancement

Recommendation 1	
Strategy	Develop procedure to ensure that lottery fund expenditures are consistent with the district's definition of enhancement after the district defines enhancement.
Action Needed	<p>Step 1: The Budget Office needs to develop procedures to ensure that its allocation of district discretionary lottery funds is consistent with the district's definition of enhancement. At a minimum, the procedure should include the following elements:</p> <ul style="list-style-type: none"> • a form which identifies the districts expenditures and the rationale for each type of expenditure as to how it is consistent with the districts definition of enhancement; and • the signature of the Director of Planning, Budgets and Reporting. <p>Step 2: Develop procedures that relate to the expenditure of lottery funds by district staff and that at a minimum include:</p> <ul style="list-style-type: none"> • a process to ensure lottery funds allocated in the budget do not exceed the district's appropriation of lottery funds; • proviso requirement (define enhancement and identify types of expenditures that are considered consistent with its definition of enhancement); • a rationale for why the expenditures are consistent with the districts definition of enhancement; and • benefits derived from various types of expenditures. <p>Step 3: Develop procedures that relate to the expenditure of lottery funds by SACs, that at a minimum include:</p> <ul style="list-style-type: none"> • the SAC's requirements regarding the expenditure of funds; • accounting guidelines; and • reporting requirements. <p>Step 4: Submit the procedures identified above to the state Department of Education as required in proviso language.</p>
Who Is Responsible	Director of Planning, Budgets, and Reporting.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

3 The district allocates lottery funds to SACs as required by law.

Each School Has an Approved School Improvement Plan

The school board approves a school improvement plan for each school in Brevard County. The distribution of Educational Enhancement Trust Funds is governed by the requirement that a district must have a school improvement plan after one full school year of planning and development and must comply with SAC membership composition requirements. Section 230.23(16), F.S., requires that school boards must annually review and approve each school improvement plan (SIP). In Brevard, board members read, evaluate, and approve each SIP. The district has established procedures to effectively translate school needs into goals with clear strategies that are documented and can be evaluated. Chapter 4.0, Performance Accountability, provides a summary of MGT's analysis of the school improvement plans.

Each SAC Receives \$10 Per Student

The 1997 Appropriations Act increased the allotment of lottery funds from \$4 to \$10 per unweighted student FTE. Exhibit 5-8 summarizes the allocation of \$10 per unweighted student FTE per school. Since the number FTEs differ by school, the amount of lottery funds varies. In order to gauge the differential among schools, school records and the district records were examined. Elementary schools vary between \$4,109 (Coquina) and \$11,652 (Discovery) while middle schools range from \$5,982 (McNair) to \$15,843 (Central Jr.). The high schools run from \$10,546 (Cocoa Beach) to \$23,390 (Palm Bay).

The District Provides a Training Program for SAC Members

The resource teacher charged with assisting in school improvement planning and development, in the Office of Testing, Evaluation, and Accountability, annually provides training to SAC members. MGT's review of the materials used in the training found that it includes instruction on legal and procedural requirements associated with expending lottery funds. Given the 1998 legislative decision to make SACs the final decision-making body at the school level, the training program ensures that members comply with current law as well as prepare the changes in school improvement plans effective in 1999-2000.

Exhibit 5-8

The Brevard County School Board Projects \$641,352 in Lottery Funds Will Be Allocated to SACs in School Year 1998-99

Schools	SACs Projected Allocations School Year 1998-99	
Elementary Schools	Oakpark Elementary	\$9,901
	Apollo Elementary	8,742
	Riverview Elementary	6,464
	Coquina Elementary	4,109
	Mims Elementary	5,878
	South Lake Elementary	5,921
	Imperial Estates Elementary	6,194
	Pinewood Elementary	4,775
	Challanger-7 Elementary	6,650
	Atlantis Elementary	6,831
	Enterprise Elementary	10,025
	Cambridge Elementary	4,876
	Endeavour Elementary	6,165
	Golfview Elementary	6,208
	Fairglen Elementary	9,095
	Saturn Elementary	8,606
	Andersen Elementary	10,695
	Meadowlane Elementary	9,042
	University Park	5,488
	Port Malabar Elementary	8,790
	Palm Bay Elementary	8,644
	Lockmar Elementary	9,839
	Turner Elementary	8,239
	Columbia Elementary	8,613
	Discovery Elementary	11,652
	Riviera Elementary	8,944
	Jupiter Elementary	8,176
	Sherwood Elementary	5,971
	Harr City Elementary	5,828
	Sabal Elementary	6,107
	Croton Elementary	5,569
	Roy Allen Elementary	5,041
	Suntree Elementary	9,338
	Mila Elementary	5,639
	Tropical Elementary	9,921
	Audubon Elementary	5,637
	Gardendale Elementary	7,870
	Carroll Elementary	7,431
	Roosevelt Elementary	7,005
	Cape View Elementary	5,181
	Holland Elementary	6,191
	Sea Park Elementary	5,050
	Surfside Elementary	5,539
	Ocean Breeze Elementary	6,183

Exhibit 5-8 (Continued)

The Brevard County School Board Projects \$641,352 in Lottery Funds Will Be Allocated to SACs in School Year 1998-99

Schools	SACs Projected Allocations School Year 1998-99	
Elementary (Cont'd)	Indialantic Elementary	7,745
	Gemini Elementary	6,938
	Dr. W.J. Creel Elementary	10,665
	Surfside Elementary	5,539
	McAuliffe Elementary	9,622
Middle Schools	Madison Middle	8,193
	Jackson Middle	6,648
	Space Coast Middle	11,242
	Clearlake Middle	9,120
	McNair Middle	5,982
	Kennedy Middle	8,948
	Stone Middle	7,928
	Southwest Middle	13,641
	Central Jr.	15,843
	Johnson Jr.	11,818
	Jefferson Jr.	7,870
	Delaura Jr.	11,734
	Hoover Jr.	8,419
High Schools	Titusville High	21,055
	Astronaut High	15,063
	Rockledge High	14,338
	Cocoa High	12,916
	Satellite High	13,829
	Melbourne High	16,170
	Eau Gallie High	15,166
	Merritt Island High	12,332
	Cocoa Beach Jr./Sr.	10,546
	Palm Bay High	23,390
Total		\$641,352

Source: Brevard County School District.

4 The district accounts for the use of its lottery funds in an acceptable manner.

The District Uses a Unique Funding Code for Receipt and Expenditures of Lottery Funds

The district has unique funding and expenditure codes for lottery funds. The district uses the Department of Education's uniform account number for Educational Enhancement Trust Fund allocations (3344). The district uses project numbers unique project numbers to track lottery expenditures: (000038) prep (K-3

improvement), (000258) writing skills, (000382) school advisory council improvement, (000610) student development services, and (000993) extended day. According to the district, as well as school bookkeepers, no other funds can be entered into these accounts and schools receive monthly updates from accounting. MGT's examination of internal records versus Department of Education records revealed that Brevard is complying with reporting requirements.

5 The district does not annually evaluate and report the extent to which lottery fund expenditures have enhanced student education.

The District Should Utilize a Better Method for Evaluating the Benefits of Lottery Funds

Currently, the district requires that each school improvement plan report the criterion for evaluating the success of the enhancement. Although the school improvement plans list the evaluation criterion, district staff indicated that there is not an overall accounting of the success of the expenditures. Accountability is left at the school level. For example, a school may cite that it is making specific expenditures to increase test scores by a specific percentage, yet no district level reporting requirement is in place.² By not having a district-level evaluation of the schools' use of lottery funds, the district is missing the opportunity to identify programs in one school that might benefit all. Individual schools, SACs, and the district would benefit from knowing which types of expenditures work given certain circumstances.

The District Does Not Report its Lottery Expenditures to the Public on a Quarterly Basis as Required by Law

It is the responsibility of a school district to make available to the public, on a quarterly basis, an easy to follow summary of lottery expenditures. Although some Brevard schools make their own information available in the school newsletter, no district level procedure is in place. In addition, it is important that the district disseminate the information in a manner that it reaches the whole community and not just parents. The district should use the *Mark of Excellence* as the primary medium for reporting quarterly expenditures to parents. The district prints the *Mark of Excellence* monthly and distributes to parents and staff. Additional copies of the *Mark of Excellence* could be made available to the public at select locations, such as libraries, county offices and other local government buildings.

Recommendations

- *The district should develop a uniform method of evaluating how successful schools are at implementing school improvement plans.*
- *The district should comply with law and publicly report lottery fund expenditures on a quarterly basis.*
- *Action Plan 5-3 provides the steps necessary to implement these recommendations.*

² The district annually compiles a document that includes the results from implementation of all school improvement plans; however this document does not include any district-level analysis of which expenditures appear to be more successful than others.

Action Plan 5-3

Evaluate the effectiveness of lottery fund expenditures.

Recommendation 1	
Strategy	Annually evaluate the effectiveness of expenditures of lottery funds for enhancement.
Action Needed	<p>Step 1: Develop procedures to analyze the effectiveness of the expenditure of lottery funds. These procedures at a minimum should include:</p> <ul style="list-style-type: none"> • a written document prepared annually that compares the success of schools at attaining goals; • a clear method of evaluating the success of school actions; and • a summary of the most effective methods of attaining goals. <p>Because the SIPs already include much of this process at the school level, the role of the district-level staff will be to consolidate and analyze each school’s information into a district-level document that seeks to answer the question: “What lottery expenditures are most effective for student enhancement.</p> <p>Step 2: Submit the document for approval by the school board and prepare training material for the schools. The training material should emphasize:</p> <ul style="list-style-type: none"> • the reporting requirements; • scoring guidelines; and • record keeping. <p>Again, the intent of this step is not to supplant the training currently provided to SACs, but to supplement the training to include any additional documentation the district staff will require to be able to evaluate the overall effectiveness of expenditure of lottery funds for enhancement.</p>
Who Is Responsible	Director of Accountability, Testing, Evaluation, and School Improvement.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2	
Strategy	Communicate to the public, on a quarterly basis, how the district is using its lottery funds, including the benefits derived from those funds.
Action Needed	<p>Step 1: Develop a process to inform the school district community and the general public, on a quarterly basis, how the district is using its lottery funds and the benefits associated with those funds. The Communication Director should ensure that the district reports the lottery expenditures and benefits in:</p> <ul style="list-style-type: none"> • the <i>Mark of Excellence</i> newspaper; • the school newsletters; and • press releases to inform the general public and community.

- Step 2: Develop procedures that relate to the expenditure of lottery funds by district staff and that at a minimum include:
- a process to ensure lottery funds allocated in the budget do not exceed the district’s appropriation of lottery funds;
 - proviso requirement (define enhancement and identify types of expenditures that are considered consistent with its definition of enhancement);
 - a rationale for why the expenditures are consistent with the districts definition of enhancement; and
 - benefits derived from various types of expenditures.
- Step 3: Develop procedures that relate to the expenditure of lottery funds by SACs, that at a minimum include:
- the SAC’s requirements regarding the expenditure of funds;
 - accounting guidelines; and
 - reporting requirements.
- Step 4: Include the procedures that relate to the expenditure of lottery funds by SACs in the school’s business practice manual that is currently being developed by the Director of Planning, Budgets, and Reporting.
- Step 5: Submit the procedures identified above to the state Department of Education as required in proviso language.

Who Is Responsible	Director of Planning, Budgets, and Reporting.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

6 Student Transportation

The Brevard County School District generally provides adequate and appropriate transportation. The district needs systems to evaluate the performance and cost efficiency of its transportation.

Conclusion

The Brevard County School District generally provides adequate and appropriate transportation, but could improve in evaluating performance and cost effectiveness. Overall, MGT's conclusions in the areas of appropriate and cost effective transportation; adequate transportation; and safe and efficient system are:

- The district has not established cost-comparison benchmarks based on standards from similar districts and other organizations, taking district conditions into consideration. (page 6-6)
- The district uses cost comparisons to increase efficiency by identifying alternative methods of providing transportation and maintenance services, such as privatization and outsourcing. However, overall operations have not been assessed. (page 6-12)
- The transportation program accurately accounts for direct and indirect costs, while excluding costs attributable to other district vehicles or programs. (page 6-14)
- The district does not regularly review and report on its student transportation performance in comparison to its established benchmarks and adjust its operational structure and staffing levels to improve efficiency. (page 6-15)
- Costs are not routinely analyzed and controlled based on reliable projections and conditions in the district that influence costs. (page 6-17)
- The district continuously improves purchasing practices to decrease costs and increase the efficiency of the procurement of goods and services. (page 6-19)
- The district has an informal plan for the cost-effective replacement and management of vehicles based on a systematic method to project the number of buses needed to meet transportation needs. (page 6-22)
- The district has implemented inspection and maintenance practices to ensure that all vehicles in service meet or exceed state safety operating requirements. (page 6-25)
- The district has procedures and practices in place to ensure that vehicles are garaged, maintained, and serviced in a safe and economical manner. (page 6-27)
- The school district provides transportation to meet the educational needs of special education pupils through individual educational programs (IEPs) as provided in Public Law 94-142. (page 6-31)

- The district's transportation routing system is periodically reviewed to provide maximum safety for pupils and staff and efficiently meet the needs of the district. (page 6-34)
- Staff, drivers, and pupils are instructed and rehearsed in the procedures to be used in an accident or disaster. (page 6-39)
- The district has adequate hiring and training policies, but still has difficulty employing and retaining an adequate number of appropriately qualified bus drivers. (page 6-41)
- The district has a policy on drugs and alcohol for all Transportation Department employees and enforces that policy. (page 6-45)

Fiscal Impact of Recommendations

There is no fiscal impact associated with implementing transportation action plans or recommended program improvements, all can be implemented with existing staff and resources.

Background

Brevard County is a coastal county comprised of 995 square miles. It is the ninth most populated Florida county and is eleventh among the nation's fastest growing metropolitan statistical areas. The large majority of its population, 85 percent, are in urban or suburban areas, but the sheer size and coastal nature of the county presents challenges for the district's Transportation Department.

The Brevard County School District's transportation fleet is one of the largest in Florida and the 65th largest fleet in the nation. Its buses travel six million miles per year, or 36,000 miles per day on an average school day. In 1997-98, the Brevard County School District Department of Transportation transported an estimated 27,079 of the district's 67,872 students, or approximately 39.9 percent of enrolled students. To cover the district's 3,100 miles of roads, the department operated 379 buses in daily service.

Exhibit 6-1 presents some comparative information on the Brevard Transportation Department and its peers. As the exhibit shows:

- Brevard transports a lower percentage of total students than all its peers (except Volusia) and the state.
- Brevard's percent of total district staff in transportation is 6.86 percent. This is lower than all but one of its peers and lower than the state figure of 8.28 percent.
- Brevard lies in the middle of its peers in terms of the number of buses in daily service, but due to its elongated geography has one of the highest numbers of bus maintenance facilities.
- With transportation expenditures exceeding \$13 million in 1997-98, Brevard's transportation expenditures are 4.41 percent of the total district expenditures. This is lower than all but one of its peers and lower than the state average of 5.10 percent.

Exhibit 6-1

Brevard's 1997-98 Transportation Statistics Are Comparable to its Peers

Measure	Brevard	Lee	Orange	Polk	Seminole	Volusia	State
Square Miles	995	803	910	1,823	298	1,113	54,157
# of Students Enrolled	67,872	53,787	133,653	76,493	56,921	59,310	2,290,726
# of Students Transported	27,079	29,637	57,421	40,668	24,341	23,163	969,213
% of Students Transported	39.90%	55.10%	42.96%	53.17%	42.76%	39.05%	42.31%
# of School Centers	76	68	145	113	54	69	2,580
Busing for desegregation?	Yes	Yes	Yes	Yes	Yes	Yes	NA
# of Student Transportation Staff	500	849	1,627	736	477	463	21,143
% Transportation of All Staff	6.86%	14.39%	9.78%	8.05%	8.55%	6.15%	8.28%
# of Buses in Daily Service	379	532	900	452	305	237	13,974
# of Bus Maintenance Facilities	4	4	2	3	1	4	127
# of Miles Driven	5,974,535	10,782,359	15,844,955	7,430,261	5,839,501	4,910,982	268,221,037
Student Transportation Expenditures	\$13,462,842	\$17,665,989	\$40,523,684	\$18,869,441	\$13,382,920	\$12,104,707	\$594,823,894
% Transportation of All District Expenditures	4.41%	6.16%	5.07%	5.07%	5.11%	4.31%	5.10%

Source: Q-Link: Florida School District Transportation Profiles, 1999.

Total expenditures for the Transportation Department for the 1997-98 school year were approximately \$13.5 million. Exhibit 6-2 summarizes the operating expenditures and total expenditures (which includes operating expenditures, bus purchases, and a 10 percent bus replacement cost) for the department. The 1997-98 expenditures were less than the previous year due to budget constraints throughout the district.

Exhibit 6-2

Transportation Expenditures for the Last Three Years Have Declined

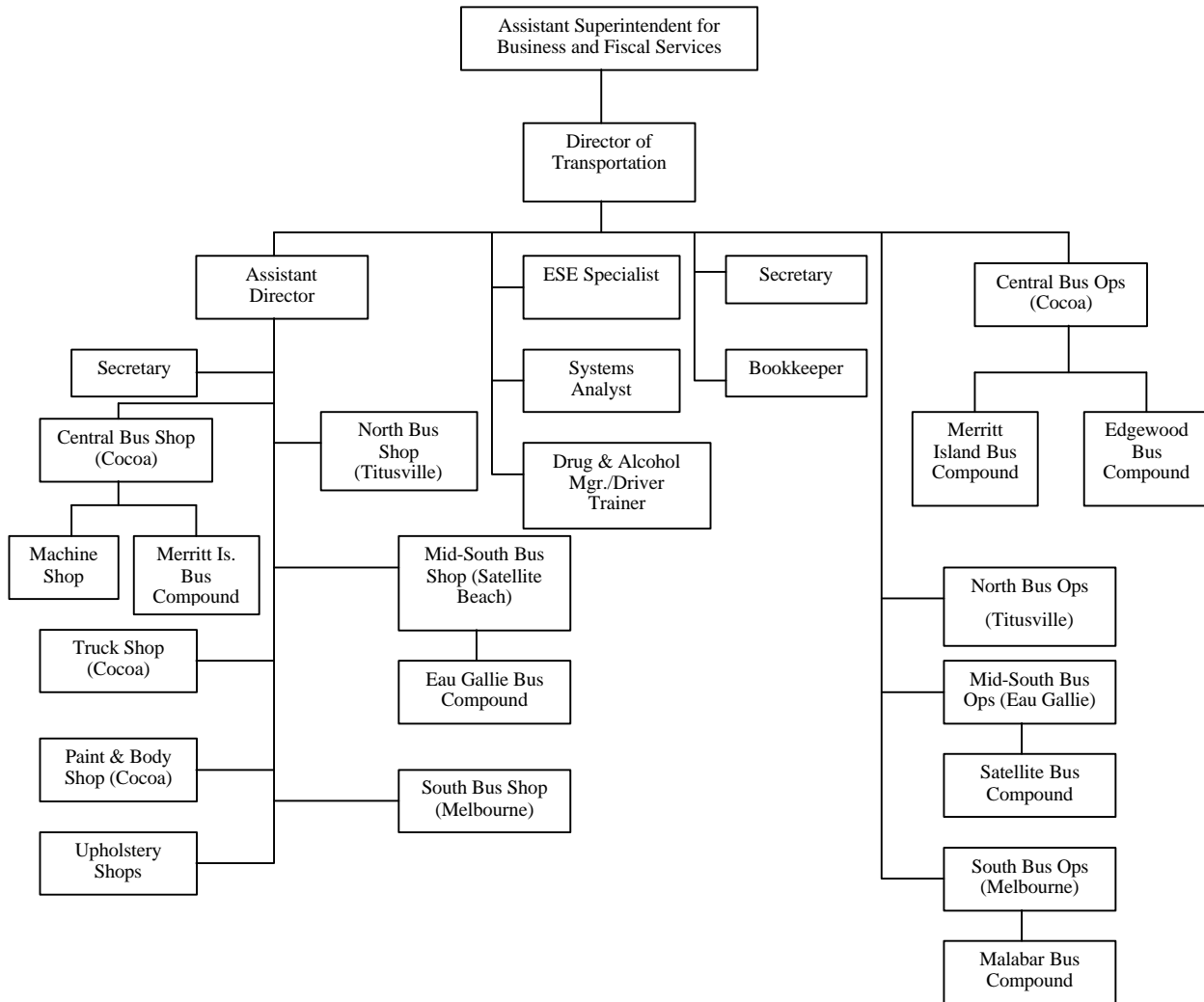
Item	1995-96	1996-97	1997-98
Operating Expenditures	\$12,134,580	\$12,102,729	\$11,468,074
Total Expenditures	\$12,198,760	\$14,007,628	\$13,462,842
% of All District Expenditures	4.03	3.85	4.41

Source: Q-Link: Florida School District Transportation Profiles, 1999; Brevard County School District.

The department has 500 total positions, of which 377 are drivers, and 43 are substitute drivers. Exhibit 6-3 provides an organizational chart for the department. A director who reports to the Associate Superintendent for Financial Services heads the Transportation Department. In addition to the drivers, transportation staff is dispersed among four areas: central area, north area, south area, and mid-south area. Each of these areas has a bus driver supervisor, a secretary, an office clerk, and two router/trainers. Two of the areas also have a bus driver supervisor assistant. Each of the areas has a bus maintenance and repair shop. The director, assistant director, senior systems analyst, drug and alcohol program manager, and accounting staff are located within the central area facility.

Exhibit 6-3

Organization of the Brevard County Transportation Department



Source: Brevard County Transportation Department.

The Transportation Department has implemented a number of significant reductions in its program operations during the last year. Exhibit 6-4 shows the notable accomplishments of the department.

Exhibit 6-4

The District Has Had a Number of Notable Accomplishments in Transportation in the Past Year

-
- The department reduced its budget by approximately \$1 million as part of districtwide budget cuts in 1998. It managed this by:
 - cutting 10 bus routes;
 - reducing courtesy transportation;
 - eliminating unfunded transportation, including driver education and shuttles for the work, after school, and gifted programs for a total cost savings of \$237,599;
 - eliminating 23 bus driver positions (through consolidation of routes and elimination of courtesy transportation) which created a cost savings of \$254,580 in hourly wages;
 - reducing operating budget expenses from various categories, including administrative office expenses, bus driver uniforms, and the computerized transportation mapping system for a total of \$373,900; and
 - eliminating five staff positions in the transportation office and the fleet maintenance garage for a cost savings of \$122,141.

Source: Brevard County School District.

Are the Best Practices for Appropriate Transportation Being Observed?

Goal: The district provides appropriate transportation for its students in a cost-efficient manner, without compromising safety.

1 The district compares the cost of its operations to other districts, but it has not established cost-comparison benchmarks based on standards from similar districts.

The Transportation Department compares the cost of its operations to other districts, but could improve. The department has not established adequate cost benchmarks based on standards from similar districts.

The Department Has Goals for District Comparisons

The department has identified a set of other school districts for comparison purposes and compares the costs of its own programs to these districts. The district's goals in these comparisons are:

1. to be on the positive side of the average for these selected districts, and
2. to be on the positive side of the state average.

However, the Transportation Department has not set actual cost benchmarks that it can use to measure its cost efficiency. As noted in Chapter 4.0 (page 4-28), establishing and using a benchmark to measure cost efficiency is different from simply comparing operations to a set of similar districts and attempting to beat the average of those districts. This does not provide a consistent set of measures for the department or a specific, constant goal for the department to meet or exceed.

The District Should Improve its Selection of Comparison Districts

The district has selected several school districts for comparison purposes, but some are not close enough in demographics to provide accurate information. The Transportation Department uses Escambia, Indian River, Orange, Osceola, Polk, and Volusia counties as comparison school districts.

The Transportation Director's primary criteria for selecting these comparison school districts were:

- the geographic area of the district (square miles that school buses have to travel);
- its proximity to Brevard County;
- the size of the school district's bus fleet;
- the total number of employees in its Transportation Department; and
- the district's total population and student enrollment.

The director's primary source of information on comparative school districts is the publication *Quality Link: Florida School District Transportation Profiles*. This publication is created annually by the Department of Education.

Exhibit 6-5 presents demographic information for the Brevard County School District and the comparison school districts. The information includes total county population, student enrollment, and the geographic size of the district. The data shows that Indian River and Osceola are significantly below the population size and student enrollment of the other school districts. At the other end of the spectrum, Orange County's total population and student enrollment are significantly larger than the other districts. In fact, Orange's population is nearly twice that of the next largest population among the comparisons (Brevard). Indian River and Osceola have significantly fewer service buses and spare buses in their inventories and far fewer bus drivers than Brevard or the other three comparison districts. Orange County has significantly more service buses, more spare buses, and more drivers than Brevard or the other three comparison districts. Because the characteristics of these districts vary from Brevard and the other three comparison districts, they are not useful for comparisons.¹

¹ However, because the Superintendent has selected Orange County as one of the peers for the best financial management practices review, it has been included elsewhere in this report as a peer. The determining factor in the Superintendent's inclusion of Orange County was its close geographic proximity, which means that the district must often compete with Orange for employee resources and should often have the same opportunities for regional services.

Exhibit 6-5

Brevard’s Selection of Transportation Peers Could be Improved

	Brevard	Escambia	Indian River	Orange	Oseola	Polk	Volusia
Total Resident Population	398,995	263,078	90,454	677,040	108,000	397,414	370,629
Student Enrollment	67,872	45,780	14,317	133,653	38,740	76,493	59,310
Size (square miles)	995	661	497	910	1,350	1,823	1,113
% of Students Transported	39.9%	45.7%	42.3%	42.9%	46.0%	53.1%	39.0%
Daily Service Buses	477	402	82	1,090	127	526	239
Spare Buses	66	76	22	138	23	52	79
# Bus Maintenance Facilities	4	2	1	2	2	3	4
# Bus Compounds	9	11	2	7	14	0	6

Source: *Quality Link: Florida School District Transportation Profiles, 1999.*

The Transportation Department should select comparable districts in terms of number of students served and the size of bus fleet. Moreover, the available evidence suggests that the district is frequently selecting counties for comparison because they are in close geographic proximity, not because they operate model efficient transportation programs. The district should select as peers other districts that are comparable in fleet size, face similar geographic challenges (particularly similar to Brevard’s long coastline), and transport a similar percentage of total student body. The district should select also at least two peers that operate exemplary transportation programs.

Department Should Better Track Average Bus Occupancy

Average bus occupancy is a measure of how many students ride a bus daily. It is a recognized as a standard measure in Florida and across the nation, of the relative efficiency of student transportation operations. The more efficiently a transportation department is managed, the greater number of students will be accommodated on a given bus and the fewer number of buses a district will be needed. Thus, fewer buses will be purchased, fewer bus drivers are needed, and fewer vehicle maintenance and support staff hours are needed. Therefore, average bus occupancy is a direct reflection of how efficiently a transportation department is managing its operations.

The Brevard Transportation Department does not track average bus occupancy in comparison to its peers or over time. However, as Exhibit 6-6 shows, in comparison to its peers, the district has a relatively high average bus occupancy rate. The district also has a relatively low operational cost per student transported.

Exhibit 6-6

Brevard’s Average Bus Occupancy is Comparable to Peers

District	Average Bus Occupancy	Operational Costs Per Student
Brevard	71.45	\$418.31
Lee	55.76	561.78
Orange	63.80	608.35
Polk	89.97	388.67
Seminole	79.94	527.26
Volusia	97.94	432.05
Peer Average	64.57	419.69
State	69.42	\$538.51

Source: *Q-Link: Florida School District Transportation Profiles, 1998 (Draft)*, for 1997-98, Department of Education and MGT calculations.

Department Should Track Supervisory Staffing Ratios

Staffing ratios are another important measure of the efficiency with which a department is run. Currently, the department does not track any supervisory staffing ratios in comparison to its peers. However, as Exhibit 6-7 shows, in comparison to its peers, the district’s staffing ratios for supervisory, non-supervisory operational, and clerical positions to the total number of transportation positions are comparable to its peers. Brevard has one transportation supervisor for every 38.5 transportation employees; the peer average is one for every 45.9 employees. Brevard has one non-supervisory operational position for every 35.7 transportation positions; the peer average is one for every 41.0. Brevard has one transportation clerical position for every 45.5 transportation positions; the peer average is one for every 72.8. Although Brevard’s ratios are lower than the peer averages, in no case is Brevard’s ratio the lowest of the group.

Exhibit 6-7

Brevard’s Supervisor to Staff Ratios Are Comparable to Peers

District	Ratio of Supervisory to Total Positions	Ratio of Non-Supervisory Operational to Total Positions	Ratio of Clerical to Total Positions
Brevard	38.5	35.7	45.5
Lee	47.2	34.0	212.3
Orange	65.1	-	31.3
Polk	52.6	105.1	73.6
Seminole	31.8	-	22.7
Volusia	33.1	66.1	24.4
Peer Average	45.9	41.0	72.8

Source: *Q-Link: Florida School District Transportation Profiles, 1998 (Draft)*, for 1997-98, Department of Education and MGT calculations.

The District Should Develop Cost Comparison Benchmarks

Benchmarks are expectations of how well an activity or function such as student transportation should perform. When an organization tracks its actual performance over time and compares that performance with the benchmark (i.e. the expectation), it can improve both the management of its operations and its accountability to the public. While the Brevard County Transportation Department has identified several comparison districts, and a series of operational features for comparisons, the department has not established any actual cost-comparison or other performance benchmarks for student transportation.

The Transportation Department uses the annual update of *Quality Link: Florida School District Transportation Profiles* as its primary source of information in conducting basic cost comparisons of operations in school districts the department considers demographically compatible. The director prepares cost comparisons with other school districts annually at approximately the time that *Quality Link* is issued by the state of Florida and prior to preparation of the school district's operating budget. There is no evidence that the department has made an effort to define a standard of exemplary school transportation performance for comparison purposes for school districts throughout the state. Also, other than comparing itself to selected districts using *Quality Link* data, there is no evidence that the district compares itself to other districts and public or private organizations that offer more efficient or cost effective services.

Recommendations

- *The Transportation Department should choose comparable districts for future comparisons. The department should be more selective in choosing comparison districts, looking not only for districts that are similar to Brevard County demographically, but also looking for districts that have practices in place that Brevard should consider adopting. The Transportation Department should choose comparison districts that engage in exemplary transportation practices that the department can adopt. This will ensure that the department is not only measuring itself against districts with characteristics most like itself, but also give the department insight into new commendable practices that have been successfully implemented in similar districts.*
- *The Brevard School District should adopt cost comparison and other performance benchmarks for student transportation operations that are feasible to collect and useful for evaluating performance. The Transportation Department should track its performance over time in these selected areas and make comparisons with peer districts as appropriate.*
- *Action Plan 6-1 provides the steps necessary to implement these recommendations.*

Action Plan 6-1

Develop Performance and Cost Efficiency Measures for Major Programs and Select True Peer Districts

Recommendation 1	
Strategy	Select peer districts that are more demographically similar to Brevard to compare transportation operations.
Action Needed	<p>Step 1: Review other Florida school districts to identify those that are demographically similar to Brevard County. The criteria should include at least the number of students served, the size of the bus fleet, the average bus occupancy, the population density of the district, and the average mileage per year.</p> <p>Step 2: Review other Florida school districts to identify those that are performing at an exemplary level. Select at least two that are similar to Brevard. If no districts are found to be at an exemplary level, the district may wish to consider exemplary districts in other states.</p> <p>Step 3: Begin collecting and monitoring data related to transportation from existing the comparison and exemplary districts.</p>
Who Is Responsible	Director of Transportation.
Time Frame	The department should begin identifying additional peer districts by the beginning of the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 2	
Strategy	Develop appropriate program performance and cost efficiency measures.
Action Needed	<p>Step 1: Review performance measures currently collected and assess the validity of each as an appropriate indicator of performance (refer to Exhibit 4-13 for the elements composing good performance measures).</p> <p>Step 2: Develop additional measures, as necessary, that indicate progress toward program goals and objectives. Verify that the measures developed:</p> <ul style="list-style-type: none"> • identify detailed input and outcome measures and indicators of efficiency and effectiveness; • focus on desired results and outcomes not just on activities; and • identify how performance measures link to the budget and the measures in the district’s strategic plan. <p>Step 3: For each performance measure, identify the data needed.</p> <p>Step 4: Identify data currently either not available, accessible or in the format needed to determine progress toward program goals and objectives.</p>

	Step 5: Establish methods for obtaining data necessary to support performance and cost efficiency measurement.
	Step 6: Submit performance and cost efficiency measures to the Office of Accountability, Testing & Evaluation, Associate Superintendent for Financial Services, and Superintendent for review, revision, and approval.
	Step 7: The Office of Accountability, Testing & Evaluation will review the measures to ensure that they include linked inputs, outputs, and outcomes, can be related to program costs, can be used to effectively evaluate the program, and will indicate when a program should be reviewed to reduce costs.
Who Is Responsible	Director of Transportation and the Office of Accountability, Testing & Evaluation.
Time Frame	February 2000
Fiscal Impact	This can be implemented with existing resources.

2 The district uses cost-comparisons to increase efficiency by identifying alternative methods of providing transportation and maintenance services.

The district uses cost-comparisons to increase efficiency by identifying alternative methods of providing transportation and maintenance services, but needs to identify ‘exemplary’ school districts, private, and other public sector organizations to use for cost-comparisons. The Transportation Department uses outsourcing as a tool to obtain services more efficiently. The department issues annual request for proposals (RFPs) to outsource various fleet maintenance functions and support services, and is considering releasing an RFP requesting bids for personnel staffing companies to provide substitute bus drivers as needed. The department has not yet conducted any cost-comparisons or developed an RFP to solicit costs from private transportation vendors to outsource student transportation.

The Department Outsources Some Services, But Has Not Identified Benchmark Private Sector Agencies

The Assistant Director of Transportation oversees all maintenance on school buses and support vehicles at four countywide bus compounds. Annually, he determines the in-house cost of providing various fleet maintenance support services. He then issues requests for proposals (RFPs) to private automotive dealers and repair shops, auto parts shops, and body and machine shops throughout Brevard County and Orlando to obtain price quotes for providing the same services. The district outsources support services that are less costly obtained outside the department. Over the last five years, the department has been able to identify certain types of regularly needed services and equipment that are easier, more practical, and less expensive to obtain through private vendors.

The assistant director receives the RFP responses and reviews them for completeness and compliance with requirements. MGT reviewed a sample of bid awards and confirmed that the department awards contracts to the lowest bidder. Although the district is saving money by contracting out those services which private vendors can provide less expensively than in-house staff, the district has not documented the extent of savings.

The department is also considering the possibility of outsourcing other services. For example, in response to the acute bus driver shortage, the Transportation Department is considering issuing an RFP to private staffing organizations in the area to provide on-call substitute bus drivers as needed. The private staffing company would furnish the personnel to run the daily bus route as long as the school district has need of their services.

The Department Has Not Identified Exemplary Comparison Districts, Other Public Sector Organizations, or Private Sector Organizations on Which to Base Cost-Comparisons

The district has identified six other school districts that it uses for cost comparisons -- Escambia, Indian River, Orange, Osceola, Polk, and Volusia counties. Brevard County has conducted cost comparisons with these other districts, such as cost per mile, salaries and benefits as a percentage of operating expenditures, average salaries, and expenditures per student. However, the Transportation Department has not conducted cost comparisons to other public and private sector organizations to evaluate the Transportation Department for potential outsourcing.

There are three concerns with the cost comparisons that the department conducts with other districts. First, as discussed previously, three of these comparison counties do not have similar enough characteristics to be considered legitimate comparisons to Brevard. Second, there is no evidence that these districts were chosen because they engage in any exemplary transportation practices. Rather, they appear to have been chosen because of their proximity to Brevard. Third, although the department compares its costs to these six districts each year, there is no evidence that the department has developed or follows a written action plan with implementation steps to make needed improvements in operations on the basis of any deficiencies identified through these comparisons.

Privatization of Entire Student Transportation Operation Has Not Been Assessed

The department regularly compares the costs of maintenance services with private vendors to identify activities that can be performed at lower costs by private companies. Many services have been outsourced as detailed previously. However, the department has not evaluated the possibility of privatizing student transportation as a whole. Several vendors provide total student transportation services to school districts across the country. The district has not assessed whether a private company could provide transportation services less expensively than the district. Without such an evaluation, there is no assurance that student transportation services are being provided in the most cost-effective manner.

Recommendation

- *The department should identify private companies to use in conducting cost comparisons of operations. The department should compare the costs of its entire operations, not just selected aspects of vehicle repair and maintenance, to determine if other services could be outsourced. This should include cost comparisons for providing all student transportation services in-house compared to having a private vendor perform those services for the district. Even if the district chooses to continue providing the services, ongoing cost comparison will provide valuable information on how effective and cost-efficient student transportation services are compared to private vendors.*

3 The transportation program accurately accounts for direct and indirect costs, while excluding costs attributable to other district vehicles or programs.

The Transportation Department accurately accounts for direct and indirect costs in its budget. It appropriately excludes costs attributable to district vehicles that do not provide student transportation.

The Department Budget Accurately Accounts for Costs

The department's budget provides detailed information on expenditures, including salaries and benefits, supplies, fuel, utilities, debt services, capital outlay, and other expenditures. The budget details the total amount allocated for an item, the year-to-date expenditures, current encumbrances, and the available budget. Monthly summaries of budget and expenditures are run for the department by the Finance Department. The budget excludes costs attributable to other programs.

The "Funds Used and Available" report, a monthly budget status document produced by the Transportation Department, is used to track spending throughout the budget year in even more detail. It includes information on budgeted expenditures for such items as driver physicals, gasoline, diesel, parts, tires/tubes, and other mechanics expenses. The document also includes information on driver uniform costs, the annual cost of the computerized mapping system, and mandatory drug and alcohol program testing. The report also shows the original budgeted expenditure and the percent of funds used and available. Knowing the percent of funds that have been used and available is useful in keeping track of spending in the course of a budget year.

Department Budget Excludes Support Vehicle Maintenance

The department is responsible for maintaining and servicing all support vehicles. Nevertheless, the district's support vehicle fleet is budgeted under an entirely separate account from the Transportation Department. The department has a separate staff of mechanics within the fleet maintenance section assigned with maintenance responsibilities for support vehicles. Thus, the department manages to separate all direct costs for support vehicles from the direct costs for student transportation.

One area in which the district could improve its budgeting and accounting is to account for the indirect cost of housing support vehicles at the district's various bus compounds. Currently, support vehicles are located with buses in the same compounds, but the full cost of the compound, such as utilities, is borne by the budget for buses. The indirect cost of housing support vehicles is not reflected in the budget for them.

Recommendation

- *The Transportation Department should develop an accounting procedure to separate the indirect costs of housing district support vehicles from the overall indirect costs.*

4 The district does not regularly review or report transportation performance in comparison to benchmarks in order to adjust operational structure or staffing levels for improved efficiency.

The Transportation Department compares its operational and administrative characteristics with other districts. However, it has not established actual performance benchmarks -- expectations of how well the department should perform its functions; it has only established comparisons with other districts, which may or may not be performing at exemplary levels themselves. As a result of a district funding shortage, the department has taken specific steps within the past year to change its operational structure and staffing levels to improve efficiency. However, these steps were taken in response to a budget crisis, not as a result of evaluating the cost and performance of the program using established benchmarks. Thus, the department does not use performance benchmarks, and evaluations of operations in comparison to those benchmarks, to adjust operations as necessary to improve.

The Department Has Not Established Benchmarks

The Transportation Department reviews its operational and administrative characteristics and compares them to its selected districts. However, it has not established true benchmarks – expectations of how well the department should be doing in various measurements. Comparisons of operational and administrative characteristics with other districts are of limited use without the establishment of performance or cost benchmarks. Without established benchmarks, it is difficult for department staff or district administrators to know how well the Transportation Department is performing. For example, beyond the general goals of being “on the positive side of the average for selected districts” or “on the positive side of the state average” when doing comparisons on operational and administrative characteristics, the department has no current expectations about characteristics such as operating cost per mile, expenditures per student, number of accidents per 100,000 miles, or vehicle breakdowns per 100,000 miles. Without established benchmarks, the district has not developed regular reports on actual performance compared to established standards of performance. This information would provide the department with tools to evaluate performance and identify areas for improvement and increased efficiency.

The Department Should Conduct Formal Evaluations of Performance

The Transportation Department has implemented a number of significant reductions in its program operations during the last year, as noted in the background section of this chapter. The budget and program area reductions were stimulated by a need to reduce school district expenditures in light of a districtwide budget shortfall. The department staff worked with the Associate Superintendent for Financial Services to make decisions where to cut the department’s budget. The Transportation Director acknowledges that the elimination of courtesy transportation and the consolidation of bus routes have led to increased efficiency for his staff because of the elimination of bus stops close to school facilities. The budget reduction and shortfall caused the Transportation Department to closely evaluate its program operations, but the staff does not regularly complete a documented written analysis of program operations based on an established set of written benchmarks.

Formal evaluations would provide the district with information on performance that could be used to identify areas for improvement. Evaluations would also provide information to the public and the school board. Because the department does not regularly evaluate its cost efficiency or performance, it is unable to report the information such evaluations would provide to either the Superintendent or other appropriate administrative personnel.

Recommendation

- *Once the district has established its performance and cost efficiency measures, as recommended in Action Plan 6-1, it should also develop appropriate benchmarks upon which to conduct regular evaluations.*
- *The district should identify the most suitable format and time frame for reporting its evaluation of its actual performance compared to those benchmarks.*
- *Action Plan 6-2 provides the steps necessary to implement these recommendations.*

Action Plan 6-2

Develop Benchmarks and Evaluation Reporting

Recommendation 1	
Strategy	Develop transportation benchmarks.
Action Needed	<p>Step 1: Identify key performance measures of cost, quality, and efficiency. These measures should be the ones that are most illustrative of performance or cost efficiency. These could include average bus occupancy, average operational cost per student per year, accidents, driver hours, lifetime vehicle operation costs, etc.</p> <p>Step 2: In addition to the previously selected peer school districts, pick other model organizations. These would include government agencies or private companies that have similar transportation programs with which the department could compare its performance and cost efficiency.</p> <p>Step 3: Identify best-of-class organizations that perform similar transportation functions.</p> <p>Step 4: Contact the peer organizations to determine whether the appropriate performance data needed are available and reliable.</p> <p>Step 5: Determine how the data will be used to draw conclusions about the transportation function. For example, establish standards by determining whether Brevard County School District program performance will be compared to the average of the peer districts, the highest performing organization, the organization with the lowest cost, etc. As part of this determination, identify the transportation performance targets.</p> <p>Step 6: Collect the data from benchmarking organizations. Measure the performance of best-in-class organizations for each performance measure.</p> <p>Step 7: Measure performance and identify gaps between district transportation and those of the benchmark organizations.</p> <p>Step 8: Submit benchmarks to Office of Accountability, Testing, & Evaluation, deputy superintendent, and superintendent for review, revision and approval.</p>
Who is Responsible	Director of Transportation, with the assistance of the Office of Accountability, Testing & Evaluation.
Time Frame	April 2000
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2	
Strategy	Develop a regular reporting mechanism to provide information on the department's performance, which should be an evaluation of the department's actual performance compared to established performance benchmarks.
Action Needed	<p>Step 1: For each established benchmark, develop an appropriate means and frequency of reporting. The format should be easy to read and understandable and include complete explanations about what is being reported. Identify the measures to be reported to senior management and the school board on an ongoing basis.</p> <p>Step 2: During the 1999-2000 school year, provide regular reports at least monthly from staff to the assistant superintendent for business and fiscal services.</p>
Who Is Responsible	The Director and staff of the Transportation Department, in consultation with the Assistant Superintendent of Business and Fiscal Services.
Time Frame	<p>September 1999: Select format and frequency of reporting on benchmarks.</p> <p>October 1999: Begin reporting as part of the collection of baseline performance information for all established benchmarks.</p>
Fiscal Impact	This recommendation can be implemented with existing resources.

5 Costs are not routinely analyzed and controlled based on reliable projections and conditions in the district that influence costs.

The department relies on the annual budget and the monthly budget tracking report of used and available funds as their principal tool to monitor and control costs, but this does not provide an adequate tool to conduct cost analysis. Nor is there a mechanism in place to accurately determine the impact of student growth, school construction, and other factors on the department's future operations.

Additional Analysis of Costs is Necessary

The primary mechanism the department uses to monitor and control student transportation and program operating costs is the budget funds used and available report. The report provides detailed information on the amount of funds that have been spent and the amount that remains for budget items such as fuel, oil/grease, tires/tubes, and similar fleet maintenance repair expenditures and also such areas as copy machine expenditures and drug and alcohol program costs. The Transportation Director and the Assistant Director of Transportation discuss and review these reports on a monthly basis to determine if expenditures are within budgeted program amounts for the fiscal year. If costs exceed budgeted amounts for the month or year, department management makes adjustments to the budget. The department does not have adequate tools to conduct analysis of student transportation costs.

The department uses CIMS, the districtwide standard for financial and accounting software, to identify and track costs and expenditures. Transportation staff uses CIMS to enter purchases and expenditures. The CIMS accounting module produces monthly budget funds used and available reports. Though the system allows tracking of the department's routine financial transactions, it does not provide enough information for the department to make reliable projections of future costs.

The department reviews detailed information on the amount of funds spent and remaining for various budget items. By reviewing this information over the past several years, the department can determine the amount spent for specific activities and whether costs have changed dramatically in a particular area. The department also uses information on past expenditures to project future costs. The department does not have mechanisms to analyze the factors that influence costs, such as changes in enrollment, the opening and closing of schools, and the siting of new schools. Instead, the department reacts to these factors as they occur. The department assumes that it will maintain the same expenditures for the next year as they were in the previous year, with minimal increases.

The Department Has Few Tools to Analyze and Project Student Transportation Costs

The Transportation Department uses a computer program commonly used by other school districts across the State of Florida to calculate FTE projections. The process takes into account new housing, building and employment growth, as well as information on new schools that will be located in particular areas of the county. FTE projections are the primary source of information in predicting future demands for bus service in Brevard County. In budget planning, the Transportation Department assumes it will maintain the same expenditures for the previous year with minimal increases. The only other projections of future costs available to the department are based on average expenditures in transportation program operational areas over the last five years. However, there is some question of the reliability of this information because the information comes from the CIMS system, and the district has problems with CIMS, as noted in several other chapters of this report.

Department Has Limited Involvement in District Growth Strategies

The Transportation Department is typically only advised of the closing, consolidation, and opening of new schools by the school district Office and Facilities Department once decisions are made and construction begins. There is no evidence that the department directly participates in long range planning for how to respond to changes in school openings and closings. Transportation Department staff has an opportunity to provide input through examining architectural design drawings for future schools at meetings with facilities planning staff. The staff makes recommendations for design improvements that will facilitate efficient bus loading and unloading, away from other areas of traffic congestion. Because the department has limited involvement in district growth strategies, it is unable to provide the district with information on the transportation implications of alternate school site selections.

Recommendations

- *The department should conduct analysis of its expenditures and costs over multiple years to determine trends at least annually. After this analysis is conducted the first time, the department should use this information to develop cost benchmarks.*
- *District administration should ensure that the Transportation Department is actively involved in planning for new school siting, construction, and closures, as well as other actions the district takes to deal with changes in enrollment. The department should use the information it gathers from this process in its analysis of student transportation costs.*
- *Action Plan 6-3 provides the steps necessary to implement these recommendations.*

Action Plan 6-3

Analyze Costs Based on Reliable Projections

Recommendation 1	
Strategy	At least annually, conduct analysis of department expenditures over multiple years to determine trends.
Action Needed	<p>Step 1: Conduct an analysis at least annually of expenditures in each budget category and line item by reviewing spending in each area for the past three to five school years.</p> <p>Step 2: Review program areas to identify rising costs and the factors related to them. The program areas should include salaries, routing, and vehicle maintenance at a minimum.</p> <p>Step 3: Beginning in second year implementation of this recommendation, compare annually expenditures in each budget category and line item with projections of identifiable costs completed in previous year.</p> <p>Step 4: Based on this analysis, revise projections of identifiable costs for the next three years.</p> <p>Step 5: Based on this analysis, identify ways to control transportation costs.</p> <p>Step 6: Implement methods to control transportation costs.</p>
Who Is Responsible	The Director and staff of the Transportation Department, in consultation with the Assistant Superintendent of Financial and Business Services.
Time Frame	Beginning in the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 2	
Strategy	Involve Transportation Department management in the planning of new school siting, construction, and other actions the district takes to deal with enrollment changes.
Action Needed	Step 1: Include department management in school planning so they can provide input from a transportation point of view and be able to take planning assumptions into account in planning for future transportation needs.
Who Is Responsible	The Director of Transportation and the Assistant Superintendent for Facilities.
Time Frame	Beginning in the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

6 The district continuously improves purchasing practices to decrease costs and increase the efficiency of the procurement of goods and services.

The department issues annual bids for services and supplies that it uses regularly and in high volume and conducts its bidding processes in accordance with the district’s purchasing policy. The department uses the state purchasing pool where cost effective and is exploring forming a local buying pool for some items.

The department could improve the documentation of its evaluation of purchasing practices as it identifies ways to improve efficiency and reduce costs.

Competitive Bids Are Issued Annually for High-Usage Parts and Supplies

The Transportation Department closely follows Brevard County Schools Purchasing Policy in soliciting bids for high volume parts and supplies. The assistant director prepares detailed specifications of the items to bid, and then uses the services of the Purchasing Department to solicit bids from vendors and conduct the bid process.

The Purchasing Department notifies the assistant director when a contract for high volume supplies, such as gasoline and oil, is due to expire. The Transportation Department has the option to extend the contract for another year at the same terms and price or to re-advertise and solicit new bids from vendors. The primary reason for extending a contract is that a vendor will be able to continue to provide the same level of goods and services for an existing price, although to ensure it is getting the best price, the department re-bids all extended contracts at least every three years. The Transportation Department re-bids all non-extended contracts annually.

Parts Specifications for Parts Are Updated as Necessary

The assistant director regularly solicits informal price estimates throughout the year from vendors as part of the budget planning process, in order to assess the market. This is especially true when the Transportation Department wants to change its specification requirements for a particular part or service.

Most of the department's activities to respond to new technology are a result of changes in the state of Florida's bus specifications or from changes in the specifications of part and supplies required by newer school bus models. Therefore, the department works with the Florida Department of Education School Bus Transportation Management Section to stay informed of changes in technology that relate to school bus transportation.

As specifications change, the assistant director works with the school system's Purchasing Department to solicit bids for new technology and specification requirements. The assistant director also regularly solicits bids for secondary support vehicles that include recent changes in automotive technology. Examples of recent bid requests include truck chassis with specific engine, brake, and fuel tank requirements, and truck van bodies with certain lift gate requirements.

The Department Uses State Purchasing Pool

The department participates in the State of Florida Department of Education's School Bus Transportation Management Section's School Bus Purchase program. This pooled purchase of buses allows the district to obtain a lower price than it would attempting to negotiate bus prices with vendors on its own.

The district also uses the state pool for other purchases, such as oil filters, bus body parts, new tires, and support vehicles. The district does not use it for some items because it can get better prices locally than the state pool offers. The Transportation Director is discussing the possibility of conducting other types of joint purchases with other regional school Transportation Departments in the next five years.

Purchased Items Are Evaluated for Compliance and Performance

The Transportation Department evaluates purchased items and supplies as they are used. A company that repeatedly supplies engine parts that are defective, for example, will receive complaints from the department and will not be asked to submit a proposal for a new parts contract the following year. The shop foreman at each bus compound assesses the quality and effectiveness of parts informally on a case-by-case basis.

The major area where department personnel consistently evaluate purchased items is in the purchase of new school buses. Section 215.422 of the Florida Statutes require that each district inspect and accept or reject each bus within five business days, and pay for each accepted bus within 40 days following the five day inspection period. The district uses the State of Florida's standard checklist in evaluating school buses to be accepted or rejected as they arrive.

School buses that do not meet all district requirements on check-in are returned to the manufacturer. It is uncommon for a bus to be completely rejected and returned to the factory once it has been received by the school district. Shop foremen report that if additional modifications are needed for a new school bus, it is typically for a minor part that can be easily corrected, such as interior lights or the driver's school bus stop arm control.

The district should improve documentation of whether transportation purchasing practices have improved efficiency and reduced costs. Although it is clear that the district continually seeks reduce costs and improve purchasing efficiency (based on annual RFPs, evaluations of purchase items, and use of state purchasing pool), the district could improve its documentation of how much money it has saved from such efforts.

Recommendation

- *The department should improve its documentation of the effectiveness of the purchasing process from a transportation perspective. This evaluation should include the cost-effectiveness and speed of the process, and a determination whether there are additional opportunities for the department to engage in more cost effective purchasing through mechanisms such as the state purchasing pool or a local pool.*

Are the Best Practices for Adequate Transportation Being Observed?

Goal: The district maintains an adequate transportation fleet to safely and efficiently meet current and future needs of all students.

1 The district has an informal plan for the cost-effective replacement and management of vehicles based on a systematic method to project the number of buses needed to meet transportation needs.

The district tracks total expenditures for each bus, follows a 10-year replacement policy, and uses an efficient vehicle purchasing policy. These items constitute an informal plan for the cost-effective replacement and management of vehicles. However, the Transportation Department does not have a written comprehensive plan in place that provides a systematic method with clearly established criteria to project needs and determine the appropriate number of buses to purchase.

School Board Policy is to Replace Buses Every 10 Years

The Assistant Director of Transportation tracks the year of each vehicle and the estimated years of its useful life over a 10-year period. The official Brevard County School Board policy is to replace all school buses after 10 years of service, which matches the Florida Department of Education's recommended 10-year bus replacement cycle. The department is in the process of following this schedule, replacing 40 buses a year over a five-year period beginning in May 1998. The cost analysis for this replacement is based on an assumption that the cost of a bus will increase six percent a year to include district growth and normal inflation. However, the replacement schedule does not provide any basis for the assumption of a six percent cost increase in vehicles per year or any other criteria that might be considered when developing a bus replacement plan.

The department adheres to the 10-year replacement cycle. Exhibit 6-8 details the number of buses in the department's fleet by the year they were purchased. As the exhibit shows, over half of the fleet has been purchased since 1993. Only one district bus is older than 1988; it was purchased in 1987. Since 1995, the district has consistently bought 45-46 new buses each year. Department staff indicated that continuing this practice will maintain a fleet of adequate size. Although 95 buses will become 10 years old in 2000, the district has increased its efficiency to the point that it will still only need to purchase 45-46 buses to replace them and maintain a fleet of adequate size.

Exhibit 6-8

More Than Half of Brevard’s Bus Fleet Has Been Purchased in 1993 or Later

Year Purchased	Number	Percent of Total
1988	31	7%
1990	95	22
1991	40	9
1992	41	10
1993	25	6
1994	56	13
1995	46	11
1997	46	11
1998	45	11
Total	425	100%

Source: Brevard County Transportation Department.

The Department Does Not Have Repair Versus Replace Standards

The Transportation Department maintains accurate records of its bus inventory, including the age, size, and type of buses in its existing fleet. However, there is no written plan with established criteria for written cost analysis in place for purchasing vehicles. The district follows a 10-year replacement cycle instead. Other than the district’s standard to replace buses once they reach 10 years, the district does not have written standards to determine when to replace a bus before the 10 years is reached. If a vehicle sustains substantial damage or requires a costly service procedure, the district should have a threshold dollar amount in place from which to decide whether to proceed with the work or to remove the bus from service. Having a standard in place, for example requiring departmental approval on all repairs over \$500, would allow the district to examine the repair versus replace question as it applies to individual buses. The district may find that, in some instances it would ultimately be more cost effective to remove a bus from service before it reaches the 10-year mark, rather than repair it. Department staff indicated that it has rarely had buses with such high service needs as to require a repair versus replace analysis.

Vehicle Purchasing Processes Are Efficient

The Transportation Department purchases buses through the state purchasing pool and uses the district’s Purchasing Department to purchase support vehicles. The state bus purchasing pool is the same system used by other county school districts in the State of Florida. Within this pool, districts voluntarily pool their bids in order to command as much bulk purchasing power as possible. The request for proposals issued by the Purchasing Department require vendors to furnish exact and specific information describing their vehicle product’s ability to meet the standards of the Broward County School System. Each system evaluates the vendor’s ability to supply vehicle specification requirements at the lowest possible cost. The purchasing process works well for the department. The entire process to purchase buses takes about 18 months, which includes the development of the bid specifications, bidder response, and receipt and check-in of the vehicles. Old, out of service buses are turned over to the district’s Property Control Department, which sells them to vendors through a closed bid process.

The Department Conducts Cost-Analysis on the Operation of Each Bus Monthly

The Transportation Department currently identifies each bus and support vehicle by number; mileage for the month, year-to-date, and the life of the bus; and the cost of gas, oil-lube, tire-tube, and parts and labor on the bus over the course of the previous year. This helps the shop foreman determine if any vehicles have unusual problems or are using an excessive amount of parts and fuel oil on a monthly basis. The data records on school buses are also closely examined during the 20-day inspection cycle for each bus.

While this analysis is an efficient tool for tracking maintenance costs during the year, it has limited capacity and can not track all expenditures over the life of a bus. However, this system has been in use for just the 1998-99 school year, while the department was switching computer systems. Prior to 1998-99, the department tracked all expenditures over the life of the bus in another software program. When the new Fleet Maintenance Software System is implemented, department staff will be able to rapidly track a vehicle's entire maintenance history and expenditures for its entire 10-year life cycle. The Fleet Maintenance Program software has been acquired by the district and is now in the test run stages prior to full implementation.

Spare Buses Are Available as Needed

The district maintains spare buses and assigns them out as needed. The spares are available for immediate assignment at all of the district's bus compounds. Exhibit 6-9 shows the district's percentage of spare buses in comparison to its peers and the state. The district maintains 66 spares, or 15.5 percent of its total fleet. This percentage is above the peer average of spares comprising 14.4 percent of the total fleet but below the state average of 17.8 percent.

Exhibit 6-9

Brevard's Percentage of Spare Buses Below State Average But Above Peer Average

District	# of Buses	# of Spare School Buses	Spare Buses as Percentage of Total
Brevard	425	66	15.5%
Lee	669	173	25.9%
Orange	1,228	138	11.2%
Polk	578	52	9.0%
Seminole	359	13	3.6%
Volusia	318	79	24.8%
Peer Average	630	91	14.4%
State Average	15,088	2,678	17.8%

Source: *Q-Link: Florida School District Transportation Profiles, 1998 (Draft)*, for 1997-98, Department of Education, with corrections supplied by the districts and MGT calculations.

Recommendation

- *The Transportation Department should develop a written comprehensive plan for the cost-effective replacing and maintaining of district vehicles. The plan should include established criteria for projecting the number of buses and other vehicles needed to meet transportation needs and project vehicle cost accurately. It should also include the assumptions used by the department to conduct repair versus replace analyses in cases where a bus has a higher than acceptable maintenance/repair cost.*

2 The district has implemented inspection and maintenance practices to ensure that all vehicles meet or exceed state operating requirements.

The Transportation Department observes the state-mandated 20-day bus inspection schedule strictly, and has additional standards for ongoing service and maintenance.

Bus Safety Inspection Records Are Complete and Accurate, and Ensure That the 20-Day Inspection is Conducted on Each Bus

The Brevard County Transportation Department follows maintenance procedures in the Brevard County School District Transportation Services Vehicle Maintenance Manual regarding safety records verification on the 20-day school bus inspection. The fleet maintenance shop foreman reviews all 20-day inspection forms as they are completed at the end of the workday to make sure they are complete. At the end of each month, the shop foreman then reviews the number of buses inspected for the month to ensure that all buses have been appropriately inspected within the 20-day interval as required. He enters the number of buses inspected, notes any areas of deficiency to discuss with the mechanic who completed the inspection, and routes the information to the Assistant Director of Transportation. The shop foreman then ensures that the mechanic corrects any deficiency found in the inspection before the bus is returned to service.

The department's vehicle maintenance policy requires that preventative maintenance inspections be performed every 20 days in accordance with State of Florida general statutes. A review of the maintenance records confirmed that 20-day inspections are conducted on all buses. Fleet maintenance mechanics use State of Florida standard inspection form TR-19 to complete inspections. The department use a calendar to stagger inspection dates throughout a typical work month. Inspection schedules are staggered so that at some point during a 20-day period, mechanics will complete one state mandated safety inspection for each regular or spare school bus in service. At the end of each workday, the shop foreman confirms that the school bus mechanic has accurately completed all items of each 20-day bus inspection scheduled for that day.

This process works smoothly. The driver augments the inspection process by conducting daily pre-trip inspections of his bus and determining if any minor repairs are needed. Between the 20-day and daily pre-trip inspections, buses are kept in good working order.

Bus Drivers Conduct Daily Bus Inspections

The Transportation Department requires school bus drivers to complete a daily school bus inspection report prior to beginning the school bus run for the day. The report requires drivers to record the beginning and ending odometer reading and includes the following items for the driver to check:

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- entrance doors and steps;
- all gauges;
- brake pedal;
- all lights, stop arms, and strobe lights;
- scratches and dents inside and out;
- emergency exits for proper operation and buzzer;
- interior of bus for condition, cleanliness, and loose/damaged seats; and
- driver's seat and seat belt for proper adjustment and condition.

The form also requests that the driver make a pupil count and check mileage of a.m. and p.m. routes. The report is to be submitted to the driver's area coordinator every 20 days. The area coordinator reviews the reports to ensure completeness and accuracy.

Drivers are also expected to submit a school bus malfunction report directly to the fleet maintenance shop foreman whenever a problem is detected. The driver cannot start a route even with a minor malfunction until it has been reported to the shop foreman or a mechanic, and the driver is advised of the appropriate action to take.

The Department Has an Effective Maintenance Program

The Transportation Department schedules buses to be inspected every 20 days and support vehicles to be inspected every 60 days. In addition, the department performs other preventive maintenance activities that help keep its buses in good operating condition. Exhibit 6-10 provides some examples of preventive maintenance and the mileage cycle on which the preventive maintenance is performed.

Exhibit 6-10

Preventive Maintenance is Performed According to Mileage Schedule

Preventive Maintenance Activity	Mileage Schedule
Engine filter and oil changes	Every 12,000 miles
Transmission filter and oil changes	Every 25,000 miles
Fuel filter changes	Every 45,000 to 50,000 miles
Coolant changes	Every 48,000 miles
Desiccant changes	Every 75,000 miles
Valve adjustments	Every 40,000, 90,000, or 120,000 miles, depending on type of engine

Source: Brevard County Transportation Department.

3 The district has procedures and practices in place to ensure that vehicles are garaged, maintained, and serviced in a safe and economical manner.

The department regularly maintains and repairs vehicles at its bus compounds located in different areas of the district. It maintains adequate records on vehicle performance and maintenance, and follows required maintenance hours for staffing of mechanics.

Records on Vehicle Performance and Maintenance Are Adequate

The department's maintenance procedure manual requires fleet maintenance staff to complete vehicle maintenance work orders for all types of monthly inspections and repair work performed. A review of department files confirms that work orders are being filled out completely for required inspections and repair work. Blank work order forms are coded and numbered as they are produced and before they are utilized. Maintenance staff is required to provide the following information on the forms:

- vehicle number;
- description of labor performed;
- month, day, and year of service;
- type of service (i.e. monthly inspection, trip inspection, etc.);
- type of part required, description of part, quantity, and the price of each part;
- quantity, size, description, and price of tires and tubes that may be required; and
- amount of oil, lube, tires, tubes, parts, and labor required.

The mechanic submits the completed work order as each service is performed. The work order then becomes a part of the vehicles permanent file. The shop foreman or a designated mechanic enters data on the type of service that was performed, parts involved, into the department's computer database file which tracks service on each vehicle for up to a year.

Within the next six months, the department is implementing a new fleet maintenance software program that will allow staff to rapidly track a vehicle's lifetime service history and immediately detect unusual expenditures.

The new Fleet Maintenance software system will allow mechanics to easily maintain vehicle maintenance work orders in a computer format, but the department still intends to keep hardcopy files of each work order. The school board follows the Florida Department of Education's recommendation in preferring to maintain hardcopy files despite duplication because hardcopy files are automatically recognized as accurate legal records in the event of a court case.

Staffing Ratios Are Efficient

The Brevard County Transportation Department uses a computer program produced by the Florida Department of Education's School Bus Management Division to perform staffing calculations. The program requires the following information to complete the calculation of required technicians per bus and technicians per vehicle:

- number and types of buses;
- number of workdays per year based on contract;
- number of hours shop is open each day;
- number of full-time mechanics (not including shop foremen/ managers); and
- current number of useable work bays.

The program automatically calculates the total number of work hours available to each full-time mechanic and part-time mechanic per day, month, and year. These calculations in turn generate a report which shows the total number of man hours required at 75 percent productivity each month, the total number of man hours per month required to maintain the fleet, and any additional mechanics that may be required to maintain the fleet. The department then uses these calculations to determine the number of mechanics needed. The estimated number of maintenance hours is derived from the total mileage the bus fleet, which drives the required maintenance services.

The ratio of vehicles to technicians' at all four bus compounds is approximately 21 vehicles to every technician. Industry standards normally recommend approximately 20-21 vehicles to one mechanic. The district indirectly uses a ratio of bus technicians to bus miles because it staffs mechanics based on the estimated number of maintenance hours, which comes from bus miles. The ratio of bus technicians to bus miles is important – a geographically compact school district will put fewer miles on its buses over time than a geographically dispersed school district. Thus, in a dispersed school district, the buses will accumulate more mileage and require a greater number of preventive maintenance services.

Exhibit 6-11 compares Brevard's ratios of daily service buses to mechanics and total annual mileage to mechanics with its peers. As can be seen, Brevard's ratio of buses to mechanics is much greater than its peers, an indication of greater cost efficiency. Brevard's ratio of annual mileage to mechanics is also high, although comparable to its peers.

Exhibit 6-11

Brevard's Ratio of Daily Service Buses to Mechanics is Much Greater than Peers; Ratio of Mileage to Mechanics Comparable to Peers

District	Ratio of Buses to Mechanics	Ratio of Annual Mileage to Mechanic
Brevard	20.7	259,762
Lee	12.7	276,471
Orange	9.3	135,427
Polk	15.5	218,537
Seminole	18.2	307,342
Volusia	11.4	233,856
Peer Average	13.4	234,327

Source: *Q-Link: Florida School District Transportation Profiles, 1998 (Draft)*, for 1997-98, Department of Education and MGT calculations.

Technicians and Garage Supervisors Receive Training

The Transportation Department provides a minimum of eight hours of in-service training a year to school bus technicians and garage supervisors. The department conducts most of its in-service training in the summer months prior to the start of the school year. The school district pays the cost of ASE certification and in-service training for school bus mechanics. The department sends mechanics from each bus compound/service depot garage to the State of Florida's annual school bus mechanic summer workshop. The department also allows mechanics to travel to one-day training workshops throughout the year. These workshops are usually held in conjunction with automotive dealerships and neighboring school district personnel. Topics include electronic diagnosis training, air conditioning fundamentals, and allied signal brake systems. Each compound usually sends one mechanic, and the employee brings the information back to share with other personnel. When mechanics return from workshops, they hold in-service training at their own bus compounds for other mechanics.

Outsourcing Specific Maintenance and Repair Activities is Evaluated

As described earlier in this chapter, the department issues annual requests for proposals (RFPs) to private automotive dealers, repair shops, auto parts shops, and body and machine shops to obtain price quotes to provide various fleet maintenance support services. Those services include rebuilding starters and alternators, relining brake shoes, rebuilding heads and carburetors, and other services.

The department also provided examples of detailed cost analysis for potential outsourcing:

- transportation paint and body work;
- school bus seat cover replacement; and
- rebuilding transmissions.

The cost analyses involved comparing the cost of performing these services in-house with quoted prices from two or three vendors for work on specific types of vehicles. These cost calculations include all indirect and in-house costs. Based on the vendor estimates and cost comparisons, documentation shows cost to be effective in all three cases for transportation personnel to continue to perform these functions in-house. In all three cases, it was approximately \$1,000 less expensive per bus or work unit for the Transportation Department to continue to perform the function in-house.

The Department Has an Adequate Number of Facilities to Serve as Garages, Fueling Sites, and Repair Sites for Buses

The Brevard County Schools Transportation Department has four compounds strategically located throughout the county that serve as bus garage repair shops, parking depots, and fueling stops:

- the Titusville Bus Compound (Titusville, FL);
- the Central Bus Compound (Cocoa, FL);
- the Melbourne Bus Compound (Melbourne, FL); and
- the Satellite Bus Compound (Satellite Beach, FL).

The district has five other locations located near the various bus garages across the county that provide satellite parking and fueling locations:

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- the Plant Operations and Maintenance Compound for support vehicles (in Rockledge, FL);
- the Merritt Island Bus Compound (Merritt Island, FL);
- the Eau Gallie Bus Compound (Melbourne, FL);
- the Malabar Compound (Palm Bay, FL) (parking only); and
- the Westside Compound (Palm Bay, FL).

Bus drivers park their vehicles at appropriate bus compounds near their routes. The bus fleet is evenly distributed geographically throughout the school district at these various locations. Transportation Department staff is satisfied with the existing system of bus compounds and fueling sites. The major advantage of compounding buses for mechanics and fleet maintenance staff is that between morning and afternoon runs, the buses are easily accessible at the compounds for inspections and various other maintenance functions. While the Transportation Department has considered the option of allowing some drivers to park buses at their homes, the department prefers to keep buses at compounds because it avoids the cost and inconvenience of having mechanics travel to a driver's house to conduct bus inspections or to perform routine maintenance.

While the current system of bus compounds meets the department's needs, the department should periodically reevaluate the need for bus compounds to ensure that it still has enough compounds in appropriate locations to provide for an efficient use of departmental resources.

The department's parts office is based at the Central Bus Garage Compound, which is also the site of the Central School Transportation Office. Other bus garage locations in the district keep a minimum amount of high volume parts on hand. Other bus garages make biweekly trips to the Central Garage to pick up various parts as needed for repair work. Fleet maintenance shop foremen prefer this system because a majority of the district's fleet is based at the Central Garage location and because it is easier to track and inventory specialized types of parts at one central location.

The department controls access to the parts office by limiting the number of people who have keys to the office. The parts manager, his assistant, the director, and assistant director are the only personnel who have keys to the office. The parts manager conducts annual inventories on the first weekend in June to keep track of stock.

Currently, the parts manager uses the purchasing module of the district's CIMS financial management software package to track inventory stock, quantity on hand, and maintenance costs. The CIMS screen has a separate database that lists each item in the inventory by part number and also shows the preferred vendor, the minimum quantity of the item to keep in stock, the actual quantity on hand, and the amount that should be ordered.

The Transportation Department will replace the current CIMS inventory system module with Fleet Maintenance for Windows within the next six months. The Fleet Maintenance for Windows program will give parts staff additional capabilities, such as tracking parts use for specific buses over the life of the bus.

The district also now uses the VMACH petroleum automated fuel management system for the servicing and support of its bus fleet. The VMACH system operates totally unmanned. Access to the system is through keypad entry or through striped magnetic cards. The system allows for 24 hour unmanned access, and has the capability to track fuel costs through a variety of reports, such as tank consumption, consumption by site, and consumption by individual vehicle. At the present time, fleet maintenance shop foremen review fuel consumption reports monthly. The foremen primarily look for patterns that indicate that a particular driver or a certain vehicle is using an excessive amount of fuel beyond normal consumption levels.

The Department Monitors Environmental, Health and Safety Standards for Transportation Operations

The Transportation Department contracts out for recycling used fuel oil and combustible liquids. All full-time transportation employees, particularly those personnel in fleet maintenance, receive training in hazardous communication, bloodborne pathogens, and material safety data sheets for hazardous chemicals and similar materials in the workplace.

Information supplied by the Transportation Department shows that the number of workers compensation claims filed by the department is not excessive. However, the district operated for much of the 1998-99 school year without a Director of Risk Management and did not conduct in-depth reviews of claims filed by any of the district departments. Mechanics or bus drivers for various types of job-related minor injuries typically file claims. The department has an accident review committee. This committee reviews all accidents and assigns fault through a point system. Department staff believes the committee has helped to make employees more safety conscious and encouraged more drivers to actively practice safe driving techniques. However, the number of accidents, already few in number (see Exhibit 6-18), has not declined appreciably since the creation of the committee.

Recommendation

- *The department should periodically evaluate its needs for bus compounds to determine if additional space for its buses and other vehicles is necessary. This should be done frequently so that the department can plan for student transportation needs adequately in times of rapid increases in student enrollment.*

4 The district provides transportation to meet the educational needs of special education students through individual educational programs.

The district has prepared a Parent/Student Handbook that outlines district policies related to Transportation for Exceptional Students. The district also prepares transportation feeder plans for schools in all four geographic areas of the district. These plans show which schools in the area offer various types of educational classes appropriate for Exceptional Student Education (ESE) students.

The Department Has Effective Policies on Transporting Students with Special Education Needs

The Department of Exceptional Student Education prepares and annually updates a Parent/Student Handbook outlining Transportation policies for Exceptional Students. The handbook defines "exceptional education" as specially designed instruction to meet the needs of disabled students. Transportation is one of the "related services" necessary to provide this instruction. The Parent/Student Handbook does not automatically assure that a student will be provided special transportation services. An exceptional education student who is placed within his or her home school boundaries may be required to walk to and from school or may be mainstreamed on a regular school bus. As a passenger on a regular school bus, students are required to follow the same criteria as other student riders.

The Parent/Student Handbook defines ESE students to include the following primary types of mental or physical handicaps:

- profoundly mentally handicapped;
- trainable mentally handicapped;
- emotionally handicapped;
- severely emotionally handicapped;
- physically impaired;
- hearing impaired;
- visually impaired;
- deaf-blind;
- severe communication/ behavior disorder;
- pre-kindergarten handicapped; and
- educable mentally handicapped.

The Transportation Department employs an ESE transportation specialist whose primary responsibility is finding a school with an ESE program as close to the ESE student's residence as possible. Whenever possible, the district's policy is to permit ESE students to ride on regular school buses, unless they are wheelchair bound and require a special bus with a handicapped lift. The Transportation Department's policy is to assign the ESE student to a program within his or her geographic area whenever possible. This saves on transportation costs and discourages situations where specially accessible buses are travelling from one end of the school district to the other.

Some ESE Students Meet Eligibility Requirements for State Supplemental Funding

Some ESE students who require special transportation arrangements are eligible for state supplemental funding (these are called weighted ESE students). The Florida Department of Education has identified five criteria for which students are eligible for supplemental funding, as shown in Exhibit 6-12.

Exhibit 6-12

Florida Has Five Criteria for Awarding Supplemental Funding for ESE Students

Criteria
1. Medical equipment is required – wheelchairs, crutches, walkers, canes, tracheotomy equipment, positioning or unique seating devices.
2. Medical condition requires a special transportation environment as per physician's prescription (e.g., tinted windows, dust controlled atmosphere, temperature control).
3. Aide or monitor is required due to disability and specific need of student.
4. Shortened day is required due to disability and specific need of student.
5. School assigned is located in an out-of-district system.

Source: Florida Department of Education.

Data from the peer districts show that Brevard receives a higher percentage of state supplemental funding. As Exhibit 6-13 shows, the percentage of all transported ESE students that are also weighted is higher than all but one of the peers. Moreover, the percentage is nearly the same as that for the state.

Exhibit 6-13

Brevard’s Percentage of Transported ESE Students Eligible for State Supplemental Funding is Higher Than Most Peers’

District	Total Number of ESE Students Transported	Number of Weighted ESE Students Transported	Weighted ESE Students as Percent of Total Transported
Brevard	1,351	508	37.6%
Lee	5,751	875	15.2%
Orange	NA	NA	NA
Polk	2,086	1,240	59.4%
Seminole	3,302	320	9.7%
Volusia	4,183	635	15.2%
Peer Average	3,831	768	24.88%
Florida	86,571	32,129	37.1%

Source: Florida Department of Education.

The District Annually Assesses Special Education Transportation Needs

Section B of the district's Parent/Student Handbook states:

In compliance with federal, state, and district guidelines concerning the education of all disabled students, according to the least restrictive environment philosophy, transportation as a related service, will insure that children with disabilities will be transported with their non-disabled peers to the maximum extent appropriate. Alternative placement will occur only when the nature or severity of the disability is such that even with accommodations, the needs of the individual child can not be met.

There are two types of buses in the Brevard County school fleet, wheelchair lift equipped and conventional. The district uses conventional buses that accommodate students with special needs. Any school bus route may be designed, equipped, or modified for special needs students. The ESE transportation specialist says that a student with disabilities will be transported on a conventional school bus to the extent possible. The decision whether to transport a child on a conventional school bus or a wheelchair lift equipped bus is made on a case by case basis, and a student's situation is reviewed each year.

The district policy takes both the needs of the individual ESE student and the costs of transportation into account when determining whether a student should ride a conventional bus or a wheelchair lift equipped bus. The district assesses this policy annually when assessing the needs of ESE students to ensure that it continues to be implemented appropriately. Individual education plans (IEPs) for ESE students are reviewed annually in the district. As part of this review, staff ensures that the student transportation

arrangements that were originally identified as being needed are still required, or if any alterations are needed because of the student's growth or changes in capacity to cope with the disability.

Are the Best Practices for a Safe and Efficient System Being Observed? _____

Goal: The district provides a safe and efficient transportation system that complements the educational needs of the district's students.

1 The district's transportation routing system is reviewed periodically to provide maximum safety for students and staff and efficiently meet the needs of the district.

Transportation Department staff routinely review all school bus stops to verify school bus route safety and identify hazards that may exist. In the past year, the department has continued to strengthen the efficiency of its bus routing system through eliminating courtesy transportation and consolidating bus routes. However, a significant number of bus stops are on US1, a busy commuting corridor in the district where a student waiting for a school bus was recently struck by another vehicle.

Staff Reviews Bus Stop Safety

The Transportation Department closely follows the requirements of school board policy 6G5-6.11, which requires each driver to observe his or her assigned route closely and to report any unnecessary or unsafe stops, along with suggested changes. One issue that the Transportation Department continues to review is the location of several bus stops along major highways. These stops were created as a result of bus route consolidation over the last year. Transportation Department staff continues to evaluate potential safety hazards presented by the stops and are closely monitoring bus operations at these locations on a daily basis. The Transportation Director says the department may relocate these stops in the future. The department established a committee to specifically review the safety of bus stops along US1 and A1A. The committee is composed of the department staff, school employees, metro planning council members, and the bike safety coordinator. Parents have been encouraged to attend, but few have.

The Transportation Department uses a transportation hazard report form that asks for a description of the hazard and its location. As soon as a route hazard is detected, the school bus driver is expected to immediately submit the report form to his or her area supervisor. The Brevard County School District has four area supervisors, one each in the north, central, mid-south, and south school transportation service areas. The area supervisors are based in administrative offices located at each of the four large bus garage compounds geographically located throughout the county. The area supervisors retain primary responsibility for school bus route planning and supervision of school bus drivers.

Each area supervisor uses a route survey form to record that they traveled each bus route and conditions were acceptable except for certain specific areas. The form asks if the route hazard is based on road conditions, stop signs, speed signs, hazards/trees, stop location, or other factors. Before an additional stop is included on a bus route, the area supervisor must ride the route and certify that it is safe.

The department also has procedures in place to deal with the unsafe situation of overloaded buses. Area supervisors require all bus drivers to conduct and report a head count of students at the end of each morning

run for the first week of school. The Transportation Department uses each school bus driver's a.m. and p.m. route sheets to determine if buses are overloaded. The driver is expected to count the number of students at each stop by grade level and report any overloading to the area supervisor immediately. At the start of each school year and throughout the course of the year, each of the four area supervisors completes a bus registration count form which shows each school name, each bus route number, and the number of students which constitute overload on the bus route. Using these two mechanisms, the area supervisors are able to successfully correct most bus overload problems within the first two to three weeks of the start of the school term.

The department responds to complaints from the public on all issues, including safety concerns, using a standard written form. Once a complaint call is received, the information is recorded on this form. The form is routed to the appropriate person within the department for response. The department staff member who responds to the complaint records the resolution of the situation on the form. Most of the public complaints are to request either routing or bus stop changes. Where necessary, the department makes adjustments to accommodate these requests. For complaints that involve safety issues, the department investigates and takes appropriate actions.

The Department Follows a 50-Minute Riding Time Policy

The Brevard County School District Transportation Department complies with the guideline stated in Rule 6A-3, which states that:

No elementary student shall be on a bus more than fifty (50) minutes or secondary school student more than one (1) hour during the morning or evening, and that no more than one hour and one-half will elapse between the time the student boards the bus and the time school begins, or the time school closes and the student leaves the bus in the afternoon.

At the start of each school year, bus drivers verify the time of their routes. Area supervisors and routing specialists ride the bus routes throughout the year to verify that route meets these time requirements. Documentation provided by the Transportation Department shows that the average time for elementary students on a bus during morning and evening runs is 40 minutes. The average time for secondary students on morning and evening runs is 50 minutes. For the 1998-99 school year, 24 elementary students rode the bus longer than 50 minutes; 72 secondary rode for longer than one hour. Together, these figures comprise less than one-half of one percent of the students transported. Among ESE students, 73 rode the bus longer than one hour.

The school bus driver a.m. and p.m. route sheet is the primary mechanism that the Transportation Department uses to accurately determine the optimum amount of time it takes a school bus driver to complete his or her route. At the start of the school year, drivers complete student roster sheets that indicate the number of students at each stop, whether they reside more or less than two miles from the school, and the length of time from one stop to another. The area supervisors review these sheets with bus drivers. School bus drivers are required to complete a.m. and p.m. route sheets monthly throughout the school year. Area supervisors and routing specialists also ride bus routes throughout the school year to view any new stops that have been added to the route, to detect any safety hazards, and to verify the time it takes to run the route.

Procedures Are in Place to Avoid Overcrowding

The department uses appropriately sized buses to transport students and has requirements on pupil ridership and stop deviations. The Transportation Department determines the size and configuration of the bus assigned to each route based on the number of students registered for each route at the start of the school

year and the number of exceptional educational students on the route. The school district uses a standard 65-passenger bus on most bus routes, and exceptional educational students travel on conventional school buses to the maximum extent possible, according to district guidelines. Wheelchair accessible buses are used only to transport wheelchair bound exceptional education students, and these specially equipped buses limit their routes as much as possible to schools in their particular geographic area of the county. Buses assigned to each route may be adjusted throughout the course of the school year as registration changes.

According to the information furnished in the *Quality Links* comparison reports for the 1995-96, 1996-97, and 1997-98 school years, the district's average bus occupancy was 70 or 71 students per bus. This is lower than all but two of the peer districts used for this study. However, the district's average bus occupancy is comparable to the state average. Exhibit 6-14 shows the comparison. With implementation of the automated routing system, it is likely that the district will be able to achieve average bus occupancy rates on par with the peer average rate.

Exhibit 6-14

Bus Occupancy is Lower in Brevard Than Most of its Peers, But Slightly Above the State Average

County	Eligible Students Transported	Buses in Daily Service	Average Daily Bus Occupancy
Brevard	27,079	379	71
Lee	29,637	532	56
Orange	57,421	900	64
Polk	40,668	452	90
Seminole	24,341	305	80
Volusia	23,163	237	98
Peer Average	29,452	382	81
State Average			69

Source: *Q-Link: Florida School District Transportation Profiles*, 1998 (Draft), for 1997-98, Department of Education and MGT calculations.

The Department Limits Ridership

The district also has established policies governing student eligibility for riding buses and limiting student boarding and leaving school buses to designated stops. The Brevard County School Board has established policy 6Gx5-6.10 that states:

*Any pupil, who resides two miles or more from his or her designated school, by the most direct-traveled route, is eligible to ride the district school bus to and from school. The student shall board the bus at the nearest designated stop and may not enter or leave at any other designated stop, except in case of emergency. Any exception shall be approved in writing by the school principal on request of parent.
 Students must ride their assigned bus and can not board or depart the bus at any stop other than their regular stop, unless authorized by the principal.*

The two-mile policy is now strictly enforced because the district significantly reduced courtesy transportation during the last year. The Transportation Department maintains precise two-mile limit

boundary descriptions and maps for each school in the county, showing areas within and outside of the two-mile boundaries.

Exhibit 6-15 shows the number of courtesy riders for the 1997-98 school year. Before the district began to aggressively reduce courtesy transportation, it was below the state total of courtesy riders comprising 7.19 percent of all riders. The district now estimates the number of courtesy riders to be less than 1,014 (as of February 1999 FEFP Report), or 3.74 percent of all students transported. This figure is half the 1997-98 peer average percentage.

Exhibit 6-15

Brevard Courtesy Rider Percentage Less Than Peer Average

District	# of Total Riders	# of Courtesy Riders	Courtesy Riders as Percentage of Total Riders
Brevard	27,079	1,444	5.33%
Lee	29,637	3,416	11.53%
Orange	57,421	2,854	4.97%
Polk	40,668	1,976	4.86%
Seminole	24,341	2,731	11.22%
Volusia	23,163	338	1.46%
Peer Average	35,046	2,263	6.46%
State Total	969,213	69,663	7.19%

Source: *Q-Link: Florida School District Transportation Profiles, 1999 (Draft)*, for 1997-98, Department of Education and MGT calculations.

Department is Implementing Automated Routing System

The Transportation Department maintains detailed route reports for all bus routes. The reports show the exact location of the stop, time of the stop, and the student to be picked up. Route report summaries are prepared for each bus route at the start of the school year and as the route changes (for example, as additional students are added).

The department does not currently have a fully functional automated routing system in place. It estimates it is a year away from full implementation of the Edulog computerized routing system. Unlike some other school districts that begin their routing system with the Enhanced 911 computer database of street map and residential address information, Brevard has sent detailed hardcopy road maps of the entire county to the Edulog corporate office and allowed them to prepare the database for the system. The district completed two major steps in Edulog implementation in April 1999:

- area supervisors and routing specialists verified student home addresses via a visual survey; and
- the district converted student home address data into a compatible format for the Edulog system.

The company is now working with the student home address database. Department staff hopes to begin using the system during the 1999-2000 school year. While the department waits, the district is potentially losing money over routing inefficiencies that automated routing would solve.

The systems analyst and the Edulog users manual says that when the system is up and fully functional, it will be able to generate detailed student bus route maps and automatically plot the bus routes that are the most cost-efficient means of transporting students. The Edulog system has been implemented with success in numerous districts throughout the country. The State of North Carolina has implemented Edulog in all of its districts; statewide savings are 8.6 percent annually, which the State Transportation Director directly attributes to greater efficiencies through automated routing. These savings have come from increasing bus occupancy rates and reducing number of miles traveled.

Staggered School Schedules Improve the Efficiency of School Transportation

At the start of the school year, the Brevard County School Board routinely approves a list of school bus routes and schedules for the school year. The school district uses a staggered schedule of opening and closing times to enable the transportation bus fleet to make more effective use of its existing resources. The Director of Transportation says that the district has been using a staggered scheduling system for over five years. The staggered schedule allows school bus drivers to use one bus to pick up and drop off one set of students when high schools dismiss earlier in the day and then to pick up and drop off a second set of students when middle schools and elementary school students dismiss later in the day. Exhibit 6-16 shows the average school opening and dismissal times for Brevard County Schools.

Exhibit 6-16

Brevard Staggers its School Opening and Dismissal Times to Increase Transportation Efficiency

School Level	Opening	Dismissal
Elementary	9:00 a.m.	3:20 p.m.
Middle	7:30 a.m.	2:25 p.m.
High	7:15 a.m.	2:10 p.m.

Source: Brevard County Schools Transportation Department, 1999.

The District Has a Policy in Place Governing Field Trips

Brevard County School Board Policy 6Gx5-6.13 states:

In addition to regular transportation of children to and from school, buses may be used for educational field trips or for special school-sponsored or connected events. Authorized special school bus transportation includes athletic trips, band trips, chorus trips, and educational field trips. Requests for each eligible event shall be initiated by the principal of the school requesting the service in accordance with established administrative procedures. Drivers for special trips shall have the same qualifications as regular school bus drivers.

The district requires each school principal to submit an application for permission to plan an off-campus field trip. The principal has the option to use either a school bus for the field trip or to select from the county's list of authorized private transportation companies with CDL certified drivers.

The principal submits requests for field trips to the area supervisor and routing specialist in his or her region of the county. School principals typically give area supervisors over a month's advance notice to arrange educational field trips. Area supervisors' say that school athletic coaches are often less organized,

and athletic field trips have been arranged with as little as 48 hours notice. Whenever possible, the district schedules educational field trips during the school day between morning and afternoon bus runs so that bus drivers can receive extra reimbursements. Exhibit 6-17 shows that field trips in the district are a smaller percentage of total district miles than they are for the peer districts. Schools in Brevard often seek out alternative means of transporting students for field trips in order to reduce costs. The department does not compile information on the cost of field trips.

Exhibit 6-17

Brevard Field Trip Mileage Smaller Percentage of Total Miles Than All Peers

District	Total Miles	Field Trip Miles	Field Trip Miles as Percentage of Total Miles
Brevard	5,974,535	84,719	1.42%
Lee	10,782,359	166,172	1.54%
Orange	15,884,955	728,012	2.10%
Polk	7,430,261	155,777	2.10%
Seminole	5,839,501	249,180	4.27%
Volusia	4,910,982	204,801	4.17%
Peer Average	8,969,612	300,788	3.33%
State	268,221,037	13,719,193	5.11%

Source: *Q-Link: Florida School District Transportation Profiles, 1998 (Draft)*, for 1997-98, Department of Education and MGT calculations.

2 The department instructs and prepares staff, drivers and students in the procedures to be used in an accident or disaster.

The department educates staff and principals on how to train students on the proper procedures to use in an accident or disaster.

Drivers are Trained in Accident Procedures, and Drivers and Students Participate in Emergency Drills

The Transportation Department places a list of the proper steps to take in the event of an accident on each school bus. The steps include checking for injuries, radioing the center supervisor, rendering assistance if needed, and reporting to the school office to complete the accident report. The driver is required to complete an emergency accident report as quickly as possible, which specifies the bus route number, type of accident, amount of damage, any injuries to passengers. Drivers receive instruction in these procedures during initial driver training and annual in-service training prior to the start of school. The school district also publishes an emergency transportation plan that describes the proper procedures for school bus drivers, principals, and other personnel to follow in the event of an accident.

The district has adopted emergency evacuation procedures that require school principals to conduct a minimum of two emergency evacuation drills each school year for all students riding buses. The school principal and the Transportation Department establish a time for the drill, and all school buses and students serving the school participate in the drill together. The Transportation Department's area supervisor or a routing specialist attends each drill as a monitor. The principal and bus drivers explain proper emergency evacuation procedures to students and then practice and execute the procedures. Each school is required to maintain proper documentation and written records of their emergency evacuation drills.

The District's Safe Driver Plan Includes an Accident Review Policy

As Exhibit 6-18 shows, Brevard has a low number of accidents in comparison to its peers. Moreover, a lower percentage of Brevard's accidents occur on regular routes or involve inexperienced drivers.

Exhibit 6-18

Brevard Has Lower Number of Accidents Than Peers

District	Total Number of Accidents	Accidents on Regular Routes		Accidents from Drivers with Less Than One Year of Experience	
		#	%	#	%
Brevard	17	13	76%	4	24%
Lee	40	38	95%	21	53%
Orange	86	65	76%	46	53%
Polk	60	57	95%	21	35%
Seminole	39	32	82%	9	23%
Volusia	17	15	88%	9	53%
State	1,235	1,037	84%	436	35%

Source: *School Bus Accident Summary Report*, Florida Department of Education, 1996-97.

Beyond maintaining records of school bus accidents as they occur, the State of Florida requires that all school districts have a mechanism in place to determine the cause of each school bus accident and to evaluate how the same accident could be prevented in the future. The Brevard County School Board has adopted a safe driver plan that establishes a committee that meets monthly to review all bus accidents. The Assistant Director of Transportation says that a majority of the accidents reviewed each month consist of minor incidents such as a light or a window on a driver's bus being broken by a tree limb or a driver backing into a garage and scraping the bus. Members of the committee include a risk management representative, the director of transportation or his designee, a maintenance representative, a driver from each of the four transportation operational areas, a warehouse representative, one union representative, and each of the area supervisors (who serve as non-voting observing members).

The committee reviews each accident and determines if it was preventable in accordance with the National Safety Council Safe Driver Awards Program. At each meeting the committee reviews any convictions for driving violations and assesses points in accordance with the district imposed point system. The chairperson of the committee is elected and serves for one year. Committee members serve for one year and are selected by the individuals they represent. The plan assigns from one to ten points to the driver's record for various accidents that the driver could have prevented. The most serious points are for offenses

involving serious damage to property or for receiving tickets from a law enforcement officer. Being convicted of Driving Under the Influence (DUI) constitutes grounds for termination. Each school bus driver and employee must sign that they have read the plan and agree to abide by the rules of the plan. The plan is applicable to all school bus drivers and drivers of official school vehicles who are on school board business. The assignment of points occurs for an offense occurs whether the employee is on- or off-duty.

3 The district has implemented adequate hiring and training policies but it has difficulty employing and retaining an adequate number of appropriately qualified bus drivers.

The district has adequate hiring and training policies in place, but the Transportation Department still has a problem retaining bus drivers, with an estimated shortage of 30 to 50 substitute drivers for the past two years. The problem became worse in late April 1999, when the district fired 21 of its 101 drivers in the south region as a result of what the district contended was a “sick-out” protesting driver pay and concern about union representation. Public employees are prohibited from striking or holding similar protests under Florida law. This incident highlights a severe problem for the district in finding and retaining qualified drivers to transport its students.

The District Has Not Compared its Driver Turnover Rate to Rates in Similar Districts

Overall, the district lost 73 drivers during the 1998-99 school year. This translates into a turnover rate of 17.4 percent. The department has conducted internal reviews to determine the reasons for its turnover rate. In the last year, the department conducted a survey of current driver to identify the biggest reasons for job dissatisfaction. Student discipline was most often cited by drivers, followed by the work hours and then the pay offered. While the department has made some efforts to determine the reasons for its turnover rates, it has not systematically analyzed its turnover rates over time or compared turnover trends with other comparable districts.

In a focus group conducted as part of this review, bus drivers said that maintaining student discipline on buses was a problem. Drivers contended that a countywide school bus student discipline policy that is consistently enforced from school to school would assist in retaining qualified school bus drivers. Currently, school bus discipline is considered to be a part of individual school discipline and left to principals as part of site-based management. Bus drivers' said that the lack of an enforced school bus discipline policy on buses that is consistently supported by school principals is one of their major areas of frustration.

Driver Salaries Are Below Those of Peer Districts

Driver salaries are below those of peer districts, but the department has not compared its driver salaries with area private employers. Bus driver and other Transportation Department employee salaries are negotiated annually with their union. In March 1998 the department conducted a comparison study of its bus driver pay rates and eight surrounding counties, including Volusia, Indian River, Escambia, Polk, Hillsborough, Osceola, Seminole, and Orange counties. The study included the six districts that Brevard regularly uses to compare other operational and administrative characteristics and added the Hillsborough and Seminole districts. The survey compared beginning pay rate, top-out pay rate, guaranteed hours, field trip rates, and three other program characteristics. The data show that the Brevard beginning pay rate for

bus drivers (\$7.80) is slightly below the survey average of \$8.18, and the top driver pay rate (\$11.13) is the lowest of all the districts. The department has not conducted any type of cost analysis with the private sector to determine whether bus driver pay is competitive with private transportation providers in the area. It should also be noted again that three of the six regular comparison districts are not similar enough to be used as legitimate comparisons. Exhibit 6-19 summarizes the salary comparisons from the survey.

Exhibit 6-19

Brevard’s Bus Driver Pay Rates Are Lower Than Several Districts

County	Beginning Pay Rate	Top Pay Rate	Guaranteed Hours
Brevard	7.80	11.13	6.0
Escambia	7.83	14.18	4.0
Hillsborough	8.25	14.36	6.0
Indian River	7.68	11.58	3.0
Orange	9.15	13.64	7.0
Osceola	8.36	14.30	4.5
Polk	8.00	13.25	5.0
Seminole	8.72	13.58	6.0
Volusia	\$7.47	\$11.71	5.0
Average	\$8.18	\$13.33	5.1

Source: Brevard County Transportation Department Salary Comparison, March 1998.

In addition to regular pay, the district has established a driver attendance incentive plan to encourage drivers to maintain perfect attendance on the job. The plan, which was established in October 1998, pays drivers an additional \$100 for perfect attendance in an academic quarter and an additional \$125 for perfect attendance in any two consecutive quarters of a school year. The district defines “perfect attendance” as “no use of sick leave or personal leave, with the exception of jury duty or military callup/national disaster (up to 17 days).”

While the director does not believe that the program has been in place long enough to measure whether it is effective in encouraging perfect driver attendance, 154 of the district’s 377 drivers were approved to receive the incentive in the second academic quarter of the 1998-99 school year, and 169 were approved for the third academic quarter.

The Department Reviews Driver Records to Ensure Up-to-Date Qualifications

The department participates in the Florida Department of Education's School Bus Driver Records System Bus Driver Information Reporting System. The system provides automatic computerized access on all driver records and gives notification of any convictions by law enforcement agencies. The driver trainer/drug and alcohol manager maintains files on CDL license certification dates for all employees and schedules license renewal testing and re-certification tests as required. As a part of department policy, drivers and other transportation personnel know that they are required to immediately report any tickets, citations, or convictions for speeding, driving under the influence, and any other type of motor vehicle violations. Department management checks for tickets, violations and convictions as part of its review of driver records.

Drivers Attend Training Workshops Annually

The Transportation Department issues a clearly established set of requirements to all bus driver-training applicants specifying the requirements for certification as a school bus driver. Driver candidates must meet the following minimum requirements:

- complete training and be certified;
- pass the Commercial Drivers License (CDL) Bus Drivers' Knowledge, Air Brakes, and Passenger Transport test at the local license bureau (fee reimbursed by school board);
- must successfully pass a State Department Physical (no cost to applicant) administered by one of the doctors approved by the Brevard District School Board;
- must pass the mandatory drug and alcohol test (no cost to applicant); and
- be certified by the driver safety training coordinator and the area supervisor approved by the director of transportation.

The district provides a minimum of eight annual hours of in-service training activities for school bus drivers. These training workshops are usually conducted in September and October of each year. Topics offered at in-service training programs include:

- update on district policies and guidelines for the school year;
- bus discipline, seat belts, car seats, and sensitivity to the special needs of ESE students;
- bloodborne pathogens education and drug and alcohol testing procedures; and
- railroad crossing evacuation procedures.

School bus drivers say that they would like to see an additional amount of in-service training held throughout the school year, particularly focusing on student discipline techniques and crisis intervention techniques.

Supervisors Ride With Each Driver Annually

The department requires that a supervisor ride with each driver annually to assess their driving performance and student management techniques, but the assessment does not include student discipline management. The Transportation Department has an annual school bus driver re-certification program in place. The bus driver trainer/drug and alcohol manager, area supervisors, or route specialists in each of the four transportation regional garage facilities conduct the re-certification. The re-certification process is entirely separate from the driver's commercial driver's license, which must be renewed every four years. During re-certification, supervisors establish a random schedule every year for driver evaluations. The driver has no prior notification of his evaluation. The supervisor conducting the evaluation rides the driver's school bus route and evaluates him or her on the following areas:

- pre-trip inspection
- railroad crossing
- student pick-up
- general operation

If the driver receives an unsatisfactory rating on the re-certification, he or she is required to complete school bus driver training again. Though discipline is a major concern in the district, the re-certification does not currently assess the driver's skill in managing student behavior.

Recommendations

- *The department should conduct a study of salaries of transportation employees in districts that are truly similar to Brevard, as well as a study of employees in similar jobs in private-sector employers in the area. As part of the study, the department should conduct a comparison of driver turnover in similar school districts and determine how turnover is related to salaries. To address the concerns that drivers have about discipline, the district should adopt a disciplinary policy applying specifically to school buses, and clearly spell out the duties and courses of action available to bus drivers. The annual re-certification should include a component assessing a bus driver's management of student disciplinary problems.*
- *The department should complete a study on the retention of bus drivers to definitively determine the main reasons drivers leave employment and to document the impact of the bus discipline issue on retention.*
- *The department should complete a study on the outsourcing of bus driver staffing, including the outsourcing of all driver staffing and the outsourcing of only substitute driver staffing.*
- *Action Plan 6-4 provides the steps necessary to implement these recommendations.*

Action Plan 6-4

Conduct a Driver Salary Study

Recommendation 1	
Strategy	Conduct a study of driver salaries districts Brevard selects to use as comparison districts (see Action Plan 6-1). Include a study of driver turnover in those districts.
Action Needed	<p>Step 1: Once districts are selected as recommended in Action Plan 6-1, collect information from those districts on driver salaries and driver turnover.</p> <p>Step 2: Collect information from those districts that are successful in retaining an adequate number of drivers on practices that they use to keep an adequate number of drivers.</p> <p>Step 3: Determine the extent to which pay levels differ from those in Brevard County and whether any factors besides pay affect the turnover rates among drivers in those districts.</p> <p>Step 4: Prepare a report on the study's findings and present it to the Associate Superintendent for Financial Services.</p>
Who Is Responsible	The Director and staff of the Transportation Department, in consultation with the Associate Superintendent for Financial Services.
Time Frame	Beginning at the start of the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

Recommendation 2	
Strategy	Conduct a driver retention study to determine the root causes for the loss of drivers, including the implications of student discipline problems.
Action Needed	<p>Step 1: Design a form to be completed by all drivers who leave the school district's employ that asks their main reasons for leaving.</p> <p>Step 2: Distribute this form to all drivers who leave the district over the course of the 1999-2000 school year.</p> <p>Step 3: Form a committee of bus drivers and school principals to explore the issue of student discipline on buses. Determine whether the root cause is inconsistent driver application of discipline procedures, insufficient emphasis on bus discipline on the part of school administrators, or something else.</p> <p>Step 4: Combine information gathered from departing drivers and the discipline committee into a final report that outlines recommendations for improving driver retention in the district.</p>
Who Is Responsible	The Director and staff of the Transportation Department, in consultation with the discipline committee comprised of bus drivers and school principals.
Time Frame	August 2000
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 3	
Strategy	Conduct a study of outsourcing bus driver staffing, including the potential for outsourcing all driver staffing and outsourcing only substitute driver staffing.
Action Needed	<p>Step 1: Using the outsourcing criteria outlined in Chapter 3.0 of this report, complete a study of the potential for outsourcing bus driver staffing. Consider outsourcing all driver staffing and only substitute driver staffing.</p> <p>Step 2: Develop a cost/benefit analysis of the outsourcing options.</p> <p>Step 3: Present report to the Associate Superintendent for Financial Services.</p>
Who Is Responsible	The Director of Transportation.
Time Frame	April 2000
Fiscal Impact	This recommendation can be implemented with existing resources.

4 The district has a policy on drugs and alcohol for all Transportation Department employees and enforces that policy.

The district has a policy and testing program in place governing drugs and alcohol, communicates that policy to employees, provides assistance to employees with drug or alcohol problems prior to testing, and enforces its drug and alcohol policy.

The Substance Abuse Policy is Clear and Enforced

The Brevard County School District has established the following drug and alcohol testing policy:

- Upon completion of the school bus drivers training program and the receipt of his or her commercial drivers' license (CDL), the individual will be required to submit to a drug screening before being hired. When hired, he or she will be placed in the random selection pool.
- All employees, other than school bus drivers, who must have a CDL, will be required to submit to a DOT drug-screening test before being hired. When hired, he or she will be placed in the random selection pool.
- Employees are subject to six different types of tests;
 - Pre-employment
 - Random
 - Reasonable suspicion
 - Post accident
 - Return to duty
 - Follow-up

The Drug and Alcohol Program Manager oversees drug and alcohol testing for the entire Brevard County School System. She spends the majority of her time conducting random drug tests for CDL license holders, who are selected by a computer program for daily and weekly testing. All other Brevard County School District employees are subject to pre-employment screenings only and then to screenings only on grounds of reasonable suspicion. Only CDL license holders are subject to random drug tests. School bus drivers are clearly aware of the policy as they are subject to random testing at any time.

The Brevard County School District's Commercial Driver's License Drug Testing Policy states that if an employee reports that he/she has a drug problem prior to being selected for a drug test as required, he or she will be referred to a substance abuse professional (SAP) for evaluation and treatment. The employee will be allowed to continue working. He or she, however, will be removed from any requirements to drive a vehicle until the treatment program is complete. Once completed, the individual will receive a return to duty test and be scheduled for periodic testing as directed by the substance abuse professional (SAP). Circles of Care, Inc. are the school districts' contracted employee assistance providers.

The Brevard County School District conducts approximately 60-drug and alcohol commercial drivers' license (CDL) random test screenings every two months. From July 1, 1997, to December 31, 1998, the data shows that the district conducted 48 pre-employment tests, 134 random tests, and 20 post accident tests.

The district conducted 1,040 pre-employment human resources tests and 190 reasonable suspicion tests. There were a total of seven positive test results. From July 1996 through June 1997, the district conducted a total of 128 alcohol tests and five of these were positive.

District Offers an Employee Assistance Plan

The district has an employee assistance plan in place and contracts with an outside firm to provide employee assistance programs. According to the district's commercial driver's license testing policy, if an employee reports that he has a drug problem prior to being selected for a drug test, he will be referred to a substance abuse professional for evaluation and treatment. The employee will be allowed to continue working, although not in a driving capacity until he completes the treatment program. Once he completes the program, he receives a return to duty drug test, returns to work, and is scheduled for periodic follow-up testing as recommended by the substance abuse professional.



Food Service

The Brevard County food service program is financially sound and well managed. The program provides nutritious meals and does a good job of promoting its programs.

Conclusion

The Office of Food Service has a generally effective and efficient operation, has established solid financial accountability and viability, prepares and serves nutritious meals to district students, and follows safety and environmental health practices and regulations. However, there are improvements that the program can make in each of these areas to further increase its efficiency and effectiveness. Exhibit 7-1 provides MGT's conclusions in the areas of:

- efficient and effective operations;
- financial accountability and viability of school nutrition program;
- meal preparation and service; and
- safe and sanitary food service environment.

Exhibit 7-1

Brevard County School District Generally Has an Effective Food Service Program

Food Services Area	MGT's Conclusions
Efficient and Effective Operation	<p>The food service program has clear direction of and control over resources and services. (page 7-7)</p> <p>The district has identified barriers to student participation in the school meals program and strategies have been implemented to eliminate the barriers. (page 7-10)</p> <p>The district has not established cost-efficiency benchmarks based on comparable public sector food service programs, though it has established benchmarks based on private sector programs. (page 7-12)</p> <p>The district regularly evaluates the school nutrition program and implements improvements to increase revenue and reduce costs. (page 7-18)</p> <p>The district does not regularly assess the benefits of service delivery alternatives, such as contracting and privatization, and implement changes to improve efficiency and effectiveness, but has conducted such one-time assessments. (page 7-22)</p>
Financial Accountability and Viability of School Nutrition Program	<p>The program budget is based on department goals. (page 7-25)</p> <p>The district's financial control process includes an ongoing review of the program's financial and management practices. (page 7-26)</p> <p>The district accounts for and reports meals served by category. (page 7-29)</p> <p>The district regularly evaluates purchasing practices to decrease costs and increase efficiency. (page 7-30)</p> <p>The district has developed an effective inventory control system that is appropriate to the size of the school nutrition program. (page 7-30)</p> <p>The district has a system for receiving and storing food, supplies, and equipment. (page 7-31)</p> <p>The district has a long-range plan for the replacement of equipment and facilities that includes preventative maintenance practices. (page 7-32)</p>
Meal Preparation and Service	<p>The district provides school meals that ensure the nutritional needs of all students are met. (page 7-33)</p> <p>The district's food production and transportation system ensures the service of high quality food with minimal waste. (page 7-34)</p>
Safe and Sanitary Food Service Environment	<p>The district follows safety and environmental health practices and regulations. (page 7-36)</p>

Source: MGT.

Fiscal Impact of Recommendations

There is no fiscal impact associated with implementing food service action plans or recommended program improvements and all can be implemented with existing staff and resources.

Background

The mission of the food service program is the same as that of the district, “To serve every student with excellence as the standard.” The rules and regulations established by the School Board of Brevard County require that the food service program be operated as a service to pupils by providing:

- (a) attractive and nutritious meals;
- (b) food service facilities designed to achieve the maximum in efficiency and cleanliness;
- (c) worthwhile learning experiences that will contribute to the emotional, spiritual, aesthetic, and social development of the pupils; and
- (d) the opportunity for developing good eating and social habits in pupils.

The department had 1997-98 revenues of approximately \$16.3 million and served approximately 10.5 million meal equivalents in its 76 cafeterias. Two schools serve not only the students at their schools, but also prepare and transport meals to students in two other schools originally built without kitchens. As Exhibit 7-2 shows, the department has accomplished a number of notable things in the past three years.

Exhibit 7-2

The District Has Had Some Notable Accomplishments in Food Services in the Past Three Years

-
- The food service program is financially self-sufficient, running a profit annually.
 - The department developed the Five-Star Quality & Performance Inspection using practices from private food service programs to improve the operations in all of its cafeterias. As a result, district cafeterias have improved performance in all areas measured.
-

Source: Brevard County School District.

Exhibit 7-3 shows the organizational structure of the Food Service Department. Eleven (11) positions report directly to the Food Services Director, including a secretary, a commodities accounting clerk, and the following nine positions.

One Educational Services Facility (ESF) Cafeteria Manager – manages the cafeteria in the district’s central office, which primarily serves district office staff.

One Nutrition Specialist – This specialist plans the districtwide menus to ensure they meet nutritional guidelines, assists school cafeterias in use of the menus, secures new recipes for the district cookbook, etc.

One Operations Specialist – This specialist analyzes the financial data of the school cafeterias in order to identify problems and to assist them in budgeting. This specialist also assists in the preparation of district bids for food, supplies, and equipment.

Three Field Operations Coordinators – One of the three coordinators is primarily tasked with conducting the *Five-Star Inspections*. Having one staff member conduct all

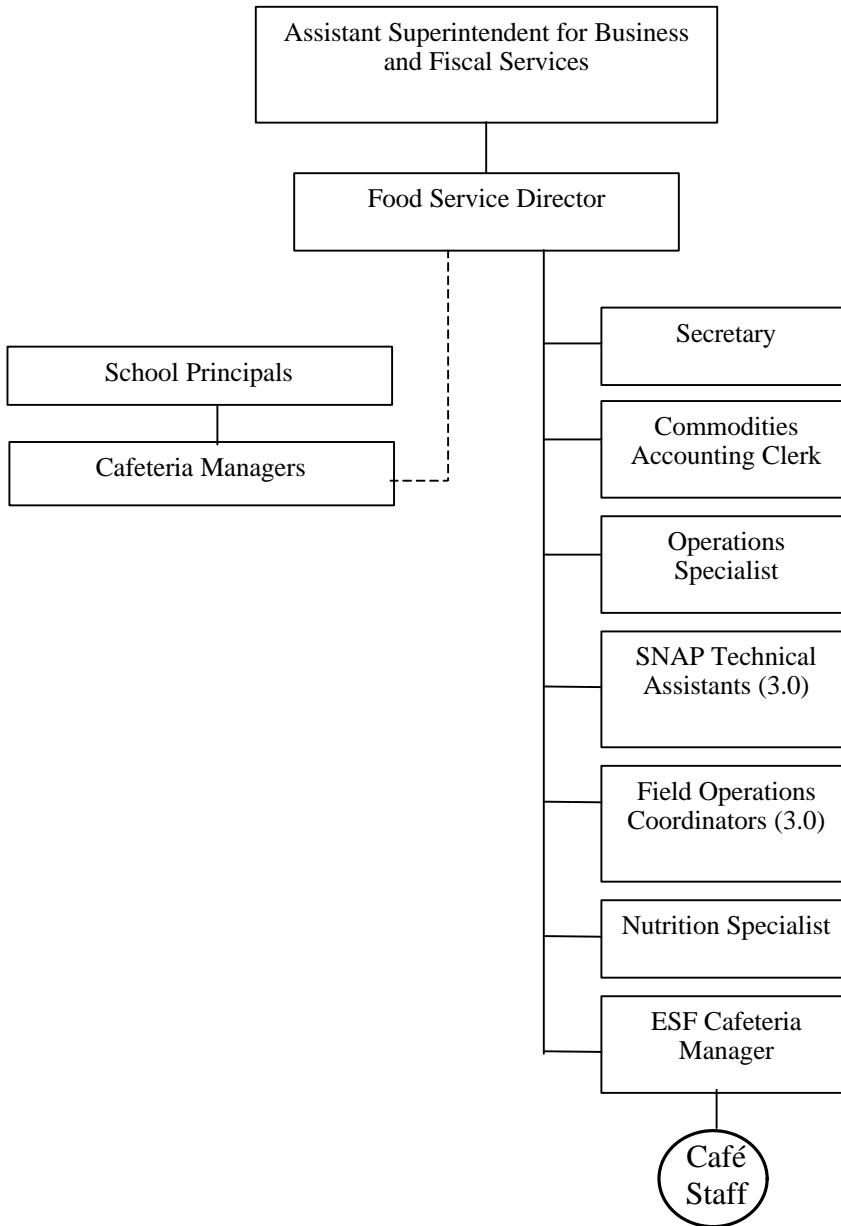
Food Service

inspections helps ensure consistency among them. The other two coordinators assist schools with problems identified by the department, either through the *Five-Star* or through other performance indicators.

Three SNAP Technical Assistants – These three assistants work with the cafeteria managers in support of the SNAP system -- a point of sale system that allows cafeteria personnel to record sales and meal count data. The SNAP system is in place in all district cafeterias.

Exhibit 7-3

Food Service Organization



Source: Brevard County Food Service.

Food Service

The Director shares responsibility for managing cafeteria managers and food service workers with school principals. The principal of each school is responsible for hiring and evaluating the cafeteria manager. The Food Service Director maintains accountability over cafeteria staff through regular cafeteria inspections, review of cafeteria profit and loss statements, and review of the revenue generated per student per day in each cafeteria (the “per cap”) as compared to a goal per cap.

The food service program is funded primarily through food sales. As Exhibit 7-4 shows, Brevard County has a much lower percentage of students receiving free and reduced meals than all but one of its peer districts or than the state average, and so depends more on food sales than on reimbursements for free and reduced meals. The Brevard County program gets approximately 57 percent of its funding through food sales, and only 43 percent through federal and state reimbursements.

Exhibit 7-4

Brevard County Has a Much Lower Percentage of Students Receiving Free and Reduced Meals Than its Peers or the State Average

School District	Student Population	Students Receiving Free/Reduced Meals	% Receiving Free/Reduced Meals
Brevard	66,664	19,893	30%
Lee	52,319	22,962	44%
Orange	129,137	57,277	44%
Polk	74,819	39,639	53%
Seminole	55,993	14,173	25%
Volusia	58,004	23,026	40%
Peer Average	74,054	31,415	42%
State Average	2,239,411	974,496	44%

Source: Profiles of Florida School Districts 1996-97, January 1998, Florida DOE.

Exhibit 7-5 details the program’s annual profit and loss statements for the past three school years. The program’s revenues increased by 14.3 percent between the 1995-96 and the 1997-98 school years. In comparison, the program’s expenditures increased by 15.5 percent in the same time period. The most significant increase in expenditures was in the area of direct costs, which includes expenditures for equipment (computers, faxes and other office machines to equipment used in cafeteria kitchens) and furniture. Direct costs increased from \$1.4 million in 1995-96 to \$3.5 million in 1997-98, an increase of 146 percent. Direct costs also increased as a percentage of revenue from 10.3 percent in the 1995-96 school year to 21.7 percent in 1997-98.

The food service program pays for the support services it receives from the district. For example, in 1997-98 the Food Service Department allocated \$98,532 for portions of the salaries and benefits of three district staff in the finance and accounting departments. The department also allocated \$43,596 in salaries and benefits for the two district internal auditors. In addition, the department pays the maximum amount of indirect cost back to the district, as determined by a state formula.

Exhibit 7-5

Brevard Food Service Profit and Loss, FY 1995-96 - FY 1997-98

	FY 1995-96		FY 1996-97		FY 1997-98	
	Dollars	Percent of Revenue	Dollars	Percent of Revenue	Dollars	Percent of Revenue
Revenue						
Local Revenue						
Student Lunches	\$3,526,954	25.2	\$3,605,351	23.0	\$3,522,499	21.6
Student Breakfasts	78,373	0.6	89,707	0.6	101,456	0.6
Adult Meals	683,919	4.9	679,505	4.3	672,932	4.1
A La Carte	3,823,373	27.3	4,134,245	26.3	4,868,650	29.9
Other	11,897	0.1	83,210	0.5	95,740	0.6
Total Local Revenue	\$8,124,515	58.1	\$8,592,018	54.7	\$9,261,276	56.9
State Supplement	\$343,091	2.5	\$499,980	3.2	\$446,908	2.7
Earned Interest	62,911	0.4	17,089	0.1	26,981	0.2
Reimbursements	5,455,450	39.0	6,587,233	42.0	6,541,714	40.2
Subtotal Revenue	\$13,985,967	100.0	\$15,696,320	100.0	\$16,276,879	100.0
Carryover (1994-95)	250,000					
Equipment Reserve			100,000			
Total All Revenue	\$14,235,967		\$15,796,320		\$16,276,879	
Expenditures						
Labor Costs	\$6,747,655	48.2	\$7,027,023	44.8	\$6,912,040	42.5
Food Costs	4,868,494	34.8	4,718,618	30.1	4,767,959	29.3
Supply Costs	602,708	4.3	669,762	4.3	611,652	3.8
Direct Costs	1,436,532	10.3	1,562,333	10.0	3,534,106	21.7
Indirect Costs	353,484	2.5	319,072	2.0	300,393	1.8
Travel	8,858	0.1	10,099	0.1	12,633	0.1
Repair	2,610	0.0				
Contracted Services			70,004	0.4	52,694	0.3
Wares Replacement	11,636	0.1	11,070	0.1	10,598	0.1
Total Expenditures¹	\$14,031,977	100.3	\$14,387,981	91.7	\$16,202,075	99.5
Profit (Loss)	\$203,990		1,408,339		\$74,804	
Cafeteria Furniture (1996-97)			(1,000,000)			
Year End Profit/Loss	\$203,990		\$408,339		\$74,804	

Source: Brevard County Food Service.

Food Service Five-Star Quality & Performance Inspection

One reason the department has been successful in recent years has been due to the use of the *Five-Star Quality and Performance Inspection*. Developed by the department's administrators, based on their private sector expertise, the *Five-Star Inspection* holds both cafeteria managers and principals accountable for the success of the cafeteria. Cafeteria managers are held accountable with semi-annual cafeteria inspections. Inspection results are reported to the Food Services Director. The Food Services Director reviews findings and cafeterias that fall below expectations receive additional assistance from department staff. Principals

¹ These percents do add to 100 percent due to carryover and equipment reserve funds.

are held accountable by the score their school cafeteria receives on the *Five-Star Inspection*. This score is included in the district's *School Accountability Plan* and reflected on the principals' annual evaluations.

Are the Best Practices for Food Service Operations Being Observed?

Goal: The district food service program operates efficiently and effectively.

1 The food service program has clear direction of and control over resources and services.

The Food Service Director is fully qualified to oversee the program and has control over program resources and services. While the Director shares the responsibility of some resources with school principals, who hire and evaluate cafeteria managers, the Director evaluates cafeteria managers through both the *Five-Star Quality & Performance Inspection* program and the per cap benchmark (the revenue generated per student per day) established for each cafeteria. Some improvements can be made in the oversight relationship shared by the Food Service Director and school administrators by adhering to the board policies that outline the responsibilities of each party. While the department operates under the district's mission statement, this statement is too generic to cover the specific operations of the department. Finally, while the department has developed some worthwhile long-range goals and short-term objectives, it has not integrated those goals and objectives into a long-range strategic plan to guide the department more effectively.

The Food Service Director and School Principals Are Each Responsible for Successful Food Service Program Operations

The organizational chart for the Food Service Department clearly delineates supervisory and reporting responsibilities. School board policies further outline the relationship between the Food Service Director, school principals, and cafeteria managers. This policy states that:

- *The Food Service Director is responsible for supervising and administering the food service program, providing systemwide coordination and supervision, and providing the most efficient and nutritional operation at the lowest possible cost to student.*
- *The principal and staff at each school are responsible for complying with federal and state laws, regulations, and board policies regarding food service; finding ways to increase students' knowledge of nutrition through classroom instruction and experience outside the classroom; and, scheduling students for meals in ways that result in the greatest participation in the school's food service program.*
- *The cafeteria manager at each school works under the direct supervision of the principal in accordance with board policy, state law, and other applicable legal requirements.*

The Food Service Director exerts control over resources and services through the *Five-Star Quality & Performance Inspection*. This comprehensive evaluation is conducted at each school twice a year, and covers the following aspects of cafeteria operation:

Food Service

- food safety;
- food quantity and quality;
- a cafeteria's efforts to market and merchandise its food products;
- a cafeteria's cleanliness;
- record-keeping on cafeteria operations; and
- a cafeteria's fiscal performance.

Cafeterias that do not meet the standards of the *Five-Star* are given additional assistance from district staff. The Food Service Director tracks *Five-Star* scores for each cafeteria and reviews them over time for each cafeteria and in comparison to other cafeterias.

The results of a *Five-Star Quality & Performance Inspection* are also important to school principals – this score is one factor in a principal's evaluation and also a factor in the annual *School Accountability Plan*. The results of the *School Accountability Plan* are published and analyzed by the respective School Advisory Councils, as well as district administrative staff, including the Superintendent.² Thus, both cafeteria managers and school principals are held accountable for program performance.

Though the reporting relationship that requires the Food Service Director and school principals to share authority and responsibility for cafeteria operations generally does not result in problems, in some cases differences of opinion can affect a cafeteria's operations. One example provided by the department's management was an elementary school where food service management differs from the principal regarding the amount of time required for each class of students to go through the lunch line. The 1999 *Five-Star Quality & Performance Inspection* found that the school's financial performance was deficient. The cafeteria manager attributed this deficiency to the tight serving schedule -- each class has only two minutes to go through the lunch line. Therefore, students may not have enough time to make their food selections and the program suffers financially. The principal cited other potential factors, including a general decline in food quality and poor utilization of cafeteria personnel. This dispute has not yet been resolved and demonstrates the type of problems that can result when there is a difference of opinion between department management and a school principal. Based on the memoranda exchanged between the school principal and the Food Service Director, it is clear that they did not resolve this matter. Both the principal and director in this particular situation are at odds in a way that will not easily lend itself to reaching the goal they both wish to achieve – a high-performing cafeteria. In impasse situations such as this, the matter should be brought to the Superintendent for resolution.

The Food Service Program Has Some Long-Range Goals and Short-Term Objectives, but Lacks a Mission Statement and Strategic Plan

The department has not established a written mission statement or a strategic plan. This limits the ability of the department to assess its current operations, determine the direction in which it wishes to go, and to create effective plans of action to achieve strategic goals. However, the department does develop annual operations goals and objectives. These goals and objectives are shared with all food services personnel, particularly cafeteria managers.

Food service staff provided several examples of long-range goals and short-term objectives developed in 1997-98. Long-range goals include:

² Further information on the *School Accountability Plan* can be found in Chapter 4.0 of this report.

Food Service

- complete integration of all of the department's software packages;
- implementation of the department's five-year facilities plan, which will result in needed renovations in district cafeterias, including installation of air conditioning in 40 cafeterias;
- implementation of a school-to-work internship program; and
- implementation of a polystyrene recycling program.

The department does not have specific time lines for the completion of these long-range goals.

The department's short-term objectives include:

- networking all cafeterias through a wide-area network (WAN) to the Food Service file server (an objective that is scheduled to be completed so that the network can be used at the beginning of the 1999-2000 school year);
- implementing the P-Card program, which will allow the department to make food and supply purchases using a credit card, and allow payment of the purchases electronically; and
- making continued improvements to the *Five-Star Quality & Performance Inspection*.

The department expected to complete these short-term objectives by the end of 1998-99. As of June 1999, it appeared that the department would meet this deadline.

These goals and objectives, while worthwhile by themselves, are not integrated or prioritized into a comprehensive strategic plan. (Refer to Chapter 3.0, page 3-23, for more information regarding the districtwide need for strategic planning.) Moreover, the department has not developed associated benchmarks to monitor goal achievement. The department should develop a long-range (five-year) strategic plan with a long-range goals, short-term objectives and priorities, and plans of action. The strategic plan may include the goals the department has already developed but should also address future goals such as targets for performance on the *Five-Star* evaluation, use of USDA commodities, and targets for meal equivalents served. Strategic plan development should include input from department central office staff, cafeteria managers, cafeteria staff, and school principals.

Recommendations

- *In future situations where the Food Services Director and school principals cannot resolve matters involving management of cafeterias, the Superintendent should be asked to address the issue.*
- *The food service program should develop a strategic plan to guide and evaluate program development. The plan should include a mission statement, long-range goals, short-term objectives and priorities, and plans of action. It should be developed with input from all levels of department staff, including school-based staff. Regular review of progress in relation to the strategic plan will allow the Food Services Director, the school board, and others to evaluate program performance. Chapter 3.0 (page 3-28) provides an action plan for all departments to develop strategic plans.*

2 The district identifies barriers to student participation in the school meal program and implements strategies to eliminate the barriers.

The Food Service Department works to improve breakfast and lunch participation through distribution of promotional materials, efforts to identify and eliminate meal participation barriers, and efforts to eliminate potential competing food sales.

The District Operates a Program to Promote its Food Service Operations

The department distributes materials to parents and students promoting school food service and nutrition programs, and also distributes promotional materials to each cafeteria for display. Promotional information about the food services program is also distributed through local newspapers and the *Mark of Excellence* (the district newsletter distributed to parents and students that includes information on all district programs). The food services program has also been recognized in food service trade journals for its food court design in new cafeterias, its success in reducing costs and increasing revenues through the use of commodities, and its efforts to feed firefighters during the 1998 wildfires. Exhibit 7-6 provides examples of the department’s promotional campaigns.

Exhibit 7-6

The Food Service Department Participates in Several Promotional Campaigns

Promotion	Purpose
<i>Citrus Promotions</i>	To encourage and increase the consumption of citrus products (from the Florida Department of Citrus)
<i>Five-A-Day for Better Health Program</i>	To emphasize the importance of eating five portions of fruits or vegetables each day
<i>Nutrition Facts</i>	Pamphlet produced by Food Service Department containing information about the nutritional importance of breakfast, dairy products, fruits, sugar and other food products
<i>Marketing Ideas</i>	Collection of materials produced by Food Service Department for cafeteria managers on ways to market their programs more effectively

Source: Brevard County Food Service Department.

In addition to these promotional materials, the department also produces articles for industry trade journals that have earned recognition for the food service program and raised awareness of the program among food services professionals. This publicity includes articles about the department’s food court designs, success in reducing costs and increasing revenues, feeding firefighters during the wildfires of 1998, and the polystyrene recycling program. Articles have appeared in such trade journals as *Food Service Director*, *Southeast Food Service News*, and *Nation’s Restaurant News*. The department has also received news coverage on its food service promotion in local community newspapers, such as the *Space Coast Press* and *Florida Today*.

The Department Encourages Managers to Promote Food Services in Cafeteria

The department encourages cafeteria managers to promote the school food service and nutrition program by regularly distributing *Marketing Ideas*, a collection of materials on ways to market more effectively. The third section of the *Five-Star Quality & Performance Inspection* holds cafeteria managers responsible for promoting their programs. The instrument reviews seven items related to marketing, such as whether cafeteria employees are wearing their “Fueling the Future” aprons, whether food is attractively displayed, whether the serving area is decorated with posters, etc. Because the score on the *Five-Star Inspection* is also reflected in the *School Accountability Plan*, principals also have an interest in ensuring effective cafeteria promotion.

The Department Identifies and Addresses Barriers to Meal Participation

The department uses several mechanisms to identify when a cafeteria has problems that affect meal participation. This includes the *Five-Star Inspection*, reviews of revenue per student, and reviews of cafeteria profit and loss statements.

The *Five-Star Quality & Performance Inspection* determines whether a cafeteria provides adequate quantity of food and food of good quality and appearance so students will want to eat. The inspection also notes whether a cafeteria is marketing its services and merchandising its food products in a way that makes both the food and the cafeteria atmosphere appealing to students, whether a cafeteria is kept clean and presentable, and whether a cafeteria is meeting its benchmark per cap. All of these factors affect a cafeteria’s meal participation.

The department sets target revenues per student for each cafeteria, called the “per cap.” The department staff reviews a cafeteria’s per cap, by comparing the benchmark per cap it should be generating and its actual per cap, on a monthly basis. When the actual per cap falls below the benchmark per cap, the department works with that cafeteria to specifically identify the barriers to participation causing the shortfall. Because cafeteria revenue depends on student participation, barriers are accurately identified and can be addressed.

Another method to identify cafeterias that have meal participation barriers is the review of each cafeteria’s profit and loss statement. Because decreases in meal participation or continued low meal participation directly affect a cafeteria’s profit-making ability, it is important that the Food Services Director regularly monitors individual cafeteria performance.

Once the department reviews each of these items, district staff meets with individual cafeteria managers to identify whether problems are related to meal participation. The three Field Operations Coordinators then work with cafeteria managers and staff to solve those problems affecting participation. Some of the problems commonly identified through these methods include:

- a change in class time that is reducing the amount of time students have to get through the food lines (if they have less time to wait in line they may opt to not purchase items they might otherwise);
- short-term cafeteria staffing issues, such as when temporaries without much food service experience are heavily relied upon (who may prepare less attractive or good-tasting meals than more experienced staff); and
- previously unidentified problems in food preparation, such as a warmer that is no longer keeping food items as warm, thus decreasing their attractiveness to students.

The Department is Addressing Barriers to Meal Participation

Using the above mechanisms, the department has identified several meal participation barriers. One barrier is the sale of competitive foods. Competitive food sales have been identified as a problem at only two schools. Nevertheless, the Associate Superintendent of Financial Services disseminated a memorandum this year to all principals, outlining state and federal regulations prohibiting such sales. The district anticipates that this will eliminate the problem because principals were unknowingly violating regulations and, having been advised, they will not continue. As part of the annual audit of school cafeterias conducted by district auditors, the district requires a check of whether there are vending machines in elementary schools and whether vending machines remain turned off in secondary schools until after the last lunch period. Auditors report to the Food Service Department any elementary schools that have vending machines (a violation of state law) or secondary schools operating vending machines prior to or during lunch periods (also a violation of state law). The department has corrected any problems. Of 15 elementary schools visited, none had vending machines that were accessible to students; of 10 secondary schools visited, all followed the policy of keeping vending machines turned off until one hour after the last lunch period ended.

Scheduling is another barrier to meal participation that the department is addressing. As an example, one elementary school has a meal schedule that does not permit students enough time to go through the line and make their food selections. This can ultimately decrease meal participation. The Field Operations Coordinators work with principals one-on-one to address scheduling problems. However, because the schedule is ultimately the decision of the principal, food services cannot simply extend meal schedules. One alternative solution the department has used to address scheduling problems is to purchase additional point of sale units and “grab and go” carts for schools having particular difficulty in getting students through lunch lines quickly. However, because school schedules can change every year, this is an ongoing issue the department must continue to address.

Field trips and test day also have an impact on meal participation. Classes participating in field trips often are not at school to eat meals in the cafeteria. To address this problem, food service provides sack lunches for students on field trips so that students get a nutritious meal and participation is not negatively affected. On test days in secondary schools (days when students leave school once they complete testing), cafeterias offer brunch so that, again, students get a nutritious meal and meal participation does not suffer.

The Department Minimizes Competition with Reimbursable Meals

The department sets food prices at levels that encourage students to purchase entire meals instead of individual a la carte food items. Prices are set such that meals provide more food for the money than a la carte items. This encourages students to purchase reimbursable meals over a la carte items. To set the a la carte prices, the Food Service Director refers to the Department of Education a la carte pricing formula. This formula recognizes variations in labor and other costs associated with preparing, packaging, and serving a la carte items. Combined with the state-mandated policy of limiting access to vending machines in secondary schools and prohibiting them in elementary schools, this minimizes competition with reimbursable meals.

3 The district has not established cost-efficiency benchmarks based on comparable private and public sector food service programs.

While the district has established several benchmarks to measure food service program productivity, it has not developed benchmarks based on comparable private and public sector food service programs. Program

benchmarks are the per cap established for each cafeteria, the *Five-Star Quality & Performance Inspection*, and the allocation of labor hours and meals per labor hour established by the department's staffing plan.

The Department Establishes Performance Benchmarks for Each Cafeteria

The department has two primary performance benchmarks by which each cafeteria is assessed – the per cap and the *Five-Star Inspection*. The per cap formula uses several factors to determine the revenue per student per day the school cafeteria should be generating and compares that benchmark to the revenue per student per day that the cafeteria is actually generating. The factors involved in calculating the benchmark per cap are:

- ***The number of serving lines.*** The more serving lines a school has, the better opportunity there is for students to purchase lunch and make repeat purchases without waiting in line.
- ***The type of school (elementary, middle, or high school).*** Elementary, middle, and high schools have different customer bases and students in those schools have different spending patterns. Product mixes are different for the customer bases in each type of school, which affects opportunity for federal reimbursement.
- ***The number of students in the school.*** The less students a school has, the better opportunity there is for all students to purchase lunch and make repeat purchases without waiting in line.
- ***The percentage of students receiving free and reduced meals.*** This percentage is a major factor in determining a cafeteria's revenue potential. The department says that this factor is especially important in elementary and junior or middle schools, because elementary and junior/middle school students are more likely than high school students to apply for free or reduced meals. MGT verified that participation in free and reduced meals is much higher in elementary and middle schools. The percentage of free and reduced students is a major factor in determining a school's revenue potential because the more students that receive assistance, the more likely it is that they will be regular customers of a cafeteria.

These factors are entered into a multiple regression formula, and each factor is expressed in dollars. The formula calculates the benchmark revenue per student per day that a cafeteria should generate. This benchmark figure is then compared to the actual revenue per student per day that a cafeteria generates to determine if the cafeteria is meeting its target per cap. District staff works with schools not meeting their target per cap to identify needed changes that will help the cafeteria meet or exceed its target. The department calculates the per cap for each cafeteria monthly and at the end of each school year.

The other benchmark used by the district is the *Five-Star Quality & Performance Inspection*. The goal of this inspection is for each cafeteria to receive a *Five-Star* rating on the evaluation. In order to get the *Five-Star* rating, a cafeteria must earn 257, or 90 percent, of a possible 285 points. The *Five-Star* includes:

- **A review of food safety practices.** This review measures the temperatures at which the cafeteria keeps hot foods (required above 140 degrees) and cold foods (required below 40 degrees), and whether the food has been prepared within two hours of serving. Both elementary and secondary cafeterias can score a maximum of 40 points on the food safety section.
- **A review of the food quantity and quality.** This review determines whether adequate quantities of food are available during lunch, correct portion sizes are

offered, salads and fruits look freshly prepared, and all food items are palatable and appealing to the eye. It also includes whether the cafeteria follows the provisions of Offer vs. Serve required by the federal government, cooks and bakers have copies of recipe books at their work stations, and how many of the required a la carte items are available to students. An elementary cafeteria can score a maximum of 60 points on the food quality and quantity section; a secondary cafeteria can score a maximum of 75 points.

- **A review marketing and merchandising efforts.** This review includes things such as whether all cafeteria employees are wearing the required cafeteria uniforms and aprons, all food is attractively displayed, the countywide menu is followed, the staff has a positive attitude, and the menu boards reflect current prices. Both elementary and secondary cafeterias can score a maximum of 50 points on the marketing and merchandising section.
- **A review of cleanliness.** This review includes such things as whether the serving lines are clean during service, the cafeteria staff looks clean and neat, the kitchen appears to be cleaned regularly, and all storage areas are organized. Both elementary and secondary cafeterias can score a maximum of 30 points on the cleanliness section.
- **A review of record keeping.** This review determines if all post-production records are complete, all pre-planning records have been completed, the operating permit is displayed, the most recent local health inspection notice is displayed, temperature charts are maintained, parent/student involvement activities are documented, withdrawal sheets are kept daily, and commodities are clearly marked. Both elementary and secondary cafeterias can score a maximum of 70 points on the record-keeping section.
- **A review of fiscal performance.** This review determines if the cafeteria’s combined food and supply cost are below the average for that type of school, and whether the cafeteria meets its benchmark revenue per student per day (per cap). Both elementary and secondary cafeterias can score a maximum of 20 points on the fiscal performance section.

A secondary school cafeteria can score a maximum of 285 points on the *Five-Star Quality & Performance Inspection*; an elementary school cafeteria a maximum of 270 points. Exhibit 7-7 summarizes the possible ratings a cafeteria can receive in a *Five-Star Inspection* and the point ranges a cafeteria must earn to achieve that rating.

Exhibit 7-7

An Elementary Cafeteria Can Score Up to 270 Points on the *Five-Star Inspection*, and a Secondary Cafeteria Can Score Up to 285 Points

Rating	Elementary		Secondary	
	Point Range	Percent Range	Point Range	Percent Range
Two-Star (Needs Improvement)	0-188	0% - 69%	0-198	0%-69%
Three-Star (Good)	189-215	70%-79%	199-227	70%-79%
Four-Star (Excellent)	216-243	80%-89%	228-255	80%-89%
Five-Star (Superior)	244-270	90%-100%	256-285	90%-100%

Source: Brevard County Food Service Department, *Five-Star Quality & Performance Inspection*, 1999.

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Since implementation of the *Five-Star Inspection*, the district’s cafeterias have increased in performance, as evidenced by a rising number of *Five-Star* awards each year. In 1996-97, only 28 of 93 schools received a *Five-Star* rating. In 1997-98, that figure rose to 44. *Five-Star Inspections* for 1998-99 are still in progress; of the 64 schools inspected to date, 49 of 97 have received *Five-Star* ratings.

Food Service Has Established Benchmarks for Allocating Labor Hours to Each Cafeteria Based on Meal Equivalents Served

In addition to the per cap and *Five-Star Inspection*, the department has established a benchmark for the number of labor hours a kitchen can be assigned based on the number of meals served. Allocation of staff is based on the staffing plan that the department began implementing last year. The staffing plan was developed to address staffing problems at cafeterias around the district. The plan establishes staffing levels that focus on a program’s requirements, based on the number of meal equivalents a cafeteria serves, and varies for elementary and secondary schools because of the differences in menu options. By setting a required allocation of labor hours for a range of meal equivalents, the program also sets a minimum and maximum range of meals per labor hour for a cafeteria. Once the department determines the average daily meals served in a cafeteria, it allocates the number of daily staff hours required to serve that volume of meals. Exhibit 7-8 summarizes the hours allocated to cafeterias for elementary and secondary school cafeterias for each range of meal equivalents served, as well as the range of meals per labor hour for that kitchen.

Exhibit 7-8

Allocated Labor Hours are Based on Meal Equivalents Served

Elementary				Secondary			
Meals Served Per Day	Allocated Hours	Minimum MPLH	Maximum MPLH	Meals Served Per Day	Allocated Hours	Minimum MPLH	Maximum MPLH
0-400	27	0	14.8	0-400	27	N/A	14.8
401-475	31	12.9	15.3	401-500	34	11.8	14.7
475-550	35	13.6	15.7	501-575	37	13.5	15.5
551-600	39	14.1	15.4	576-650	41	14.0	15.9
601-675	43	14.0	15.7	651-700	45	14.5	15.6
676-750	47	14.4	16.0	701-775	49	14.3	15.8
751-825	51	14.7	16.2	776-850	53	14.6	16.0
826 & more	55	15.0	N/A	851-925	57	14.9	16.2
				926-1000	61	15.2	16.4
				1001-1075	65	15.4	16.5
				1076-1150	69	15.6	16.7
				1151-1225	73	15.8	16.8
				1226 & more	77	15.9	N/A

Source: Brevard County School District Food Service Department.

The District Has Not Established Some Necessary Benchmarks

While the department has established several performance benchmarks, it has not established benchmarks addressing per meal cost or participation rates. The district does calculate and track food costs per cafeteria, but this is not the same as per meal costs. By not tracking and analyzing per meal cost or participation rates, the district is missing the opportunity to further measure the success of its food service program and to identify areas in which further improvements could be made. Per meal costs and participation rates are all common measures by which the program could be compared to food service programs in other districts.

The district's tracking of actual and target per cap rates approaches the measurement of participation rates, but does not directly measure them. The per cap only indirectly measures participation rates. The per cap establishes a target dollar amount of revenue per student per day. If a cafeteria is meeting its per cap, the district assumes that it is receiving a certain dollar amount per student per day, effectively assuming that student participation is 100 percent. However, this may not be the case. A cafeteria could be meeting its per cap target if half of the students are purchasing twice the target amount or it could be meeting the per cap if one-fourth the students are purchasing four times the target amount. In the first example, student participation is 50 percent; in the second, it is 25 percent. Tracking the per cap gives no indication of actual participation rates. The per cap will assist in identifying cafeterias that are having a participation rate problem. Cafeterias that are failing to meet their target per cap are probably experiencing lower than expected participation. However, the cafeterias could be having other problems, such as competitive food sales, lowered food quality, or reduced time for lunch. Thus, the per cap only indirectly measures participation rates. Measuring participation rates for each cafeteria would provide the district with additional information that would assist in effectively managing the food service program.

Because wage and salary scales and employee benefits are determined in collective bargaining, the department has not established benchmarks for these areas. The department informally collects information on the salaries, wages, and benefits offered by other district food service departments, but does not maintain a written record. A written comparison would be useful during collective bargaining and would reveal whether the district's wages, salaries, and benefits are competitive.

Benchmarks Are Not Based on Comparisons with Other Programs or Standards

The Food Services Department has established internal benchmarks, but not external benchmarks. Although the district has established two thorough benchmarks in the per cap and *Five-Star Inspection*, the district has not adequately sought to compare itself to other exemplary school districts, other public sector food programs, private sector food programs, or applicable industry standards. Because the per cap and the *Five-Star* are unique to the Brevard County School District, they do not allow the director to compare the Brevard food service program to other entities. Minimally, the district should be comparing its food service program performance with those of other high-performing school districts.

The District Communicates its Benchmarks to School Nutrition Personnel and School Administrators

Food service administrators regularly discuss the established benchmarks with appropriate school cafeteria staff and school administrators. One of the field operations coordinators discusses the results of *Five-Star Quality & Performance Inspections* with the cafeteria manager and the school principal in detail on the day of the inspection. The results of the *Five-Star* become part of each school's *Accountability Plan* report, which is reviewed by school administrators, area superintendents, and School Advisory Councils. A cafeteria's target per cap and its actual per cap are shared with cafeteria managers on a monthly basis.

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Cafeteria managers and staff is well aware of the allocated hours a cafeteria has based on the number of meal equivalents it serves each day. However, the department does not regularly compile and disseminate the results of these benchmark comparisons at a districtwide level, thus missing an opportunity to recognize the high-performing programs and provide additional impetus for low-performing programs to improve.

Commendation

- *The district should be commended for its development of the Five-Star Quality & Performance Inspection instrument. This inspection, developed using best practices identified in private food service programs, has been used to improve the performance of all cafeterias. The number of cafeterias receiving five stars, the superior rating, has increased each year the inspection has been performed in district schools.*

Recommendations

- *The district should establish benchmarks for cost per meal and meal participation rates to measure productivity and program progress, in the same way that the district currently measures cafeterias by benchmark per cap, allotted labor hours, and meals per labor hour. These, and other useful benchmarks should be used for comparisons to other exemplary school districts, other public sector food programs, private sector food programs, and applicable industry standards.*
- *The department should annually compile all the results from the Five-Star Quality & Performance Inspections into a report for publication in the district’s Mark of Excellence and on the district’s web site.*
- *The district should annually develop a written comparison of the salaries, wages, and benefits it offers to food services staff with the salaries, wages, and benefits offered in peer districts. This information should be used during collective bargaining.*
- *Action Plan 7-1 provides the steps needed to implement these recommendations.*

Action Plan 7-1

Establish Cost-Efficiency Benchmarks

Recommendation 1	
Strategy	Develop food service program benchmarks for cost per meal and meal participation rates.
Action Needed	<p>Step 1: Identify other school districts that have, based on national comparisons, low costs per meal and high meal participation rates.</p> <p>Step 2: Develop a desired benchmark and time line for cost per meal and meal participation rates the program wants to achieve.</p> <p>Step 3: Track costs per meal and meal participation rates to determine if the program is meeting the benchmarks.</p> <p>Step 4: Identify other benchmarks that would be appropriate for comparisons to other food service programs.</p> <p>Step 5: As the department develops its strategic plan, it should include these new and existing benchmarks into the strategic plan (See recommendations for Best Practice 1 on page 7-9).</p>

	<p>Step 6: Identify school districts with exemplary food service programs, other public sector food service programs, private sector food service programs, and applicable industry standards against which the Brevard food service program can compare its performance on the identified benchmarks.</p> <p>Step 7: Conduct regular comparisons of the program performance to established benchmarks and to identified other food service programs.</p>
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Who Is Responsible	The Food Service Director.
Time Frame	The identification of additional benchmarks should be completed by the close of the 1999-2000 school year and in use for the 2000-2001 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

Recommendation 2

Strategy	Disseminate more broadly the results of the <i>Five-Star Inspections</i> .
Action Needed	<p>Compile all results from the <i>Five-Star Inspections</i> once all annual inspections have been completed.</p> <p>Provide the results to the Director of Communications for publication in the <i>Mark of Excellence</i> and on the district web site.</p>
Who Is Responsible	The Food Service Director, with assistance from the Field Operations Coordinators.
Time Frame	Annually, beginning with the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

Recommendation 3

Strategy	Review and compare employee wages, salaries, and benefits with peer districts.
Action Needed	<p>Step 1: Annually develop a written comparison of the district's current employee wages, salaries, and benefits with district peers.</p> <p>Step 2: Use this comparison during annual collective bargaining.</p>
Who Is Responsible	The Food Service Director, with assistance from the Field Operations Coordinators.
Time Frame	Annually, beginning with the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

4 The district regularly evaluates the school nutrition program and implements improvements to increase revenue and reduce costs.

The Food Service Department regularly evaluates its program using the benchmarks it has established, including the *Five-Star Quality & Performance Inspection*, the cafeteria per cap, allocated hours established through the staffing plan, and monthly cafeteria financial statements. However, the department could improve the depth and quality of its evaluations by using additional benchmarks and evaluating its program in comparison to outside entities.

The Department Reviews its Productivity

The department reviews the productivity of its cafeterias monthly by reviewing each cafeteria’s per cap and comparing it to the benchmark per cap set for the cafeteria. If the cafeteria is not meeting its benchmark per cap, the Field Operations Coordinators work with the cafeteria manager to help meet the benchmark.

Department staff also reviews the profit and loss statements for each cafeteria once a month. As with the review of the per cap, if the profit and loss statements for a cafeteria repeatedly shows a loss, or if the food and supply costs exceed the district average, the Field Operations Coordinators work with the cafeteria manager to determine if there are operational adjustments that will help the cafeteria operate at a profit.

Labor hour allotments are reviewed by the Food Service Director annually in April and adjusted in May for the next school year, as necessary. As Exhibit 7-8 (page 7-15) illustrates, the allotment of labor hours based on meal equivalents served also sets a range (minimum and maximum) of meals per labor hour for a cafeteria. Therefore, any adjustment to allotted labor hours also adjusts the range of meals per labor hour possible in that cafeteria.

The Department Evaluates its Program Annually in Every Cafeteria Using its *Five-Star Quality & Performance Inspection*

The department uses its *Five-Star Quality & Performance Inspection* program to evaluate each of its cafeterias twice a year -- one preliminary and one final. As discussed, the *Five-Star* instrument measures a cafeteria’s performance in food safety, food quantity and quality, marketing and merchandising, cafeteria cleanliness, record keeping, and the cafeteria’s fiscal performance. The standards in the *Five-Star* are based on best practices in the food service industry, as identified through the private sector experience of the Director and other department staff.

Meal Participation Rates are Generally Comparable to Peer Districts

The district does not track and evaluate meal participation rates nor has it established benchmarks. However, as Exhibit 7-9 illustrates, the district’s meal participation rates are generally comparable with those of its peers, and higher than the peer average. In fact, while Brevard’s reimbursable meal participation is lower than most of the peer districts, it has the highest rate of a la carte participation.

Exhibit 7-9

1996-97 Meal Participation Rates are Comparable to Those of Peers

District	Daily Reimbursable % Participation	A La Carte % Participation	Total Meal Participation
Brevard	44.3%	23.7%	68.0%
Lee	52.9%	15.0%	67.9%
Orange	45.7%	21.7%	69.4%
Polk	65.2%	15.6%	80.8%
Seminole	31.9%	21.3%	53.2%
Volusia	45.6%	15.7%	61.3%
Peer Average	48.3%	17.9%	66.5%

Source: Polk County School District, Best Financial Management Practices Report, OPPAGA.

The Department Uses Student Feedback in Program Evaluation

The department regularly surveys students to determine food preferences. The department regularly asks students for direct feedback. For example, the department distributed surveys to students at schools throughout the district during the 1997-98 school year to get feedback on menu items students wanted on the menu for the 1998-99 school year. Students were asked to list their top five favorite foods and their five least favorite foods currently on the menu. They were also asked to list any foods they would like to see added to the menu. Samples provided by the department for surveys conducted at three elementary schools show that students preferred chicken nuggets more than any other food item. Students identified spaghetti as their least favorite item.

Survey results are used to make changes in menus when necessary, as well as to confirm menu options that are found to be popular. Surveys have been used to determine if new commodities are popular enough with students to be used regularly on menus. Surveys have also resulted in increasing the appearance of items such as chicken nuggets and pepperoni pizza on menus and decreasing the appearance of less popular items such as hamburgers and spaghetti. By showing responsiveness to their customers, cafeterias are able to increase the likelihood that students will make meal purchases.

The department also tests new products for acceptability. New products such as commodity items are tested in a menu and cafeteria staff is asked to provide feedback on their reaction and student reactions to the product. For example, cafeteria managers have been asked to complete acceptability surveys on commodities such as shredded mozzarella cheese, processed corn dog nuggets, processed Canadian ham, corn cob nibblers, and processed deli-style turkey breast. The cafeteria managers are asked to rate the product's characteristics, including flavor, texture, appearance, overall satisfaction, how labor intensive the product was to prepare, and the amount of plate waste that resulted from serving the product.

The Department Uses *Five-Star Quality & Performance Inspection* to Evaluate Cafeterias and Implement Changes

The *Five-Star Quality & Performance Inspection* has been instrumental in improving the food service program. One good example is Audubon Elementary. For this school, the preliminary inspection was conducted twice in 1997-98 because of concerns about operations. In the first preliminary inspection, the cafeteria earned only a two-star rating. The Audubon preliminary review included comments regarding improvements that needed to be made to increase the cafeteria's rating. In the second preliminary inspection conducted two weeks later, the cafeteria once again earned only a two star rating. When the final inspection was conducted in early May 1998, the cafeteria continued to earn only a two-star rating, out of a possible five.

The Field Operations Coordinators worked with the Audubon cafeteria manager and staff to improve the cafeteria's operations and the effort paid off. When the preliminary inspection was conducted for the 1998-99 school year, the cafeteria earned a *Five-Star* rating. When the final inspection was conducted in April 1999, the cafeteria maintained its *Five-Star* rating.

Wage and Salary Increases are Informally Reviewed Every Year

Wage and salary increases for food service workers are bargained annually; workers do not get step increases. Prior to 1993, cafeteria workers started at \$6.80 an hour, while cooks, bakers, and cashiers started at \$7.00 an hour. All workers received annual, automatic step increases and cost of living increases. In 1993, all food service workers were removed from the salary scale used for other district staff who are members of the local school employee union, and began bargaining wages annually. Workers hired after

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July 1993 must work more than four hours to earn fringe benefits. In addition, the department has adopted a policy that does not allow any cashier or cafeteria worker to be hired for more than four hours per day, thereby eliminating the added expense of benefits. While this could have a negative long-term impact on the availability of food service staff, the short-term impact has been to reduce departmental costs for employee benefits.

A comparison of the annual salary paid to food service directors and food service workers in districts throughout the state shows that the salaries paid by Brevard are below the peer and state averages in each category. Exhibit 7-10 summarizes the comparison.

Exhibit 7-10

The Annual Salaries for the Food Service Director and Workers are Below the State and Peer Averages

District	Food Service Director	Food Service Worker
Brevard	\$53,327	\$9,551
Lee	42,064	8,893
Orange	58,004	12,136
Polk	60,494	9,412
Seminole	66,598	14,240
Volusia	65,871	8,364
Peer Average	\$58,606	\$10,609
State Average	\$54,202	\$11,521

Source: Statistical Brief, January 1999, Series 99-06B, Florida Department of Education, with adjustments made based on peer interviews.

The Department Controls Meals Per Labor Hour Through its Staffing Plan

The department's staffing plan allocates a specific number of hours to cafeterias based on the number of meal equivalents the cafeteria serves each day. The plan allocates a cafeteria labor hours based on the number of daily meal equivalents served. This allocation also has the effect of establishing the meals per labor hour that are served, because meals per labor hour are calculated by dividing the number of meals (or meal equivalents) served by the number of hours worked in a cafeteria. By allocating staff hours based on the number of meal equivalents served and monitoring a cafeteria's meal equivalents to ensure that it maintains or increases the number of meal equivalents it serves, the department ensures that each cafeteria continues to meet its meals per labor hour benchmark.

The Department Should Establish Cost Per Meal and Meal Participation Benchmarks

Cost per meal and meal participation benchmarks increase in importance as the number of students receiving free and reduced meals increases. In a district with a high number of free/reduced meal recipients, the cost per meal becomes an important performance benchmark, since the district cannot raise

prices for reimbursable meals. In a district with a high number of free/reduced meal recipients, meal participation is critical, since the district receives federal and state reimbursement funds for those meals.

The department does not have established benchmarks for desired costs per meal or meal participation rates. There is no established range or target for acceptable cost per meal, nor is there a range or target for acceptable meal participation rates. Therefore, the department cannot determine whether its costs per meal or its meal participation rates fall within acceptable boundaries. The Food Service Director attributes the lack of both of these benchmarks to the fact that the district has a relatively low free and reduced meal population and a relatively high level of full priced meals and a la carte sales. Although the district is tracking numerous other performance and cost efficiency benchmarks, the district would benefit from further analyzing its operations through cost per meal and meal participation benchmarks and making comparisons to outside entities.

Recommendation

- *The department should establish costs per meal and meal participation benchmarks. These benchmarks should be developed as part of the strategic plan (see page 7-9).*

5 The district does not regularly assess the benefits of service delivery alternatives, such as contracting and privatization, and implement changes to improve efficiency and effectiveness, but has conducted such one-time assessments in the past.

Because the food services program consistently operates with a profit, the district has not assessed its potential for outsourcing. The department has, however, analyzed service delivery alternatives for some components of its program, and has made changes to improve both efficiency and effectiveness. Two notable service delivery alternatives the department has implemented in the last three years include the outsourcing of warehousing and temporary personnel.

The Department Has Implemented Service Delivery Alternatives

The department privatized warehousing and delivery of all food, commodities, supplies and chemicals after a four-month study conducted in 1997. This privatization resulted in a saving of more than \$6,500 for the 1997-98 school year for the delivery of commodities alone. This savings included a reduction in food service-funded warehouse positions. This savings occurred in spite of the fact that the private vendor actually delivered 1,832 more cases of product than the district's trucks had delivered in the previous school year.

The district privatized the acquisition of substitute employees through a contract with a temporary personnel agency in the 1997-98 school year. This contract included food service workers. Previously, the department hired its own substitute workers and maintained a pool of temporary employees who could fill in for absent permanent cafeteria staff. The current contract has streamlined the hiring of temporary workers and reduced the workload for the district's Human Resources Department, allowing it to reallocate resources previously required to hire workers for the food service substitute pool.

Both the warehousing and delivery contract and use of substitutes from the temporary agency have improved the department's efficiency and effectiveness, without decreasing the overall quality of the food service program. The warehousing and delivery outsourcing has saved money and increased the district's

ability to use commodities. The use of a temporary agency has alleviated previous troubles the district had in maintaining an adequate substitute pool and school principals indicate that this arrangement has been much more convenient.

The Department Does Not Have a Systematic, Written Process to Assess Service Delivery or Conduct Cost-Effectiveness Studies

While food service administrators have demonstrated that they have studied and implemented service delivery alternatives for some key services and saved money and time in the process, there is no ongoing annual assessment that reviews alternatives such as contracting and privatization. Department staff meets weekly and some of these meetings include reviewing ideas for further service delivery improvements, but these are not documented through formal cost/benefit or outsourcing analyses. The fact that the department experienced noticeable savings in the first year of its privatization of warehouse and delivery services should provide administrators with the incentive to conduct such analyses on other services. Although the district does not mandate that departments monitor outsourcing contracts to verify anticipated cost savings, the department should consider monitoring outsourced contracts on an annual basis. This will ensure that the district continues to reap cost savings from outsourcing.

The Department Has Not Studied the Feasibility of Additional Nutritional Services

The department has not conducted written studies on an ongoing basis to determine the cost-effectiveness, need, and feasibility of providing additional nutrition services. For example, the department initiates new breakfast services based only on responses to student interest surveys. In addition, the department has not conducted studies to determine if it would be cost-effective to offer services such as catering, which might provide an additional source of department revenue.

Recommendations

- *The district should regularly compare service delivery alternatives, using its study of privatizing warehouse and delivery services as a model. The comparison should include a follow-up analysis of whether predicted cost savings have been achieved. The district should include input from cafeteria managers and staff, as well as school principals, in the assessment of current delivery services.*
- *The district should identify whether nutritional programs or services can be initiated or expanded to increase program revenues. Expansion of existing services could include breakfast programs at schools without one; initiation of new services could include a study of the feasibility of offering catering services for special school events, summer food programs, or after school nutrition programs.*
- *Action Plan 7-2 provides the steps needed to implement these recommendations.*

Action Plan 7-2

Annually Assess Delivery Alternatives and Additional Nutritional Programs

Recommendation 1	
Strategy	Regularly compare service delivery alternatives for food service programs.
Action Needed	<p>Step 1: Develop a model for studying the major aspects of the food services program separately and assessing the potential suitability of each for provision through service delivery alternatives. The model should consider the one previously used for food storage and delivery and should include the factors to consider in outsourcing, outlined in Chapter 3.0 of this report (page 3-50).</p> <p>Step 2: Review the components of the food service program and assess their potential for greater efficiency and effectiveness through outsourcing.</p> <p>Step 3: Where the assessment reveals that the district could potentially achieve greater efficiency or effectiveness through outsourcing, the department should work with the purchasing department to develop a Request for Proposals (RFP) to solicit bids for the component.</p> <p>Step 4: Complete an assessment of the potential savings or additional costs that could be achieved through outsourcing the entire food services program. This exercise may reveal that the program is operating more efficiently and effectively than an outsourced one could and that the program should not be outsourced.</p> <p>Step 5: Report the results of the program outsourcing assessment to the school board.</p>
Who Is Responsible	The Associate Superintendent for Financial Services and the Food Service Director are responsible for overseeing studies comparing service delivery alternatives.
Time Frame	Studies of service delivery alternatives should be conducted regularly beginning in the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 2	
Strategy	Determine whether additional nutritional programs could be added to district schools.
Action Needed	<p>Step 1: Consider the feasibility of expanding breakfast programs, participating in after school feeding, and providing catering services. This may include:</p> <ul style="list-style-type: none"> • meeting with school principals to assess interest in additional nutritional programs; • surveying students to determine a baseline level of interest in additional nutritional programs; • contacting other districts that offer similar additional programs to identify the potential benefits and obstacles; • working with principals and cafeteria managers to implement pilot program(s); and

- assessing the results of pilot program(s) to determine whether additional nutritional programs are desirable, feasible, and profitable.

Who Is Responsible	The Associate Superintendent for Financial Services is responsible for directing the Food Service Director to outline and implement additional nutritional programs.
Time Frame	Review of nutrition programs should be completed in the Spring of the 1999-2000 school year. Implementation and/or expansion of test programs should begin with the 2000 summer school session..
Fiscal Impact	This recommendation can be implemented with existing resources.

Are the Best Practices for Financial Accountability and Viability of the School Nutrition Program Being Observed?

Goal: The district maintains the financial accountability and viability of the school nutrition program.

1 The program budget is based on departmental goals, revenue, and expenditure projections.

The department's annual budget is prepared using projected revenues and expenditures. Revenues are projected using current meal participation rates and historical participation trends to estimate future revenues. The department staff also reviews historical expenditure data and estimated costs of future projects, necessary replacement equipment, computer hardware and software, and other expected expenditures. The budget is developed based on departmental goals, such as the integration of software packages. The Food Services Director has developed a managers advisory council, composed primarily of cafeteria managers, to also provide input into budget development. The department maintains a copy of the budget on file.

Income and Expenditure Projections Are Evaluated

The Food Services Director is able to evaluate monthly revenues and expenditures using the profit and loss data for each cafeteria. Profit and loss figures are compared to projected revenues and expenditures. Adjustments are made as needed and changes are implemented to reduce costs.

Actual and Budgeted Expenses Are Compared

Through the use of cafeteria profit and loss statements, the director reviews the revenue and expenses for each cafeteria on a monthly basis. Cafeterias with revenues that are much less than expected and expenditures that exceed district averages are targeted for special assistance to correct problems. The department provided examples of two cafeterias where this process helped the cafeteria managers make adjustments and operate better financially. These were cafeterias with expenditures that exceeded district

averages. By reviewing the monthly profit and loss statements and identifying potential financial problems, department management was able to target these cafeterias for special assistance, send one of the Field Operations Coordinators to work one-on-one with the cafeteria managers, and make budgetary adjustments to make the cafeterias profitable.

2 The district's financial control process includes an ongoing review of the program's financial and management practices.

The department has financial controls in place that allow for an ongoing review of the program's financial and management practices. These controls include written procedures for collecting, depositing, and disbursing money, as well as procedures for accounting for reimbursable meals and other sales. The department also has several automated systems in place for financial reporting, and is in the process of networking the systems to allow for total, automated, and integrated program assessment. The department has also begun the process of implementing the "P" Card, an automated purchasing system that will allow quicker processing and payment of purchases. One area of department finance that has not received an adequate review in nearly a decade is the area of meal prices, which were last raised in 1991.

The Department Reviews Financial and Management Practices

The department produces and analyzes monthly profit and loss statements for the entire program, and adjustments are made if program revenues or expenditures deviate from expected levels. The district is required by law to do this. Additionally, an internal auditor dedicated to reviewing food service operations annually conducts a review of all student applications for free and reduced-price meals to ensure that each school is accurately reporting its free and reduced-price population, for reimbursement. A review of sample audits conducted at schools confirms that the auditor also conducts a full financial audit of each school's food service operation once every four years.

The department has also reviewed its purchasing practices and is in the process of making those practices more efficient through implementation of the "P" (Purchasing) Card. The "P" Card will allow for the electronic purchase of select items from vendors using two account numbers – one for food purchases and one for supply purchases. Department personnel will order approved items from approved vendors using the "P" Card without having to submit a paper purchase order. The purchase will be electronically processed and vendors will be paid within 72 hours of item delivery. The department anticipates that the "P" Card will be fully implemented in Fall 1999.

The major benefits of implementing the "P" Card are:

- ***A reduction in the number of paper purchase orders that must be submitted and processed.*** Because purchases will be made electronically, the department calculates that there will be a minimum estimated reduction of 250,000 paper purchase orders that must be submitted and processed. This estimate assumes that each of the district's 78 schools submit an average of 32 purchase orders each month to the department's 10 major vendors over a 10-month period. This should result in significant time savings for personnel in the accounting department of the district; however, because there is no one person assigned to food services in the accounting department, it is unclear whether this time savings will allow the district to reduce accounting staff.

Food Service

- ***Faster payment for vendors.*** Because vendors will now be able to submit their invoices directly to the credit card company instead of waiting for the district to process their invoices and issue a check, vendors will now be paid in 72 hours, compared to the current average of 30 to 45 days.
- ***No cost to the district to implement the "P" Card.*** The bank issuing the "P" Cards to the district, will pay for the cards, train managers how to use them, and provide necessary technical support. The district does not have to invest any money to use the "P" Card. The bank collects interest of 1.25 to 2.50 percent on purchases made on the card, which is paid by the vendors. The vendor's tradeoff in paying this interest is more than offset by the quicker turn-around in payment of invoices.
- ***More accurate financial picture for the department.*** Because payments to vendors will be quicker than they have been in the past, the department's profit and loss statements will be more accurate and timely. In the past, the delay in processing and paying vendor invoices meant that expenditures made in one month might not show up in the profit and loss statement until the next month or later. This gave the department a distorted picture of its costs, especially for food. With payment of purchased items within 72 hours, more accurate financial information will be available to the department much sooner, allowing administration to better manage finances.

Though the implementation of the "P" Card was delayed because of administrative problems in the purchasing department, the district is now moving forward with the project. Cafeteria managers have already completed the required applications, and department management is currently working with the sponsoring bank to get the project underway. The project is scheduled to start in the district's five year-school schools in Summer 1999 and in all other school cafeterias in August 1999 when the new school year begins.

The Department Has Financial Controls in Place

The department has well-documented written procedures for collecting, depositing, and disbursing money, as well as procedures to account for reimbursable meals and other sales. These procedures are detailed in the cafeteria manager's handbook, which includes a large section on procedures for using and entering data into the Student Nutrition Accountability Program (known as 'SNAP'). SNAP is a point of sale system that allows cafeteria personnel to record sales and meal count data, as well as providing other important information such as whether a student is eligible to receive free or reduced-price meals. The SNAP system is in place in all district cafeterias.

The Department Uses an Automated System for Financial Reporting

SNAP provides department administrators with the automated data needed for financial reporting. SNAP system reports provide information on:

- prepayments for meals and balances in prepaid accounts;
- operating revenue from meals;
- the total sales recorded on a particular day, for the month, or for the year, by cafeteria;
- calculation on the amount of reimbursement due for breakfast, lunch, and total meals, by cafeteria;

Food Service

- the number of students eating meals, broken down by the number of free, reduced, and paid; and
- the cash summary for each cafeteria.

The department Director uses all of this information to develop a clear picture of the department's overall financial situation as well as the financial situation in individual cafeterias.

The department is in the process of networking all of its computer systems (CIMS³, SNAP, and BOSS), which should be completed by the end of the 1998-99 school year and ready for use at the beginning of the 1999-2000 school year. When the networking is complete, the SNAP financial information from each cafeteria will be downloaded automatically to the department's file server. Cafeterias will no longer need to transmit the information to the department management electronically as they do now. The result will be a more efficient method of compiling SNAP information. The department is also contracting with an outside programmer who developed the district's CIMS financial software to write a program to pull all the information in the SNAP, CIMS, and BOSS systems together into the department's profit and loss statements. When the networking and programming to pull all vital information together is complete, it will give the department the automation it needs for total program assessment. Currently, Accounting staff must enter revenue and expenditure information from each cafeteria's end of month report into CIMS. All purchases, salary and fringe benefit information, and sales and meal count data are downloaded monthly to create financial reports. This process will increase the efficiency with which program information is compiled, eliminate duplicate data entry, and provide the district with better and more concise program performance data.

Meal Prices Have Not Increased Since 1991

Meal prices were last raised in 1991, when the price for full-price student lunches at all elementary, middle/junior high, and high schools was raised by 10 cents. To provide supporting data for a price increase, the district conducted a price survey among schools across the state to compare its lunch prices. The department used the results of that survey along with cost projections to set the new lunch prices.

Since the price increase in 1991, the department considered raising prices again in 1996. Department management put together a proposal that would phase in a meal price increase over several years and submitted it to the Superintendent for review, but the Superintendent did not forward it to the board because of the department's good financial condition. Although prices have not increased since 1991, the department has been vigilant in reducing costs and implementing more efficient methods (such as the expanded use of commodities), and it remains profitable. Therefore, the district is reluctant to consider raising meal prices.

Exhibit 7-11 compares Brevard County's meal prices to its peers. Brevard County's breakfast prices are below the peer districts' average in all categories, elementary, secondary, and adult. While the district has comparable elementary and adult lunch prices to those of the peer districts, the middle and high school lunch prices are significantly below those of the peer districts. The greatest difference is found in the price of high school lunches. The Brevard County School District charges 14 cents less per meal than the peer district average.

The department does not annually compare its meal prices with those of its peers. Such a comparison, if it included an analysis of department profitability trends, would indicate when it would be prudent for the district to adjust meal prices. Currently, the food service operation is in good financial shape. However, it must guard against future losses if it is to remain self-sufficient with a healthy reserve fund balance.

³ CIMS is the financial and accounting software system implemented throughout the district in 1997-98.

Exhibit 7-11

Brevard 1997-98 Meal Prices Compare Favorably to Peer Districts⁴

Full Priced Breakfast	Elementary School	Middle School	High School	Adult Prices
Brevard	\$0.60	\$0.60	\$ 0.60	\$1.00
Lee	0.55	0.60	0.60	0.80
Orange	0.70	N/A	N/A	1.00
Polk	0.65	0.65	0.65	0.85
Seminole	0.70	0.70	0.70	0.95
Volusia	0.75	0.75	0.75	1.00
Peer Average	\$0.67	\$0.68	\$0.68	\$0.92
Full Priced Lunch				
Brevard	\$1.40	\$1.50	\$1.50	\$2.25
Lee	1.60	1.85	1.85	2.35
Orange	1.40	1.50	1.60	2.10
Polk	1.25	1.50	1.50	2.00
Seminole	1.35	1.50	1.75	2.50
Volusia	1.35	1.45	1.50	2.25
Peer Average	\$1.39	\$1.56	\$1.64	\$2.24

Source: Brevard County School District and peer districts.

Recommendation

- *The department should annually compare its meal prices with those of its peers. The comparison should include analysis of department profitability for at least three years into the past, so that the board can assess when it would be prudent to adjust meal prices. Although the food service operation is currently in good financial shape, it is likely that costs will continue to rise over time and the district must guard against future revenue losses.*

3 The district accounts for and reports meals served by category.

The SNAP automated point of sale system accounts for and reports the number of meals served by category by cafeteria. The information is cross-matched with data showing the number of students eligible for free and reduced price meals to ensure that the number of students actually claimed for free and reduced meals is equal to or less than the number of approved applications. Cafeteria staff is trained to use the SNAP system to appropriately record necessary information. The information and counting procedures are

⁴ Brevard and its peers all have the same prices for reduced meals: \$0.30 for breakfast at every school level, and \$0.40 for lunch, again at every school level.

reviewed and their accuracy verified during the annual accuclaim review conducted by one of the district's auditors. The information is audited and reported to the Florida Department of Education (DOE).

4 The district regularly evaluates purchasing practices to decrease costs and increase efficiency.

The department regularly evaluates its purchasing practices, both to decrease costs and to increase efficiency, where possible. The department puts out bids each semester for basic cafeteria food items (such as frozen meats, chilled main entrees, frozen vegetables, fruits, etc.) and annually for bread, milk, ice cream, paper goods, chemicals, equipment, and small wares (pots, pans, tables, etc.). Food specifications are updated each semester by the department Director and the nutrition specialist; new food items are tested and evaluated for acceptance in the department's test kitchen, located at the district's Educational Services Facility.

Bid specifications on all items purchased by food service require that vendors are given equal opportunity to bid, and specifications are widely distributed to many potential vendors. A committee, made up of personnel from the Food Service Department and Purchasing analyzes each bid, reviewing the bidder's response to the bid's specifications, price, and service. For the purchase of major items, the department follows district guidelines and competitive bidding procedures.

5 The district has developed an effective inventory control system that is appropriate to the size of the school nutrition program.

The district currently has an effective manual inventory control system that minimizes energy costs, waste, theft, and storage costs, and maintains perpetual inventory. With the implementation of an automated inventory control system, anticipated to be completed during the 1999-2000 school year, the department will have a more efficient inventory control system.

The Department Has an Inventory Control System

Until March 1999, the department used a manual system to track its inventory. Cafeteria managers and staff conducted monthly physical inventories and provide resulting information to the central office, where it was entered into the CIMS system, the districtwide financial management, warehousing, and accounting system. Cafeteria managers also follow district procedures for receiving and tracking food and supplies that are delivered directly to their kitchens. Managers record receipt of new inventory into CIMS after each delivery.

The department's manual inventory control system minimized energy costs, waste, theft, and storage costs. Cafeteria managers are instructed to shut off equipment during holidays and vacation to reduce energy costs. The inventory tracked item dates to ensure that items are used prior to shelf-life expiration, reducing waste. The analysis of monthly review of profit and loss statements for each cafeteria gives department management a tool to check food and supply costs and to determine if those costs are out of line for any cafeterias. If they are, department management does a follow-up check on the physical inventory to determine if an error occurred or there are other problems, such as waste or theft. The use of a privatized delivery and warehousing service has reduced storage costs.

The Department is Implementing an Automated Inventory Control System

The department is in the process of implementing the BOSS automated inventory system. This will eventually allow for automated order processing, receipt of orders, and perpetual inventory, among other functions. Implementation of the software, which was purchased in 1997, was initially delayed by limitations in computer hardware and networking. The system is currently being implemented and used module by module.

The department began implementing the system's five modules in 1998. Currently, the basic inventory module, ordering module, receiving module, and perpetual inventory module are all working and cafeteria managers are using them. The meal planning module is not yet in use but is anticipated to be in use by the end of the 1999-2000 school year. Managers can locate stock items in their inventory, find items they need to order in the BOSS database and complete an order, and receive items and confirm that an order has been filled correctly. If an order has been correctly filled, the items in that order go into the perpetual inventory module; if an order has not been correctly filled, managers can correct it and receive the correct items.

Written procedures governing the BOSS system are already in place, and training has been provided on all inventory modules to the appropriate staff.

Meal Planning Will Be Done On-Line

The nutrition and meal-planning module of BOSS will allow the department to meal plan on-line. A cafeteria manager can enter the items the cafeteria is serving and how many meals they plan to serve, and the module will indicate what items need to be pulled from stock and flag items that are reaching minimal levels and need to be reordered. The department plans to have this module in operation sometime in the 1999-2000 school year -- several hundred recipes must be entered into the database before it can be fully operational.

6

The district has a system for receiving and storing food, supplies, and equipment.

The Food Service Department uses the district's financial software program to document the receipt of food, supplies, and equipment. There are procedures in place for checking incoming purchases for quality, and refusing items that do not meet specifications of the order or expected product quality. There are also limits on the number of people authorized to receive purchased items and on the issuance of products to authorized staff.

The Department Has a System in Place for Receiving and Storing Items

Cafeteria managers use CIMS, the district's financial software system, to document receipt of food, supplies, and equipment. The department provides a list of all kitchen equipment costing over \$750 to Property Control so that it can keep track of larger equipment items. Cafeteria managers are required to check invoices against the order forms to ensure delivery of the correct amount and accurate price of purchased items, as well as the quality of the delivered items. Damaged items or products judged by the manager to be of poor quality can either be refused at delivery or returned later; managers report such problems to food services by completing a vendor complaint form. The cafeteria managers contact vendors to receive credit for unacceptable products. Once the delivery process is complete, the manager signs the

invoice and sends it to Accounting for payment. As noted previously, this system will change with the implementation of the “P” card, and paper invoices will no longer be used.

Issuance of Products is Limited to Authorized Personnel

Cafeteria managers are authorized by the department Director to receive purchased items and must sign and date receipt invoices. One other person is designated by the cafeteria manager to receive and sign invoices in his/her absence. Managers control access codes and passwords necessary to gain entrance to the CIMS and BOSS programs, controlling entry to the programs necessary to order or receive items.

Because the district has eliminated the use of a central warehouse, it has also eliminated the need for limiting access to warehouse stores through the use of approved requisition slips. Instead, products are delivered directly to the cafeterias that ordered them and cafeteria managers follow the procedures outlined above for their receipt.

Cafeteria Managers are Trained in Receiving and Storing Procedures

Cafeteria managers are trained in receiving and storage procedures. Cafeteria manager interns receive this training during internship classes. Since department policies limit receipt of items to managers and/or their designees, this training is appropriately limited. Cafeteria managers are responsible for ensuring that their subordinate staff properly receives and stores items.

7 The district has a long-range plan for the replacement of equipment and facilities and a separate list of preventive maintenance practices, but they are not incorporated into the long-range facility plan.

While the district has a long-range preventative maintenance and replacement plan for equipment and facilities, the does not include the maintenance and replacement of smaller equipment.

The Department Has a Long-Range Facilities Plan

The department’s five-year facilities plan is developed by district staff, with input from cafeteria managers and includes:

- kitchen and serving area renovations at six high schools;
- walk-in cooler/freezer replacement in four elementary schools;
- walk-in cooler replacement in five high schools, two middle schools, and one elementary school;
- hood replacement in 26 schools; and
- installation of air conditioning in 40 kitchens over the next five years.

The cost of these renovations and equipment renovation and replacement is projected to be \$4,738,031. By law, food service revenues cannot be used to pay for capital improvements, so the money for renovations must come out of the district’s capital budget.

The Department Has a Long-Range Maintenance and Replacement Plan

The Food Service Director has developed a plan for equipment replacement and maintenance that is included in the five-year facilities plan and given to the Maintenance Department. The Food Service Director also develops an annual equipment replacement list that is used to replace equipment each summer. Maintenance personnel are required to perform preventive maintenance of food service equipment during the summer and during the year as time permits. This schedule is satisfactory, according to the Food Service Director and has not resulted in any problems. However, only large equipment replacement (such as walk-through coolers and freezers) is included in the department's facilities plan. The maintenance and replacement of smaller equipment is not included in the plan. Because cafeterias rely on both small and large equipment for maximum performance, all equipment should be included in a preventive maintenance and replacement plan.

The Plan Does Not Include Maintenance or Replacement of Smaller Equipment

The five-year food services facilities plan does not include small equipment maintenance, replacement, or preventive maintenance, though all these activities take place at the department's expense. As part of an agreement with the Maintenance Department, maintenance personnel perform preventive maintenance on boilers, pilot lights, ovens, and other equipment during the summer when the equipment is not in constant use, and perform preventive maintenance on refrigerator units on a quarterly basis. Maintenance staff also repairs and replaces smaller equipment such as steamers, cookers, mixers, and convection ovens as needed. Because the department has not included this in its five-year facilities plan, there is a risk that the Maintenance department will fail to accurately forecast manpower needs to fulfill these tasks and cafeterias will be without needed equipment.

Recommendation

- *The district should incorporate small equipment maintenance, replacement, and preventive maintenance into its five-year facilities plan. This will permit both the Food Service and Maintenance Departments to accurately plan for the funds and personnel required to maintain this equipment.*

Are the Best Practices for Meal Preparation and Transportation Being Observed?

Goal: The district prepares and serves nutritious meals with minimal waste.

1 The district provides school meals that ensure the nutritional needs of all students are met.

The department attempts to strike a balance between ensuring that it provides basic nutritious food required for the district to receive reimbursement and providing foods that will attract students into the cafeteria.

Food Service

The department provides the basic nutrition required in reimbursable meals, but serves additional popular food items that are attractive to students and increase cafeteria sales. One concern is that while training on nutrition and food preparation is available to managers and manager interns on a regular basis, it is not available for cafeteria workers, who are responsible for the actual preparation of the food.

The Department Plans Menus that Meet Student Nutritional Needs and Dietary Guidelines

The department employs a registered dietician to plan its menus. The department also follows the enhanced food-based menu plan for all reimbursable meals. This plan increases the serving sizes of fruits, vegetables, and grains in reimbursable meals. The department ensures that menus are followed through the *Five-Star Quality & Performance Inspection*, which reviews, among other operational factors, whether a cafeteria is following the established countywide menu.

Nutrition Training is Not Available to All Cafeteria Staff

Managers are required to complete a nutrition class offered by the department's registered dietician within the first year of becoming managers. The registered dietician also attends training sponsored by the American Dietetic Association. However, not all staff who prepare and serve food are provided nutrition training. In particular, cooks, bakers, and food servers do not regularly receive nutrition and food preparation training. Because these staff members prepare meals, they should receive nutrition training. Training should be provided to all cafeteria staff, including manager interns, cooks, bakers, and those who serve food.

The Department Tests New Food Items

The department tests and evaluates new food products to be offered to students in its test kitchen and in school cafeterias during the school year. The department also tests and evaluates convenience foods – items that are prepackaged and typically served a la carte – in its test kitchen and in school cafeterias. As noted previously, the department also surveys students and cafeteria managers to get reactions to test items. Cafeterias are also encouraged to find other informal opportunities to test products, including tasting parties for students.

Recommendation

- *All food service workers should receive nutrition training, regardless of their position in the cafeteria.*

2

The district's food production and transportation system ensure the service of high quality food with minimal waste.

The district emphasizes the preparation of high quality meals at least cost through maximum use of commodities, appropriate serving sizes, and vigilance against waste.

The Department Maximizes Use of Commodities

The department maximizes its use of USDA commodities by tailoring its menus to incorporate commodities. By focusing on commodities in its menus, the department has been successful in reducing food cost percentages every year for the last three years even though meal prices have not increased since 1991. The department also ensures high quality and reduced waste in its cafeterias by conducting the *Five-Star Quality & Performance Inspections* twice a year; the *Five-Star* focuses on the quality of the food each cafeteria serves and also reviews production records to ensure that waste is kept to a minimum. The department also reviews and analyzes each cafeteria's monthly per cap figure to determine the level of participation at each school. Any decreases in participation are investigated and corrected.

The Department Uses Standardized Recipes

The department use standardized recipes that provide cooks and bakers with specific instructions on required ingredients, cooking procedures, appropriate serving containers and utensils, yield, and appropriate portion sizes. All of this information is provided to managers, manager interns, cooks and bakers through the required Quality Food cooking and baking training. The department also ensures that proper techniques are used in the kitchen by reviewing production reports to determine whether the cafeteria eliminates food waste. All other cafeteria staff is required to take the Introduction to Food Service class, which includes information on the use of standardized recipes. As part of the *Five-Star*, the department reviews whether cafeterias are using appropriate serving utensils and offering appropriate servings.

The Department Minimizes Waste

The department minimizes the amount of leftover food by reviewing overproduction and underproduction of food items. As part of the *Five-Star*, cafeteria managers are assessed as to whether or not they have completed post-production reports, which would identify leftover food issues. In addition, department management analyzes food cost percentages monthly for each cafeteria, looking for overproduction or underproduction problems. The three Field Operations Coordinators provide cafeteria managers with assistance if problems are identified.

The Department Has Not Established Per Meal Costs

The department has not established any benchmarks or targets for per meal costs. Instead, it monitors the amount of revenue generated per student per day, the monthly profit and loss statements of each cafeteria, and the total food costs for each cafeteria. Establishing per meal costs would provide an additional method by which the cafeterias could monitor and control costs. The establishment of a benchmark for cost per meal is addressed on page 7-21.

Satellite Kitchens Ensure Quality Food and Minimal Waste

The department has been operating two satellite kitchens to serve two schools that do not have kitchens. At the time of the initial MGT site visit, the department anticipated ending satellite kitchens because the two remaining satellite schools in the district were scheduled to open their own kitchens by the end of the 1998-99 school year. However, because the district is reconfiguring all schools to the middle school concept (grades 7-8 only, rather than 7-9), food services will now satellite meals to an additional two middle/junior high schools. For satellite operations, the department uses insulated heating carts to transport and maintain temperatures of hot items prepared in the serving kitchens, and uses refrigerators, milk boxes and freezers at the satellite schools to keep cold food chilled to the correct temperature.

Are the Best Practices for a Safe and Sanitary Environment Being Observed?

Goal: The district provides food service in a safe and sanitary environment.

1 The district follows safety and environmental health practices and regulations.

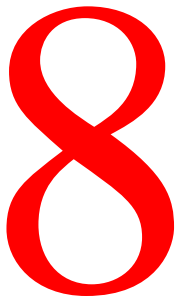
The department ensures that food service employees follow safety and environmental health practices through its *Five-Star Quality Inspection*. Results of county sanitation inspections, which are conducted twice a year, are posted in every cafeteria and are reviewed as part of the *Five-Star* review.

Sanitation and safety training is provided to all new employees in the Introduction to School Food Services course. Interns receive additional training during the internship course work. Managers also receive ongoing health and safety training through manager in-service training. Food service employees are not provided ongoing health and safety training beyond the training they receive in the introductory course. This presents some concerns. Although the managers receive ongoing health and safety training, the employees who are often responsible for implementing health and safety measures – the food service workers – do not receive ongoing or refresher health and safety training.

The department distributes information to all food service employees on procedures for reporting, investigating, and correcting the cause of accidents. The information also covers food-borne illnesses and prevention, how to deal with water contamination, procedures for manual dishwashing, handling gas and pilot light leaks, and emergency or disaster feeding procedures. All of this information is kept on-site at each cafeteria in the cafeteria manager's handbook and is available to all food service staff.

Recommendation

- *The district should provide ongoing health and safety training to all food service employees.*



Use of State and District Construction Funds

The district is generally using construction funds appropriately and for the intended purpose. The district could improve by exploring all avenues of construction alternatives and revising procedures for administering PECO funds.

Conclusion

In the use of state and district construction funds, MGT found that:

- The district does not approve the use of construction funds after determining that the project(s) are cost efficient and in compliance with the designated purpose of the funds. (page 8-3)
- The district does not have adequate procedures to assure capital outlay funds are used for facilities construction projects and operational funds for facilities maintenance and operations. (page 8-8)
- When designing and constructing new educational facilities, the district incorporates factors that minimize the maintenance and operations requirements of the new facility. (page 8-9)
- The district uses, accounts for, and reports the use of educational facilities construction funds in a proper manner. (page 8-10)

Fiscal Impact of Recommendations

As Exhibit 8-1 shows, the district could achieve significant savings through implementation of recommendations in this chapter. As shown:

- Value engineering has been shown to reduce the cost of construction by an average of 0.5 percent. The savings is often achieved through the development of more efficient circulation patterns, dual use of spaces that still meet the goals of the educational specifications, and reduction in the cost of mechanical systems. Assuming the cost of the value engineering process to be \$15,000 per project, and average of four major projects at a total cost of \$40 million, the average savings annually will be \$140,000 with a total over the next five-year period of \$700,000.
- The district should examine the opportunities of expanding the availability of multi-track year round programs on an optional basis. If only 10 percent of the elementary schools were offered on a year round basis, it would increase the capacity of the district by 985 student stations. With an average district construction cost of \$7,616

per student station, this results in a savings in construction costs of \$7,500,000 over five years, beginning in 2001-2002.

- Development of adequate procedures for administering PECO maintenance funds can be implemented at no additional cost to the district. Depending on the procedures developed (and corresponding implementation of the procedures) there may be a significant financial impact.

Exhibit 8-1

Implementing the Recommendations for Use of State and District Construction Funds Should Enable the District to Save \$140,000 Per Year

Recommendation	Fiscal Impact
Improve the value engineering process for major construction projects.	This will result in annual savings of \$140,000.
Examine the opportunities of providing multi-track year round programs on an optional basis.	Possible cost savings of approximately \$1,500,352 annually.
Develop procedures for implementing PECO maintenance funds.	Can be accomplished with current resources.

Source: MGT.

Background

The district projects overall facility needs over a five-year period when developing the five-year capital plan. The district uses Florida Inventory of School House (FISH) data for determining unmet needs and has adopted The State Requirement for Education Facilities (SREF) for space and utilization criteria. These data are kept current by the Facilities Planning Specialist and drive the development of future construction projects. Estimates for all capital outlay projects are documented in the district’s five-year capital plan. These estimates are divided between major repair and maintenance projects and capital outlay projects necessary to ensure availability of satisfactory student stations for the project student enrollment.

The Brevard County School District annually prepares a capital planning budget that is based on the five-year capital plan. The budget is developed with input from facility division personnel, principals, area superintendents, the Superintendent and the district financial officer. The budget is presented annually to the Board for their approval. The Board receives quarterly updates regarding the status of budget expenditures. This quarterly status is presented in the “Facilities Capital Projects” document.

The district Finance Director determines the appropriate capital fund to be used for projects, relying on the *Fixed Capital Outlay Public School Finance Manual* for specifics on fund utilization. All approved capital expenditures are briefly described by project number, and listed by funding source in the district’s *Final Budget 1998-1999*.

Seven Brevard County School District policies have a direct effect on the use of construction funds. These are:

- school size
- elimination of the use of relocatable buildings

- amount of space required by type of student station
- desirable student capacity
- initial and ultimate student capacity
- utilization factors
- use of state and local funds

Are the Best Practices for Use of State and Local Construction Funds Being Observed?

Goal: The district uses state and local educational facilities construction funds to meet its construction and renovation priorities in a cost-effective manner.

1 The district does not approve use of construction funds only after determining that the project(s) are cost efficient and in compliance with the designated purpose of the funds.

The district does not approve use of construction funds only after determining that the project(s) are cost efficient (in comparison with other feasible alternatives) and in compliance with the designated purpose of the funds. The district uses a five-year capital master plan and the *Fixed Capital Outlay Public School Finance Manual* (November 1990), to determine that projects are cost efficient and in compliance with the designated purpose of the funds. The district does not, however, thoroughly examine alternatives that could be implemented.

Cost Saving Alternatives Could Be Implemented

The district prepares a five-year tentative facilities work program that includes major repair and renovation projects. This includes a project priority listing. The process calls for input from district staff, school staff, the board, and community members. While the five-year plan called for \$375,000,000 in improvements, the district has not completed all of the priorities due to the failure of a bond referendum in 1995. Nevertheless, the district has completed a significant amount.

A schedule is prepared comparing the planned cost and square footage for each new student station to the low, average, and high cost of facilities constructed throughout the state during the most recent school year for which data are available from DOE. This analysis is available to the board during deliberations and is available to the public.

However, this analysis does not routinely include analysis of alternatives, such as extended-day schedules, year round schools, changing attendance boundaries, revising grade level configurations, or use of portable classrooms.

District Reducing Number of Portable Classrooms

The district currently is using 463 portable classrooms, which represents 12 percent of the total instructional space. The number is down from 571 last year. The district, in the *Strategic Plan*, has established a goal of eliminating at least 50 percent of the leased portables, which will require a reduction of approximately 100 additional portables classrooms. This will lower the total to less than 10 percent. This is an appropriate level. When the number of portables exceeds 10 percent the strain on the core facilities (cafeteria, media center, rest rooms etc.) at a school becomes excessive.

District Can Improve Value Engineering Process

The district does not currently use a true value engineering process to examine design alternatives prior to commencing construction. They have utilized a number of methodologies with the review of recent roofing projects most approximating an established value engineering process. Many of the methodologies, however, have actually been a cost cutting process. Exhibit 8-2 provides a definition of value engineering. With the amount of projects that are underway and/or in the planning stages, the district could be realizing construction savings as well as creative design alternatives through utilization of a value engineering process. While the district contends that value engineering has been conducted, in fact, they are using a cost reduction process that calls for a percentage of budget reduction on a project-by-project basis.

Exhibit 8-2

Elements of Value Engineering

Value Engineering (VE) is a cost control technique based on the use of systematic, creative analysis of the functions of a project or facility that identifies unnecessarily high costs. VE has proven itself as an aid for improving the life cycle costs of a school facility design. Results show that the greater the project cost the more effective the VE study can be. The process usually involves four to five participants including representatives from the district, the design team, a VE consultant, the project manager and the school administration. The requirements for a successful VE study include:

- **Timing:** The study should take place when approximately thirty-five percent of the design has been completed. The process usually takes up to six weeks, while the design process continues at its normal rate. Value engineering does not delay the design process, instead it is a parallel study conducted by another team.
- **Information Necessary:** Just as important as timing, the quality of information provided will contribute to the success of the study. Typical information required includes the educational specifications, the building program, site information, building codes analysis, cost estimates, description of all major systems, architectural floor plans, elevations, structural plans, mechanical plans, etc.

Procedures included in a successful VE study include:

- **Information Phase:** The objective of this phase is to become familiar with the project. The process begins with a briefing by the design team to convey all available information to the VE team. The VE team then identifies functions with poor cost-to-work ratios and high costs.
- **Creative Phase:** The objective of this phase is to formulate alternative ways to accomplish the functions identified during the informational phase. This is done by brainstorming techniques and asking, "What other material or method will accomplish the function?"
- **Development Phase:** The objective of this phase is to develop the selected alternatives into a preliminary design, including a rigorous economic analysis. This is accomplished by defining requirements and refining costs using life cycle costing techniques.

Finally, the process includes follow-up in order to evaluate the implementation of recommendations.

Source: MGT.

The value engineering process should be conducted by an independent consulting team comprised of architects, mechanical engineers, landscape architects, educational specialists, cost estimators and other professionals. The value engineering process should be conducted early in design development, when enough design information is available to determine costs accurately. The purpose of this process is to review the proposed design and provide suggestions from professionals that take a fresh look at the project. The process includes an independent study of systems and materials that are proposed with the goal of reducing costs without reducing quality. It is conceivable, however, that a valid value engineering process could increase initial costs if a long term value is generated.

Value engineering has been shown to reduce the cost of construction by an average of 0.5 percent. The savings is often achieved through the development of more efficient circulation patterns, dual use of spaces that still meet the goals of the educational specifications, and reduction in the cost of mechanical systems. Assuming the cost of the value engineering process to be \$15,000 per project, and average of four major projects at a total cost of \$40 million, the average savings annually will be \$140,000, with a total over the next five-year period of \$700,000.

District Has Not Fully Explored Alternatives to New Construction

The district has looked at changes in grade level configurations as a way to alleviate facility overcrowding. In part to address accommodation needs, the district's *Strategic Plan* includes the goal of having all sixth grade students in elementary schools and ninth grade students in the high schools. Attendance boundaries have been changed when there has been no alternative, as in the case of adding new schools. Other than in those instances, however, boundary changes have not been looked at as a way to solve overcrowding problems. The student accommodation plan speaks to freezing out of area assignments at particular schools and the use of portables but does not look at the feasibility of boundary changes. In general, the district has attempted to address instructional capacity needs through classroom additions and new facilities, rather than less costly measures. Alternative scheduling options the district could consider include extended-day and year-round schedules.

The district currently has a year-round program in three of its schools. However, these schools are all single-track. This means that the schools are not serving any more students than they would if they were on a traditional schedule; thus, these three schools offer no benefits to the district in terms of avoiding new construction.

The major reason the district should consider expanding the year-round concept to multi-track at multiple schools is to address student growth and the potential to avoid significant construction expenses. If the district can avoid building a new school, it avoids the costs associated with building design, engineering, construction, furnishing, as well as infrastructure. There are some transition costs associated with switching to year-round schools. These include feasibility studies, administrative planning time, and teacher in-service training. However, these transition costs are minimal compared to the cost of new construction.

The most common multi-track school operates on four tracks with one-fourth of all students on vacation at any one time. A four-track school is thus able to increase student capacity by 25 percent. The district currently has a capacity for 39,376 elementary students. If 10 percent of the elementary schools were offered on a year round basis, 10 percent of the capacity (3,938 student stations) would be increased by 25 percent resulting in an increased student capacity of 985 students. With an average district construction cost of \$7,616 per student station this results in a savings in construction costs of \$7,500,000.

Recommendations

- *The district should implement a value engineering process for major construction projects.*
- *The district should thoroughly examine alternative scheduling options as discussed in Chapter 9.0 of this report.*
- *Action Plan 8-1 provides the steps necessary to implement these recommendations.*

Action Plan 8-1

Consider Cost Alternatives

Recommendation 1	
Strategy	Improve value engineering process.
Action Needed	<p>Step 1: Form value engineering teams consisting of educators and design professionals.</p> <p>Step 2: The team will then perform a value engineering analysis on all major projects (new schools and remodeling in excess of 25 percent of total value). This process would be completed concurrent with the program/schematic design phase so there is sufficient information regarding the project, but it is not too late to make cost saving changes.</p> <p>Step 3: Implement cost savings recommendations as appropriate. The cost savings will be based primarily on space utilization and the examination of systems and materials.</p>
Who Is Responsible	Assistant Superintendent for Facilities.
Time Frame	All new projects (and renovations in excess of 25 percent of value) beginning in the 2000-2001 school year.
Fiscal Impact	Based on estimated annual capital expenditures for major projects of \$40,000,000 and a \$15,000 implementation cost per project, this will result in annual savings of \$140,000 beginning in 2000-2001.
Recommendation 2	
Strategy	Examine alternative scheduling options, including extended-day schedules, year-round schools, and use of portable classrooms.
Action Needed	<p>Step 1: Form committee of educators and parents to examine alternative scheduling options and make a recommendation to the board regarding possible implementation in Brevard County. This committee should look at programs that have been implemented in other districts and evaluate the possibility of creating pilot programs in Brevard County.</p> <p>Step 2: Develop extended-day schedules for use in selected schools.</p> <p>Step 3: Develop multi-track year-round schedules for use in the selected schools. The schedule should reflect at least a four-track system so that the capacity of the facility will be increased by 25 percent (one-quarter of the students are on break at any given time).</p> <p>Step 4: Develop plan for increased use of portables in selected schools.</p> <p>Step 5: Present results of the committee findings and possible multi-track year-round schedules for the board's consideration.</p>
Who Is Responsible	Deputy Superintendent for Facilities and Area Superintendents.
Time Frame	<p>Form Committee - Fall 2000</p> <p>Report to board - Spring 2001</p> <p>Implement alternative schedules (if approved) – 2001–2002 year</p>
Fiscal Impact	The fiscal impact of this indeterminate; the district could realize significant savings through cost avoidance by implementing alternatives to new construction.

2 The district does not have adequate procedures to assure capital outlay funds are used for facilities construction projects and operational funds for facilities maintenance and operations.

Current procedures are not adequate to assure that capital outlay funds are used for facilities construction projects and operational funds for facilities maintenance and operations.

District Procedures Are Needed in Order to Improve Administration of PECO Maintenance Funds

The five-year capital plan, which is approved and annually updated by the board, lays out the district's educational facilities construction spending plan. The annual budget reflects the items from the plan that are included in the facilities work plan for that year. The district uses the DOE growth projections, the survey process and FISH data to determine whether facilities needs are met. Specific materials include the educational plant survey, FISH data, annual facility evaluations, state and district produced enrollment projections, the *Five-Year Capital Plan*, the *Asset Management Plan*, and the *Student Accommodation Plan*.

State procedures call for certain PECO (Public Education Capital Outlay) and other funds to be spent on major maintenance and renovation and other non-construction activities such as equipment. However, these funds are not to be spent on non-major maintenance and renovation activities. The operating budget for the district's maintenance department is for "recurring maintenance" activities. The district originally codes both regular operating and PECO maintenance expenditures to the Maintenance Department's operating budget. At the end of the year, the finance office attempts to identify and transfer expenditures that meet the definition of major maintenance and renovation from the operating budget to the capital budget. There are not adequate controls to assure that the expenditures being transferred do, in fact, meet the required definition.

In the current situation, it is possible that PECO funds could be used for expenses other than major maintenance and renovation and other non-construction activities. The district should establish adequate procedures for the administration of PECO funds to ensure they are used only for their intended purpose. It is possible that the development of adequate procedures will result in the district determining it has previously used PECO funds for recurring maintenance activities. If so, the district may incur a substantial fiscal impact, as it will need to find appropriate funds for recurring maintenance activities. This amount could be substantial.

Recommendation

- *The district should establish adequate procedures for administering PECO maintenance funds.*
- *Action Plan 8-2 provides the steps necessary to implement this recommendation.*

Action Plan 8-2

Revise Administration of PECO Funds

Recommendation 1	
Strategy	Finance Director establishes appropriate procedures for improving administration of PECO maintenance funds.
Action Needed	Step 1: Associate Superintendent develops appropriate procedures for administering PECO maintenance funds. Step 2: Associate Superintendent, in coordination with Directors of Facilities and Maintenance, reviews new procedures and coding procedures to make sure they will work with new account. Step 3: Determine impact on Maintenance Department operating budget. Step 4: Implement new procedures as appropriate.
Who Is Responsible	Associate Superintendent.
Time Frame	2000-2001 school year
Fiscal Impact	Establishment of procedures can be accomplished with current resources. Depending on results, implementation may have significant financial impact.

3 When designing and constructing new educational facilities, the district incorporates factors to minimize maintenance and operations requirements.

Maintenance and operation cost control is a factor in the design of new and/or modernized facilities.

Maintenance and Operations Requirements are Incorporated into the Design of New Facilities

The district has established appropriate maintenance and operations standards in its short- and long-term plans. The district has a design manual and uses districtwide standards for equipment such as lights and locksets to minimize the maintenance and operation costs of new facilities. Prototype designs have been used for recently constructed schools. Through the “Ready Check” program, all maintenance trades review plans for new schools and projects prior to bidding. Results of these reviews include the off-peak production of ice for HVAC cooling to save on energy costs, and the standardization of HVAC controls. The district updates these standards to reflect new technologies and procedures. Standards have been updated for bathroom partitions, portable rams, ceiling tiles, door closers, light fixtures, and building envelope repair materials.

4 The district uses, accounts for and reports the use of educational facilities construction funds in a proper manner.

Other than the issues raised in Best Practice 2 above the district uses, accounts for and reports the use of educational facilities construction funds in a proper manner as set forth in the *Fixed Capital Outlay Public Schools Finance Manual* and *Financial and Program Cost Accounting and Reporting for Florida Schools*. The *Fixed Capital Outlay Public Schools Finance Manual* provides a description of Fixed Capital Outlay Financing for school districts throughout Florida including both a definition of terms and a detailed discussion of the major funding sources and the appropriate uses of these funds. The *Financial and Program Cost Accounting and Reporting for Florida Schools* manual specifies the account structure to be used when classifying revenues and expenditures.

Construction Funds Are Used for Appropriate Purposes

Construction funds should be spent consistently with board approved district plans and the approved uses of the funds as established by the funding source. The district bases its expenditure plan for educational facilities construction on the board-approved five-year capital improvement plan, *Fixed Capital Outlay Public Schools Finance* and *Financial and Program Cost Accounting and Reporting for Florida Schools Manuals*.

District Accounts for Receipt and Expenditure of Construction Funds

Each of the sources of construction funds is assigned a fund identification number and each project is assigned a project number. Projects are listed by fund in the annual budget book and totaled accordingly. Expenditures are then tracked by project. Transfers are made to the Debt Service Fund and the General Fund as required and appropriate. The Finance Department produces forecasts of Capital Outlay monies and accounts for expenditures. The district submits an annual report to the Department of Education showing expenditures of all educational facilities construction funds.

9 Facilities Construction

The Brevard County School District has developed a facilities construction process that has produced quality results at minimal costs. The district utilizes a variety of construction management models that has made maximum use of construction managers and minimized in-house staff requirements. While costs have been kept low, the amount and quality of construction activity has remained at a high level.

Conclusion

Exhibit 9-1 provides MGT's conclusions in the nine facilities construction areas of:

- long-range facilities planning;
- facility needs, costs, and financing methods;
- selecting and acquiring school sites;
- identifying site and facility needs;
- identifying alternatives to new construction;
- facility planning and construction;
- developing educational specifications;
- architectural planning and financial management practices; and
- evaluating new facilities.

Exhibit 9-1

MGT Came to Several Positive Conclusions Regarding the District’s Facilities Construction

Facilities Construction Area	MGT’s Conclusions
Long-Range Facilities Planning	<p>The district has established authority and assigned responsibilities for educational facilities planning. (page 9-9)</p> <p>The district has allocated adequate resources to develop and implement a realistic long-range master plan for educational facilities. (page 9-11)</p> <p>The district has not established a standing committee that includes a broad base of school district and community stakeholders. (page 9-16)</p> <p>The district has assigned one person with the authority to keep facilities construction projects within budget. (page 9-19)</p> <p>The district has not assigned budget oversight of each project or group of projects to a single project manager. (page 9-19)</p>
Facility Needs, Costs, and Financing Methods	<p>The district uses a capital planning budget based on comprehensive data collected in early stages of the master plan. (page 9-21)</p> <p>In developing the capital planning budget, the district has considered innovative methods for funding and financing construction projects. (page 9-23)</p> <p>The capital planning budget accurately lists facility needs, costs, and recommended financing for each year of a five-year period. (page 9-24)</p>
Selection and Acquisition of School Sites	<p>Broadly representative site selection committees have been utilized in advance of expected need. (page 9-26)</p> <p>The district has developed school site selection criteria to ensure that schools are located to serve the proposed attendance area economically, with maximum convenience and safety. (page 9-28)</p> <p>The board considers the most economical and practical locations for current and anticipated needs, including such factors as need to exercise eminent domain, obstacles to development, and consideration of agreements with adjoining counties. (page 9-29)</p> <p>The district has a system to assess sites to ensure prices paid reflect fair market value. (page 9-30)</p> <p>For each project or group of projects, the architect and district facilities planner develops a plan to serve as a decision-making tool for future facilities needs. (page 9-31)</p>
Site and Facility Needs Identified	<p>The district identifies facilities needs based on thorough demographic study. (page 9-31)</p>
Existing Facilities-- Alternatives to New Construction	<p>The district uses the official Florida Inventory of School Houses (FISH) inventory to analyze student capacity and classroom utilization. (page 9-33)</p> <p>The district completes an annual school status report. (page 9-34)</p> <p>The district has considered alternatives to new construction such as year-round education, extended-day schools, changes in grade-level configuration, changes in attendance boundaries, and use of relocateable facilities (portables) to help smooth out the impact in peaks and valleys in future student enrollment but could improve in this area. (page 9-35)</p>

Exhibit 9-1 (Continued)

MGT Came to Several Positive Conclusions Regarding the District’s Facilities Construction

Facilities Construction Area	MGT’s Conclusions
Facility Planning and Construction	<p>The district uses an architect selection committee to screen applicants and identify and evaluate finalists. (page 9-39)</p> <p>The district involves architects in all key phases of the planning process. (page 9-41)</p> <p>The architect selection committee does not review and evaluate the architects’ performance at the completion of projects and refer findings to the board. (page 9-42)</p>
Educational Specifications Developed	<p>The district develops a general project description that includes a brief statement as to why each facility is being built, where it will be located, the population of students it is intended to serve, its estimated cost, the method of financing, the estimated time schedule for planning and construction, and the estimated date of opening. (page 9-43)</p> <p>The district does not develop educational specifications before the architect begins to design a facility. (page 9-45)</p> <p>The specifications include an educational program component relating the curriculum, instructional methods, staffing, and support services and also include a statement of the school’s philosophy and program objectives. (page 9-47)</p> <p>The specifications include a description of activity areas that describe the type, number, size, function, special characteristics, and spatial relationships of instructional areas, administrative areas, and services areas in sufficient detail that the architect will not have to guess at what will occur in each of these areas. (page 9-48)</p> <p>The district communicates general building considerations, including features of the facility and the school campus in general, to the architect. (page 9-50)</p> <p>The district does not use the educational specifications as criteria for evaluating the architect’s final product. (page 9-51)</p> <p>The school board-approved program requirements are communicated to the architect before final working drawings are initiated. (page 9-52)</p> <p>The board minimizes changes to facilities plans after final working drawings are initiated in order to minimize project costs. (page 9-53)</p>

Exhibit 9-1 (Continued)

MGT Came to Several Positive Conclusions Regarding the District's Facilities Construction

Facilities Construction Area	MGT's Conclusions
Architectural Planning and Financial Management Practices	<p>The board has determined whether each new facility will be constructed using the traditional system of public works or by using some innovative system such as design-build or a construction manager. (page 9-53)</p> <p>The architect prepares the building specifications document. (page 9-58)</p> <p>The architect coordinates plans, specifications, and questions concerning the project. (page 9-58)</p> <p>After bids are opened and tabulated, they are submitted to the board for awarding the contract. Legal counsel makes certain that bid and contract documents are properly prepared and that the award is properly authorized. (page 9-58)</p> <p>The district has required the contractor to submit a signed owner-contractor agreement, workers' compensation insurance certificates, payment bond, performance bond, and guarantee of completion within the time required. (page 9-59)</p> <p>The architect recommends payment based on the percentage of work completed. A percentage of the contract is withheld pending completion of the project. (page 9-60)</p> <p>The district requires continuous inspection of all school construction projects. (page 9-60)</p> <p>Buildings are not occupied prior to the notice of completion. (page 9-60)</p>
Evaluating New Facilities	<p>The district has conducted a comprehensive orientation to the new facility prior to its use so that users better understand the building design and function. (page 9-61)</p> <p>The district does not conduct comprehensive building evaluations at the end of the first year of operation and periodically during the next three to five-years to collect information about building operation and performance. (page 9-61)</p> <p>The district does not analyze building evaluations to determine whether facilities are fully used, operating costs are minimized, and changes in the district's construction planning process are needed. (page 9-62)</p> <p>The district analyzes maintenance and operations costs to identify improvements to the district's construction planning process. (page 9-64)</p>

Source: MGT.

Fiscal Impact of Recommendations

As Exhibit 9-2 shows:

- The addition of a Facilities Planning Specialist will cost approximately \$250,000 in salary and benefits over the next five years.
- The cost of a facilities utilization analysis will be approximately \$175,000.
- The savings through the use of construction alternatives could total \$1,500,532 each year.

Exhibit 9-2

Implementing the Recommendations for Facilities Construction Should Enable the District to Save \$5,575,000 During the Next Five Years

Recommendation	Fiscal Impact
• Add a facilities planning specialist	• This position will cost approximately \$50,000 per year for a five-year estimate of \$250,000.
• Complete a facilities utilization analysis	• This will incur a one-time cost of approximately \$175,000,
• Implement construction alternatives	• Cost savings of approximately \$1,500,000 each year, beginning in 2001-02

Source: MGT.

Background

The mission of the typical construction department is to provide new and modernized facilities that meet the needs of the students at the lowest possible cost. The specific goals of a construction department may include:

- to establish a policy and a framework for long-range facilities planning;
- to provide valid enrollment projections on which to base estimates of future needs for sites and facilities;
- to select and acquire proper school sites and to time their acquisition to precede actual need while trying to avoid wasting space;
- to determine the student capacity and educational adequacy of existing facilities and to evaluate alternatives to new construction;
- to develop educational specifications that describe the educational program and from which the architect can design a functional facility that matches the needs of the curriculum with the potential to enhance and reinforce the education the district desires for its students;
- to secure architectural services to assist in planning and constructing facilities;
- to develop a capital planning budget that balances facility needs, expenditures necessary to meet those needs, and how expenditures will be financed;

Facilities Construction

- to translate satisfactorily the approved architectural plans into a quality school building and to do so within the budget and time scheduled; and
- to establish and carry out an orientation program so that users of the facility can better understand the design rationale and become familiar with the way the building is supposed to work.

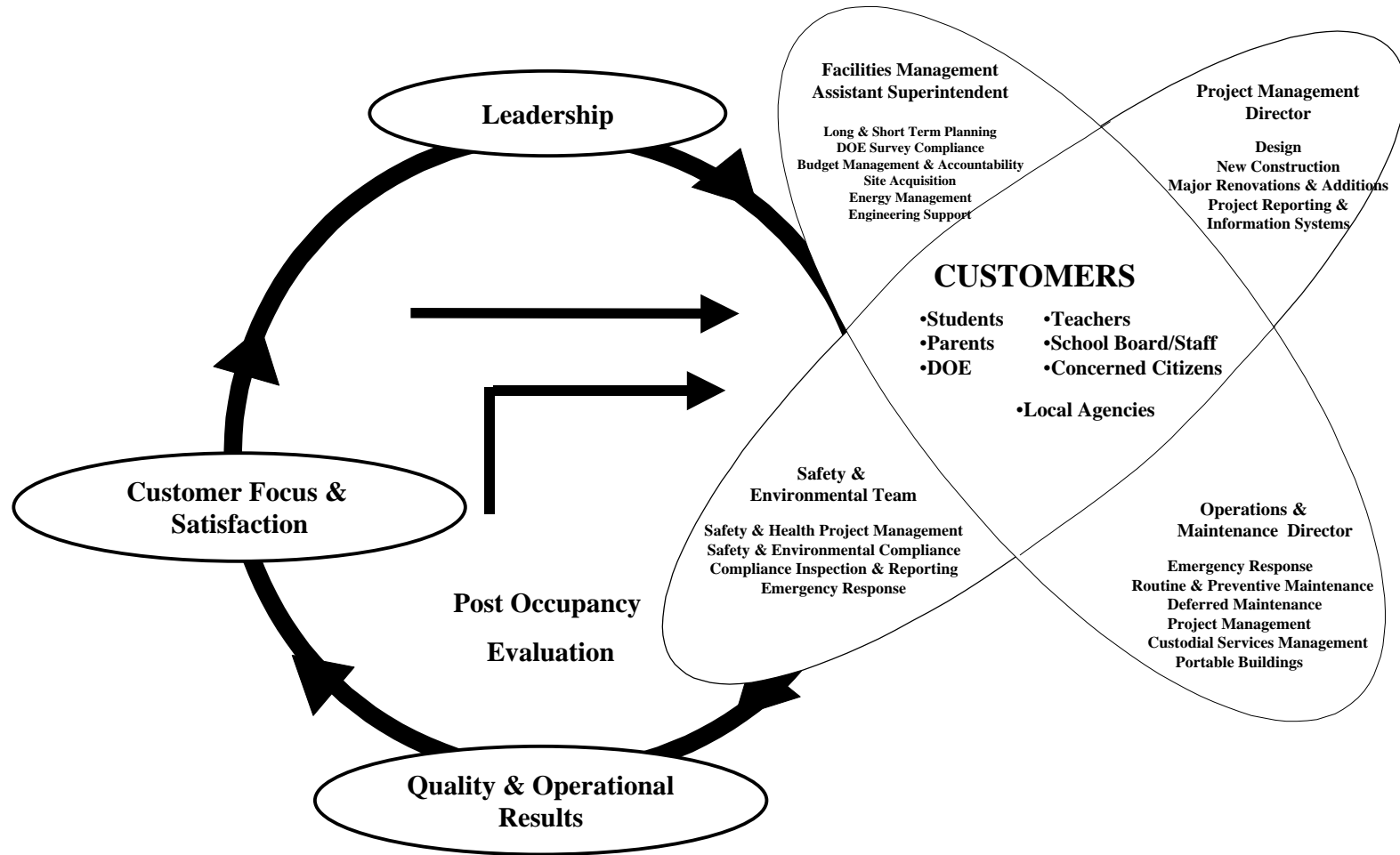
The Facilities Department in Brevard County School District does not have an officially adopted mission statement. Facilities construction in Brevard County has recently been through a period of rapid change. The organizational chart that provides the framework for the facilities planning and construction process has been revised during the past year and the processes utilized have been thoroughly reviewed and revised to emphasize the use of a construction management at risk process rather than the traditional design – bid – build approach. The changes in the organizational structure have resulted in a substantial reduction in the size of the department with, in fact, the elimination of the facilities planning department. The remaining staff has assumed a number of roles that were previously housed in that department.

Notwithstanding the reduction in staff, the district has continued to aggressively conduct facility improvement projects having (since 1996) completed four new elementary schools, one new middle school, and one new high school. There is also over \$80,000,000 of projects currently in process, including numerous renovations, additions, and re-roofing projects. In each of these construction activities, the costs have been significantly below state and national averages.

The organizational structure of the district's facilities department is provided in Exhibit 9-3.

Exhibit 9-3

Organizational Structure of the Facilities Department



Source: Brevard County School District.

The *Strategic Plan* of the Brevard County School District provides for specific priorities and objectives in each area of operations. Although the plan falls short of being truly strategic,¹ it does include several objectives related to facilities. These are:

- *Qualify for three (3) school infrastructure thrift (SIT) program awards for schools that will be completed/occupies in FY 99-99.*
- *Plan and implement a districtwide deferred maintenance program.*
- *Implement Phase II of the performance contracting initiative.*
- *Eliminate at least 50 percent of the leased portable classroom inventory.*
- *Complete a new five-year capital improvement plan, update the 1994 educational plant survey and create a new five-year work plan for board/state review/approval.*
- *Create a districtwide plan for the reduction of custodial services costs by at least \$1 million per year, while maintaining/improving the level of present services.*
- *Modify existing custodial standards and “Clean Campus” inspection procedures to reflect a higher level of cleaning services for restroom and food services areas.*
- *Develop for board approval a furnishing & equipment provision guideline for new and existing schools to establish equity among schools.*
- *Develop for publication a calendar of HVAC projects.*
- *Dispose of districtwide surplus real property in order to enhance facility improvement budgets.*
- *Conduct a boundary study for a new elementary school to be opened in August 1999 in the Viera East area.*
- *Identify a site and conduct a boundary study for a new elementary school in the Palm Bay area.*
- *Develop a plan to place all sixth grade students into elementary schools for August 1999-2000.*
- *Develop a plan placing 9th grade students into Melbourne, Eau Gallie, Merritt Island, and Satellite High Schools beginning August 1999.*
- *Develop a long-range plan relative to athletic facilities and gender equity.*
- *Improve the applied technology facilities by upgrading/renovating and equipping two traditional industrial arts labs to modern technology education labs. Plan and implement the renovation of family and consumer sciences in 26 secondary schools.*

¹ As noted in Chapter 3.0 of this report (page 3-26), the plan fails to be truly strategic because:

- it does not define the district’s relationship to its environment;
- it does not consider the whole district as the unit of analysis;
- it does not specifically address the question, “How do we get there?”;
- it does not include long-term goals that provide vision and direction for the district’s effort;
- it does not link State Education Goals to district education goals; and
- it does not link the listed objectives to student performance goals.

Throughout the conduct of this review, it was evident that the Brevard County School District has made significant improvements over the past five years with their construction processes. Exhibit 9-4 outlines these accomplishments.

Exhibit 9-4

The District Has Had a Number of Notable Accomplishments in Construction in the Past Five Years

- Construction projects have been consistently below average costs both in terms of cost per square foot and cost per student station.
 - Change orders have been kept low or eliminated due to the construction delivery process.
 - The district has thoroughly reviewed the advantages and disadvantages of different types of construction processes and has moved toward a construction management at risk process. It has utilized this not only for the construction of new facilities but has also combined numerous smaller projects in order to enjoy the advantages of construction management for smaller projects as well.
 - The district has received state rebates – School Infrastructure Thrift (SIT) awards² -- for their ability to provide facilities at a low cost.
 - The district has effectively utilized prototypical plans for new facilities.
 - The district has given appropriate attention to projects that will reduce long term maintenance costs.
 - The district has developed a partnership with Florida Power and Light that has resulted in over \$600,000 in rebates for energy efficient construction during the past two years.
-

Source: Brevard County School District.

Are the Best Practices for Long-Range Facilities Planning Being Observed?

Goal: The district has a framework for long-range facilities planning to meet the needs of the district in a cost-efficient manner.

1 The district has established authority and assigned responsibilities for educational facilities planning.

The Brevard County School District has developed written procedures for educational facilities planning. They reflect the latest reorganization of the facilities division and they are regularly reviewed and updated.

² School Infrastructure Thrift (SIT) awards are a part of the state SMART (Soundly Made Accountable Reasonable Thrifty) Schools Program. The SIT award program compares a district's costs with the expected cost per student station as defined by the department of education. When a district's costs are below the expected costs, half of the savings are reimbursed to the district.

Authority and Responsibility for Facility Planning Has Been Established

As established in Board policy and outlined in the district organizational chart, the responsibility for facilities planning lies with the Facilities Services Department which is under the supervision of the Division of School Support Services. The specific areas indicated as the responsibility of Facilities Services are:

- Project Management
- Planning, Budgets and Reporting
- Plant Operations & Maintenance
- Safety Management

The subsequent organizational chart for the Facilities Services Department, titled “Organizational Architecture for Facilities Management” specifically places the responsibility for long- and short-term planning with the Assistant Superintendent. This organizational chart was adopted in July of 1998 and replaced the previous organization which included a planning, budget, and reporting division under the supervision of the Assistant Superintendent. The specific duties of the planning department (which was eliminated in 1997 due to budgetary limitations) included:

- Facility Requirements Identification
- DOE Compliance
- Budgeting and Accounting
- Consultant Selection and Management
- Information and Reporting Systems
- School Boundary Issues
- Site Selection

The elimination of the planning department has resulted in the Assistant Superintendent assuming the above responsibilities. The specific process for facility planning is outlined in the “Project Implementation Process” which calls for the development of a five-year plan for facility improvements and an accompanying project priority listing. The process calls for input from district staff, school staff, the board, and community members. The specific steps in the planning process are:

- A. Assess facilities needs as part of the overall planning process
 1. Provide an individual facility plan for each site to determine if needs can be met through redistricting, renovation/remodeling, new construction, modified school calendar, or portables.
 2. Make use of all current planning data including student projections and the educational plant survey.
 3. Advertise and conduct at least one public meeting to communicate district facility needs to the community.

- B. Communicate with other public agencies
 - 1. Assign a school board representative to communicate with appropriate organizations and report findings and information gathered to the Assistant Superintendent.
 - 2. Invite other user groups (adult education, senior citizen groups, county parks and recreation, etc.) to be involved in the facility planning.
 - 3. Solicit business partnerships to be involved in facility planning.
- C. Implement an efficient and effective site selection process
 - 1. Appoint a committee of appropriate persons to be responsible for the site selection process. (specifics of the committee process and membership are discussed on page 9-18 of this report)
 - 2. Acquire sites at least three to five years in advance of projected construction.
 - 3. Select sites to accommodate more than one facility on the property.
 - 4. Acquire acreage over what is required for immediate use to allow for future growth/use.
- D. Monitor existing schools at least every five years to identify needs
 - 1. Facilities department to conduct periodic inspections to consider building deterioration.
 - 2. Building administrators to submit periodic individual plant needs list.
- E. Expand facility planning tools
 - 1. Provide a functional state-of-the-art database containing needs as determined by the schools/district, costs for school construction, maintenance schedules and costs, management schedules and costs, and architectural specifications.
 - 2. Train appropriate personnel to utilize the database.
 - 3. Integrate the generated data into the assessment process, scheduling use, scheduling maintenance, individual school planning, energy management, and cost estimating.

The board rules and procedures regarding facility planning were most recently updated in July 1998 and reflect the above organization and procedures.

2 The district allocates adequate resources to develop and implement a realistic long-range master plan for educational facilities.

The district has allocated adequate resources to develop and implement a realistic long-range master plan within the budgetary constraints of the district. A five-year capital plan (1995 – 2000) has been developed and the priorities have been adhered to. The actual implementation of the five-year plan has differed from the original proposal but the annual updates have been board approved. The differences have been due to:

- the failure of a proposed bond for school construction in 1995;
- the elimination of the facilities planning department (with the duties assumed by the Assistant Superintendent); and

- the change from a traditional bid process to a construction manager at-risk process.

The District Has Developed a Realistic Five-Year Capital Plan for Facility Improvements

The latest five-year capital improvement plan was developed in 1995 and has resulted in the facility improvements that are currently occurring. The five-year plan called for \$375,000,000 in improvements. The district has not completed all of the priorities from that plan due to the failure of the bond levy but through other financing programs has completed a significant amount. In fact, approximately \$218,000,000 of projects have been completed through the use of the following primary funding sources that are available to the district:

- Public Education Capital Outlay (PECO) funds: Funds allocated by the state to each district based on a formula which calculates the square footage of buildings in the Florida Inventory of School Houses to be used to prolong the useful life of educational facilities.
- Capital Outlay Levy: District levies (up to 2 mills) that can be implemented without an election.
- Certificates of Participation (COPs): A lease purchase agreement, under which a payment obligation is created, which is guaranteed by a governmental unit, evidencing proportionate ownership in payments to be made by a governmental unit. COPs issued by a School board are limited, in that their annual payment obligation may not exceed three-quarters of the portion of the 2.0 millage issued for the use of capital improvements.
- Classrooms First Lottery Proceeds (Classroom First): A program adopted by the 1997 legislature during their special session to get Florida's children into permanent classroom facilities. The revenue for the program was generated by the bonding of lottery dollars, and allocated among the 67 counties on a one time basis. Use of the proceeds is restricted to the building of new student stations at school sites.

To the extent possible, the district has followed the recommendations from the capital outlay plan (within the constraints of the revenue sources, some of which were not known when the plan was developed). There is still, however, over \$150,000,000 of unmet need from the previous capital plan, which is reflected in the new educational plant survey.

Exhibit 9-5 provides a summary of the capital projects completed or in progress since the development of the five-year plan in 1995. Exhibit 9-6 reviews the capital projects currently underway in the district.

Exhibit 9-5

The District Completed Numerous Capital Projects From 1995 Through 1998

Project	Cost
Bayside High School (new school)	\$26,500,000
Central Jr. High (new school)	20,300,000
Clearlake Middle School Renovations	4,200,000
Lewis Carroll Elementary (new school)	6,500,000
Longleaf Elementary (new school)	8,800,000
Melbourne High Kitchen Renovation	700,000
Melbourne High School Phase I	8,300,000
Melbourne High School Phase II	10,000,000
Melbourne High School Remodel/Renovate	1,700,000
Palm Bay High Covered Eating Areas	100,000
Palm Bay High New Program Space	800,000
Performance Contracting @ 10 schools	6,100,000
Pinewood Elementary Addition	2,900,000
Sherwood Elementary (new school)	6,400,000
Titusville High Phase I	9,000,000
Titusville High Phase II	3,100,000
Westshore Jr/Sr High Renovation	4,400,000
Westside Elementary (new school)	8,500,000
Phase I Re-Roofing Projects³	
Apollo Elementary	\$ 600,000
Clearlake Middle School ⁴	0
Hoover Jr. High	1,600,000
Jefferson Jr. High	1,500,000
Johnson Jr. High	1,400,000
Palm Bay High	2,700,000
Rockledge High Auditorium	800,000
Roy Allen Elementary	400,000
Saturn Elementary	1,000,000
Total	\$138,300,000

Source: Brevard County School District.

³ Phase I re-roofing projects were those deemed to be the highest priority and included in an overall construction management contract. Phase II projects are reflected in the current projects listed Exhibit 9-6 below.

⁴ Roofing costs are combined with Clearlake Renovation costs.

Exhibit 9-6

The District Has Numerous Capital Projects in Progress (Spring 1999)

Project	Cost
Astronaut High Re-Roof	\$ 1,600,000
Bayside High Phase II	8,400,000
Cambridge Elementary Re-Roof	600,000
Cocoa Beach High Re-Roof	1,800,000
Coquina Elementary Re-Roof	800,000
Eau Gallie High Addition	8,300,000
Eau Gallie High Re-Roof	5,500,000
Elementary "Q" (new school) ⁵	10,700,000
Gardendale Elementary Re-Roof	800,000
Lockmar Elementary Re-Roof	300,000
McNair Middle Re-Roof	800,000
Melbourne High Phase III Addition	5,800,000
Merritt Island High Re-Roof	2,100,000
Oak Park Elementary Re-Roof	1,300,000
Ocean Breeze Elementary Re-Roof	700,000
Performance Contracting @ 82 school/facilities	11,300,000
Ralph M. Williams Jr. Elementary (new school)	9,200,000
Riverview Elementary Kitchen Addition	700,000
Roy Allen Elementary Kitchen Addition	700,000
Satellite High Re-Roof	1,700,000
Sea Park Elementary Re-Roof	700,000
Stone Jr. High Re-Roof	1,300,000
Titusville High Phase III Addition	800,000
Titusville High Re-Roof	1,600,000
Tropical Elementary Re-Roof	1,000,000
West Shore Jr/Sr. High Re-Roof	1,100,000
Total	\$79,600,000

Source: Brevard County School District.

⁵ This project is funded as a "Classroom First" project, but may be delayed.

In the development of the five-year plan, the district met the following best practice indicators:

- **FISH data.** The FISH data were up to date when the current five-year plan was developed. In preparation for the development of the new plan, the district has employed a construction estimator/scheduler that has actually been serving as the coordinator for the development of the new five-year plan (as well as providing some project management assistance). He has spent significant time updating the FISH data that will be contained in the new plan.
- **Utilization of building capacity.** The 1998-99 edition of the student accommodation plan lists all schools by square footage, the FISH capacity, and the number of portable classrooms on site. These data are compared with both the current enrollment and the projected enrollment. These data reflect a districtwide excess capacity of 9,065 students (14.6%) utilizing the current enrollment figures and 3,004 students (4.4%) using the projected figures. Individual schools vary from being more than 400 students over capacity (Palm Bay High and Anderson Elementary) to more than 400 students under capacity (Bayside High). It is important to point out that Bayside is a new school that will gradually take students that would have gone to Palm Bay.
- **Attendance Boundaries have been changed.** Boundaries have been changed when there has been no alternative, as in the case of adding new schools. Other than in those instances, however, boundary changes have not been looked at as a way to solve overcrowding problems. The student accommodation plan speaks to freezing out of area assignments at particular schools and the use of portables, but does not look at the feasibility of boundary changes.
- **The plan addresses peaks and valleys.** Both the educational plant survey and the student accommodation plan speak to the peaks and valleys that will occur at specific schools and the need to address the issue. The common practice has been to use portable classrooms to meet peak demand for classroom space and to remove them when they are no longer needed.
- **Use of square footage allocations identified in SREF.** The listings in the educational plant survey comply with SREF (State Requirements for Educational Facilities) requirements.
- **Higher priority to instructional capacity needs.** The last five-year plan divided the priorities into those that were necessary to meet the instructional capacity needs and the need for upgrading the building systems. For example, in the past five-year plan the renovation and replacement of roofs received a high priority. While the new five-year plan is not yet complete, there are strong indications that upgrades to mechanical systems will be placed high on the priority list. Overall, however, the district has attempted to address instructional capacity needs through classroom additions and new facilities. In addition, the plan for the use of classroom use funds is geared toward additional classrooms.
- **Projects are given estimated budgets and the items prioritized.** The overall budget for each project is included in the five-year plan, is negotiated with the construction contractor as a “maximum price” contract and is shown on the Capital Projects Listing that is reported to the Board.
- **The plan has been reviewed with local government.** The district participates in the local planning process with cities throughout the county and has involved local agency planners in the development of the five-year plan.

- **Renovation and repair needs have been identified.** The five-year plan emphasizes repair and renovation needs. Each school has been evaluated over the past five years, the asset management plan details the repair and renovation that is needed at each facility, and the district has recently completed major repair and renovation projects.
- **New schools designed to accommodate expansion.** The new elementary schools are a prototype plan that is built to accommodate 950 students and could not easily be expanded with permanent structures. (The goal is to limit capacity at elementary schools to no more than 950 students) The sites are planned with portable placement in mind, but the goal is to reduce the number of portables districtwide. The situation is the same for middle schools, which are designed for a capacity of 1,683. There has only been one new high school completed recently (Bayside) and it has been planned with permanent expansion planned.

Both the educational plant survey and the capital improvement plan address the estimated revenues and expenditures.

The district provides an accountability component to the process through the insurance that all available capital resources are being applied toward the achievement of the long-range plan. This is reported in the regular (quarterly) submission of a “Facilities Capital Projects” report to the Board. This report provides the board with information about each project that has been included in the capital improvement plan and is currently in design and/or progress of construction.

New Construction Time Lines are Ambitious

The time frame for new construction in Brevard County is ambitious. The five-year plan allows for site purchases and board action but allows minimal time for completion of the project. In the case of the new prototype elementary schools, the time frame for completion of construction has been planned for an eight-month time period. This, combined with the change to a construction manager at risk program, has resulted in the overall tenor of the department to be on a “fast track” operation.

In most cases, however, the district has met the time frames that they have aggressively set. Longleaf Elementary, Westside Elementary, Bayside High School, Central Middle School (the most recent new school projects) all opened according to schedule (although Bay Side high school had a significant amount of finish work that needed to be completed when it opened). The newest elementary (Ralph M. Williams Jr.) is currently under construction with opening set for the Fall 1999.

The case with modernizations and improvements is somewhat different in that the district has made the decision to lump numerous projects together and contract with a construction manager at risk for the entire group of projects. A good example is the recent roofing projects that provided new roofs at 16 schools. The purpose of combining projects is to reduce costs, allow for timely completion, and attract bidders that may not otherwise respond.

3 The district has not established a standing committee that includes a broad base of school district and community stakeholders.

The district established a committee for the development of the previous five-year capital plan but there will need to be a committee reestablished as the new five-year plan is developed, prioritized and adopted.

The district does not have a standing committee that includes a broad base of school district and community stakeholders.

District Needs to Form a Broad Base Facilities Committee for the Development of the New Five-year Plan

In order to assist with the development of the five-year capital outlay plan, the district formed two committees. The first, designated the capital planning team, was composed of 50 persons representing faculty, staff, parents, and planning professionals. The second group, designated the Capital Outlay Committee, was composed of 20 members appointed by the Board (four appointees per Board Member).

The capital planning team divided into 12 groups (approximately four members in each group) to thoroughly review a specific set of facilities and make recommendations for improvements. Care was taken to see that no member would make recommendations concerning their particular school or facility. The recommendations of the capital planning teams were then passed on to the Capital Outlay Committee who developed the recommendations into the five-year plan. Records indicate that the committee approved the five-year plan by an 11 – 0 vote. (There were 11 of the 20 members present at that particular meeting.)

The Capital Outlay Committee members were provided with direction from the district regarding the development of the five-year plan and understood their particular goals and mission. Once they submitted their recommendations, however, they have not met to discuss any changes to the five-year plan. In effect, the committee disbanded at the completion of the development of the five-year plan.

Recent legislation will require the district to form a standing committee and the district has recently (Summer 1999) complied by forming a committee to again complete the process of developing a new five year capital improvement plan. The guidelines and process for this committee are included in the recommendation and action plan below.

Recommendation

- *The district should create a standing facilities committee from the current capital outlay committee. The committee should have the following goals, guidelines, and objectives in place to help guide their function. The goals and objectives of the committee should include:*
 1. *The approval of criteria for establishing capital outlay priorities.*
 2. *The review of the capital outlay needs throughout the district.*
 3. *Based on the priority criteria established, the review of capital outlay needs, other information gathered by committee and information supplied by district staff; recommend a five-year capital improvement plan for Board adoption. The plan should include:*
 - *a project list and schedule;*
 - *the scope of work for each project; and*
 - *project budgets.*
 4. *Periodically review and update the status of work on the long-range plan.*
- *The committee should be formed and act in accordance with these guidelines:*

1. *Membership is to be broadly representative of the community.*
 2. *Members are to be free of conflict of interest.*
 3. *The committee membership will total 25 individuals; four selected by each Board member and five by the Superintendent.*
 4. *Committee membership will be solicited from citizens throughout the district with overall appointment based on:*
 - *geographical representation;*
 - *variety of professional backgrounds; and*
 - *representation from the business community, parents, senior citizens, the public sector and students (as appropriate).*
 5. *The committee will be formed at the beginning of each five-year capital plan and will be assigned the following major responsibilities:*
 - *The committee will be a standing committee of the Board with the primary responsibility of assisting the district with the development of the long range capital plan.*
 - *After adoption of the long range plan by the Board, the committee will be reconvened periodically to review the status of work on the long range plan, consider any changing parameters and to make recommendations to the Board for adjustments.*
 6. *Committee members will select a chairman and vice-chairman from among the membership.*
 7. *The committee will be assisted by district staff who will provide materials and information as requested, prepare agendas for committee meetings (in consultation with the committee chair), keep minutes of all committee meetings, and prepare recommendations to the Board based on the committee decisions.*
- *Action Plan 9-1 provides the steps needed to implement this recommendation.*

Action Plan 9-1

Establish a Standing Facilities Committee

Recommendation 1	
Strategy	Utilize the capital outlay committee in the establishment of a standing facilities committee.
Action Needed	<p>Step 1: Assistant Superintendent should develop criteria and procedures for the committee and present to the board for approval.</p> <p>Step 2: District should solicit for staff and community members to serve. The criteria and procedures as outlined above needs to be communicated to all committee members.</p> <p>Step 3: Superintendent should appoint facilities committee members.</p> <p>Step 4: Assistant Superintendent should coordinate committee activities.</p>

Who Is Responsible	Assistant Superintendent for Facilities.
Time Frame	Development of criteria - Summer 1999 Board approval – Summer 1999 Committee appointed and in operation – Summer 1999
Fiscal Impact	This can be implemented with current resources.

4 The district has assigned one person with the authority to keep facilities construction projects within budget.

The district has assigned one person with the authority to keep facilities construction projects within budget. Position descriptions specifically state the budgetary responsibilities of the Director of Project Management and the Assistant Superintendent.

The Director of Project Management Has Financial Responsibility for Construction Projects

The position description for the Assistant Superintendent for facilities management states that he is responsible for the development and implementation of the long-range plan. In addition, the position description for the Director of Project Management states that this individual is responsible to manage construction budgets and schedules and to assist the Assistant Superintendent in the implementation of the plan.

The descriptions for both positions require construction management experience, a degree in architecture, engineering, or building construction; a minimum of five years supervisory experience; and experience in project management, computerized scheduling, planning, cost control, and accounting.

An examination of the resumes of the individuals that serve in these positions verifies that both individuals have the required experience and qualifications.

The accountability for construction budgets is verified in the quarterly reporting of the budget status that is submitted to the board.

5 The district has not assigned budget oversight of each project or group of projects to a single project manager.

Project Management Responsibilities Are Shared

The responsibility for the oversight of project budgets in the district is the responsibility of the Director of Project Management. The project manager's responsibilities include the day-to-day supervision of specific projects and the coordination of project meetings. Because the district only has one project manager currently on staff, the construction scheduler and the Director of Project Management have also been assigned these duties for specific projects.

The district has established the minimum credentials and construction experience for project managers. According to the position description the following is required:

- a Bachelor's Degree with major course work in building construction, architecture, engineering, or equivalent;
- experience in building construction and/or facility planning;
- experience in administration of construction contracts;
- knowledge of the Uniform Building Code and Florida School Laws;
- knowledge of building design and construction; and
- ability to manage construction activity and personnel.

These minimum requirements are adequate and an examination of the resume of the individual that serves in this role verifies that the district has placed a qualified person in the position. However, with only one project manager and over 25 projects currently in process, the district has been forced to assign additional personnel to the role. While these individuals have the required experience and requisite credentials, there is no guarantee that future personnel assigned to fill in as project manager will have the necessary credentials. Moreover, personnel are being diverted from their primary duties and are thus unable to give their primary job functions proper attention. This has resulted in a lack of overall planning as reflected earlier in this report.

If personnel (specifically the project management director and cost estimator) were not assigned project management responsibilities above and beyond their regular job functions, one project manager would be responsible for over 25 projects and to oversee budgets totaling over \$130,000,000. This is clearly unreasonable, particularly with the distance involved between projects. As the district is currently organized, one project manager is expected to oversee more projects than is reasonable. The only way in which the district is able to cope with the situation is to divert other personnel from their regular duties. While it is possible for personnel to fill in as needed temporarily, an additional project manager position would greatly alleviate this problem. While this situation has not had documented adverse effects, the district should document the project management workload to determine if additional project manager positions would be advisable.

The Project Manager, according to the organizational chart, reports directly to the Director of Project Management who has responsibility for the implementation of the five-year plan.

Recommendations

- *The district should define the role of Project Managers to give them responsibility for the oversight of the budget for their assigned projects. This is not in conflict with the duties of the Director of Project Management who has the overall responsibility for the construction budget.*
- *The Director of Project Management should develop a workload analysis of the current project management responsibilities and present a report to the School Board documenting the need for additional project manager positions.*
- *Action Plan 9-2 provides the steps needed to implement these recommendations.*

Action Plan 9-2

Assign the Budget Oversight for Each Project or Group of Projects to a Single Project Manager

Recommendation 1	
Strategy	Assign the budget oversight for each project or group of projects to a single Project Manager.
Action Needed	Step 1: Define the role of the Project Manager to include the responsibility for budget oversight. Step 2: Define the qualifications necessary to carry out the role of Project Manager. Step 3: Communicate the responsibilities and qualifications to district staff.
Who Is Responsible	Assistant Superintendent.
Time Frame	Fall 1999
Fiscal Impact	This can be implemented with current resources.
Recommendation 2	
Strategy	Review the need for additional project managers.
Action Needed	Step 1: Monitor the workload of the current project manager. Step 2: Document the additional duties that other facilities personnel are required to assume due to the need for additional project managers. Step 3: Present a report to the School Board documenting the need (if any) for additional project manager positions.
Who Is Responsible	Director of Project Management.
Time Frame	July 2001
Fiscal Impact	This recommendation can be implemented with existing resources.

Are the Best Practices for Using a Capital Planning Budget Being Observed?

Goal: The district balances facility needs, costs, and financing methods through a capital planning budget.

- 1 The district uses a capital planning budget based on comprehensive data collected in the early stages of the master plan.**

The district prepares a capital planning budget and bases it on reasonable demographics, enrollment projections, and an annual needs assessment.

The Educational Plant Survey Serves as the Basis for the Development of the Capital Planning Budget

The Brevard County School District annually prepares a capital planning budget that is based on the five-year capital plan. The budget is developed with input from facility division personnel, principals, area superintendents, the Superintendent and the district financial officer. The budget is presented annually to the Board for their approval. The Board receives quarterly updates regarding the status of budget expenditures. This quarterly status is presented in the “Facilities Capital Projects” document.

The projects are prioritized for inclusion in the plan based on the priorities established in the educational plant survey. The Department of Education, as authorized by statutes and DOE regulations, requires that an educational plant survey is completed every five years. The purpose of the survey is to document the facility needs of the school district on a school by school basis and to identify which capital projects may be initiated. The new Educational Plant Survey, by law, supersedes all previous surveys. Previous recommendations, which have not been implemented, shall not be eligible for the expenditure of state capital outlay funds unless recommended in the new survey. Each new survey document is the benchmark for planning and initiating the projects, and for measuring progress on the total plan.

The priorities included in the survey are separated into new construction and renovations based on:

- New school construction is based on an analysis of the current capacity of each school (see exhibit 9-12, page 9-34), the existing enrollment, and the projected enrollment by region.
- Facility improvements (renovations) are based on the annual evaluation of each facility. This evaluation includes consideration of space needs, the physical condition of the building and operational concerns.

The overall facility needs were projected over a five-year basis when the five-year capital plan was developed, but were changed substantially when the bond referendum failed. Within the original five-year plan, there is little mention of alternative programs or alternative sources of revenue. This plan was to be funded on traditional state sources and a local bond. Over the term of the five-year plan, however, a number of alternate funding sources were utilized in order to meet the needs to the highest degree possible in light of the bond failure.

Overall, the district is meeting the best practice indicators in terms of basing the capital budget on an analysis of demographics and enrollment projections, a projection of the facility needs on a yearly basis over the next five-year period, the costs associated with each project, and the sources and availability of projected revenue. There is little evidence, however, of a thorough discussion of construction alternatives (as will be discussed later in this chapter).

The district has not utilized local bond or sales tax revenue for the construction of recent projects. In 1995, the district sought voter approval of a \$375,000,000 bond referendum, but that referendum failed. However, in the case of this failed referendum, the scope of projects and use of funds were clearly spelled out in the advertisements for the referendum.

2 In developing the capital planning budget, the district considers innovative methods for funding and financing construction projects.

The Brevard County School District has utilized a variety of funding sources and has constructed schools in a frugal manner. Their efforts have resulted in financial rebates through the state SIT award process.

The District Has Utilized Non-Traditional Funding Sources

The proposed funding for the original five-year capital outlay plan did not include non-traditional methods. The proposed funding was based on COPS (the two mill capital outlay levy that is allowed without a vote), state funding from PECO (Public Education Capital Outlay), interest earnings, and a proposed bond referendum. The bond referendum was placed on the ballot in 1995. The Board resolution for this referendum indicates they were seeking an aggregate principal amount of \$350 million for the purpose of “financing the cost of acquiring, building, enlarging, furnishing or otherwise improving buildings or school grounds, or for any other exclusive use of the public schools within the such District.” The bond measure failed to win the necessary votes.

Since the failure of the bond, by necessity, the district has utilized the following sources that could be considered non-traditional:

- **Refinancing of the COPS funds.** Since interest rates have dropped the refinancing of existing projects resulted in over \$61 million in additional revenue.
- **Revenue Anticipation Notes (RANS).** This process has allowed the district to borrow against future revenues. While this will limit flexibility in the future, it has provided approximately \$33 million to put toward current needed facility improvements.
- **District Direct Purchasing.** The district has purchased materials directly that would normally be purchased by a contractor. This automatically results in the sales tax savings since contractors have no exemption from the sales tax requirements, regardless of their client. School districts, however, are exempt. Buying materials directly is a practice occurring more frequently in school districts throughout Florida and the nation.
- **SIT Awards and Florida Power and Light Rebates.** The Florida Power & Light rebates have resulted in a savings of \$120,000 and \$450,000 on recent elementary and high school projects, respectively.

The District Has Minimized Facility Costs

The district has put a good deal of effort toward keeping the costs of new facilities at a minimum. Since the elimination of the planning department, the planning process has consisted primarily of utilizing existing prototypes and facility plans from other districts that are adapted for use in Brevard County. This adaptation has involved an examination of the building to include the following:

- an evaluation of the building systems to see where costs could be reduced;
- an evaluation of the building design to see where costs could be reduced;

- an evaluation of the overall size of the building and the sizes of individual spaces to examine their ability to house district programs; and
- the ability to site adapt the design.

The result of this process has been very functional, but somewhat austere, school facilities that have been constructed at minimal costs. Exhibit 9-7 provides the cost comparison data for schools recently constructed in the district. As can be seen, the district’s average costs per square foot and per student station have been lower than the state averages at all three school levels. This exhibit reflects a cost per student station in Brevard County that is below the state average by 35 percent at elementary schools, 13 percent at middle schools and 34 percent at high schools. These low facility construction costs (both per square foot and per student station) in Brevard County has resulted in the district being awarded rebates through the State SIT award calculation process. In the case of Longleaf Elementary School, the district received a rebate of \$1,570,514.

Exhibit 9-7

District’s School Facility Project Costs Are Less Than the State Average

School Type	1992 – 1997 Average Cost per square foot		1992 – 1997 Average Cost per Student Station	
	State	Brevard	State	Brevard
Elementary	\$101.64	\$81.00	\$11,673	\$7,616
Middle	\$106.55	\$84.00	\$13,403	\$11,724
High	\$122.22	\$107.00	\$18,309	\$12,158

Source: Brevard County School District.

3 The capital planning budget accurately list facility needs, costs, and recommended financing for each year of a five-year period.

The district regularly updates the five-year plan that accurately lists facility needs, costs, and recommended financing for the five-year period. This plan is submitted annually to the board for approval.

Facility Costs Are Included in the Five-Year Capital Plan and the Annual Budget

The annual capital budget accurately reflects the overall facility needs of the district. The five-year capital plan includes the projected projects for each year (updated annually) and the recommended funding sources. The budget reflects site purchases, including site expansion, new construction, remodeling, renovations, and site improvements. The annual facilities work program reflects the costs of deferred maintenance. The specific costs for facilities projects (as reported in the executive summary of the facilities work program for the 1998-99 year) are shown in Exhibit 9-8.

Exhibit 9-8

District’s Projected Needs Through 2002-03 Are in Excess of \$380 Million

District Need	1998-99 Budget	Projected needs through 2002-03
Deferred Maintenance	\$4,718,500	\$68,247,280
Maintenance projects	\$2,683,810	\$12,696,907
Portable Leases/Repairs/Moves	\$1,200,000	\$2,745,790
Roof Replacement	0	\$7,951,093
Life Safety Projects	\$298,201	\$1,200,000
Health & Safety Projects	\$2,704,791	\$19,423,895
HVAC system upgrades/replacements	\$1,350,000	\$88,452,000
New Construction	\$43,146,937	\$180,821,649
Special Projects	\$3,077,998	\$7,983,000
Total	\$59,180,237	\$381,538,614

Source: Brevard County School District.

The itemized cost of each project is included in the five-year capital plan, the educational plant survey, and the budget submitted annually to the board. This itemized budget amount was established originally through the development of the capital plan and then updated when included in the annual budget. The actual expenditure amount is established when the contract is negotiated with the construction manager for most major projects. The district has moved to a construction manager at risk program (discussed below) so the total not-to-exceed amount is determined at that time.

The total cost of each project is the responsibility of the project management function which falls under the Assistant Superintendent of Facilities Services. The Project Management is responsible not only for negotiating with contractors for building services, overseeing construction projects, and ensuring vendor compliance with construction contracts, but also for project accounting. The department currently has two chief accounting clerk positions responsible for maintaining the accounting records for construction projects.

The district builds new schools using a “turn-key” process. In this process, an entire school is planned and budgeted to include all construction costs and the cost of equipping the school facility with furniture, fixtures, and equipment.

In addition, the district uses a "construction manager (CM) at risk" form of contracting for school construction. The construction manager at risk concept provides for a pre-approved profit for the construction project, and that any cost overruns will be absorbed by the CM. This process is designed to eliminate the cost overruns and excessive change orders often encountered in construction projects.

All expenditures associated with construction projects are reviewed at several levels. First, all invoices are submitted to construction inspectors in the Project Management Department. After review and approval, inspectors submit invoices to the CM at risk for review and approval. The CM submits the invoices back to the Chief Accounting Clerks in the Project Management Department for coding and preparation for

payment. Invoices are then sent to the Accounting Services Department for final review and payment processing.

The Associate Superintendent of Financial Services, the Assistant Superintendent of Facilities Services, and the Director of Accounting Services, prior to presentation for school board approval, prepare detailed project budgets. The Project Management Department is charged with monitoring actual expenditures and comparing to budgeted expenditures.

Are the Best Practices for Selecting and Acquiring School Sites Being Observed?

Goal: The district uses a proactive system to select and economically acquire proper school sites in a timely manner.

1 Broadly representative site selection committees have been utilized in advance of expected need.

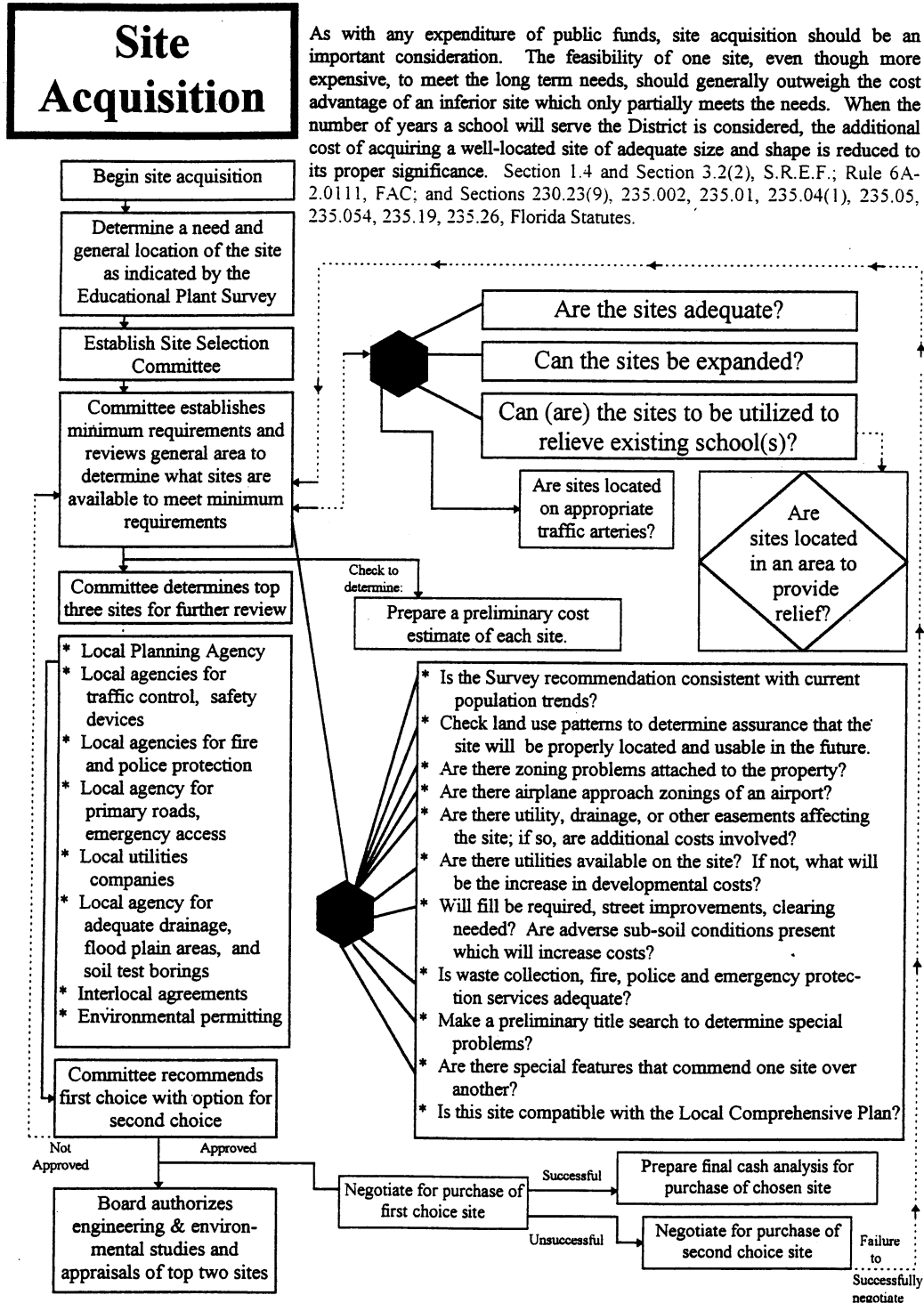
The district has an established site selection process and has appointed committees to assist with the process.

Brevard County Has an Established Site Selection Process

Exhibit 9-9 demonstrates the site acquisition process currently utilized in the Brevard County School District. This process is currently under review and is scheduled to be updated during the 1999-2000 school year.

Exhibit 9-9

District's Site Acquisition Process Follows Florida Guidelines



Source: Brevard County School District.

In accordance with the site acquisition process, the district has formed broadly represented site selection committees. The make-up of the committees has included facilities department staff, educational staff, local government representation, and community members. The process in Brevard County includes the following elements:

- The procedures require that a site selection committee review potential sites and recommend sites to the Board in priority order.
- Site selection committees assist in the site selection process.
- The site acquisition process meets the requirements of Florida Law and the State Requirements for Educational Facilities. These requirements concern the consideration of the most economical and practical locations and the minimum site size needed by type of school.
- Architects and local government planners have been included on the site selection committees.
- Site selection has occurred in advance of the projected need.

2 The district has developed school site selection criteria to ensure that schools are located to serve the proposed attendance area economically, with maximum convenience and safety.

The district uses a site selection criterion that requires the committee to take location, cost, convenience, and safety into consideration.

Brevard County Has Adopted Site Selection Criteria

As shown previously in Exhibit 9-7, the broad based site selection criteria in the district are:

- Are the sites adequate?
- Can the sites be expanded?
- Can the sites be utilized to relieve existing school(s)?
- Are the sites located on appropriate traffic arteries?
- Are sites located in an area to provide relief?

Exhibit 9-10 below crosswalks the district's process and procedures with the indicators for school site selection best practice and demonstrates how the district meets the best practice indicators.

Exhibit 9-10

District’s Site Selection Criteria and Process Meets Best Practice Indicators

Best Practice Indicator	Brevard County Process
Safety	Are fire, police and emergency protection services adequate?
Location	Consistent with current population trends Located in an area to provide relief
Environment	Land use patterns Environmental Study Required Involvement of Environmental Permitting Agency
Soil Characteristics	Soil Conditions Analysis Required
Topography	Drainage and Flood Plain Status
Size and Shape	The size meets the requirements of SREF (State Requirements for Educational Facilities)
Accessibility	Located on Appropriate Traffic Arteries
Site Preparation	Development Costs
Public Services	Availability of Police and Fire Protection
Utilities	The availability of Utilities
Costs	Development Costs Availability and Price
Availability	Availability and Price
Political Implications	Compatible with Local Comprehensive Plans
Transportation	Located on Appropriate traffic Arteries

Source: MGT analysis.

Minutes of the site selection committee meetings demonstrate that the district’s site selection criteria were considered prior to making final recommendations. Minutes also demonstrate that preliminary reviews and tests (geological, toxic, flood, airport proximity, etc.) were conducted prior to the final selection.

3 The board considers the most economical and practical locations for current and anticipated needs.

Recent site analyses include consideration of the most economical and practical locations for current and anticipated needs. The board considers the most economical and practical locations for current and anticipated needs, including such factors as need to exercise eminent domain, obstacles to development, and consideration of agreements with adjoining counties.

District Site Analysis Has Been Thorough

The Board has relied on the site selection committee to consider the obstacles to development and include their evaluation within their recommendations. The recommendations from the committees have included these considerations as indicated in the site selection criteria.

The site selection committees utilize the selection criteria outlined previously to evaluate several sites. The Board has then relied on their evaluations and has accepted the recommendations. As required by the State Requirements for Educational Facilities (SREF), the committees have coordinated efforts with the local planning departments and have considered the following factors:

- Adjacent Property
- Right-of-way
- Interference
- Roads
- Traffic Control
- Size
- Floodplain
- Outdoor use
- Transmission Lines
- Archeological resources
- Utilities
- Protection
- Soil borings
- Clear title
- Easements
- Potentially hazardous materials
- Environmental management

The committees have ranked sites according to the selection criteria and the Board has consistently accepted the recommendations that compare favorably with the established criteria.

The district has not seen the need to pursue condemnation or to use eminent domain in the site selection process.

4 The district has a system to assess sites to ensure prices paid reflect fair market value.

The district has a system to assess sites to ensure prices paid reflect fair market value. District procedures call for independent appraisals of the top two sites as determined by the site selection committee.

Appraisals Are Completed for Final Sites Being Considered

Included within the recommendations for site purchase are independent appraisals for the top two sites as determined by the site selection committees. The appraisals include the following criteria, as required by Florida Statute:

- All offers are executed in writing.
- The district maintains complete written records of all offers, counter offers, etc.
- There is at least one appraisal for properties costing between \$100,000 and \$500,000.
- There are at least two appraisals for properties costing in excess of \$500,000.

The final prices paid by the district reflect fair market value as determined by the independent appraisals.

5 For each project or group of projects, the architect and district facilities planner developed a plan to serve as a decision-making tool for future facilities needs.

The project Architect and District Facilities staff have developed a plan to serve as a decision-making tool for future facilities needs. All facility plans include a proposed site plan for future development, including the proposed siting for future additions and temporary classrooms, expanded parking facilities, etc.

Project Plans Include Provisions for Future Changes and Additions

The district Facilities Department has on file plans for all facilities that include existing conditions (including buildings and grounds) and, for all recent projects, plans for future additions. The plans include the proposed layout of buildings and grounds, parking and roads, playfield areas, and proposed future additions and the expansions that will be necessary to accommodate the sites maximum proposed enrollment. All plans were completed by architects.

Are the Best Practices for Identifying Site and Facility Needs Being Observed?

Goal: The district identifies future needs for sites and facilities based on an analysis of valid enrollment projections.

1 The district identifies facilities needs based on thorough demographic study.

The district utilizes the demographic data reported in the annual student accommodation plan to identify facility needs.

Demographics Are Reported in the Annual Student Accommodation Plan

The district regularly conducts a demographic study. The results are reported in the annual update of the "Student Accommodation Plan" prepared by the district. Data in the plan include:

- current enrollment at each facility;
- projected enrollment at each facility (This figure is based on the enrollment forecasts prepared by both the state and the district and a district review of demographic changes occurring in each area of the county);
- the design capacity for each school; and
- the number of portables at each school.

These data are analyzed and then utilized in the recommendations to be included in the annual update to the five-year capital plan. The 1998-99 version of the student accommodation plan includes recommendations regarding the opening of four new schools and the changes in demographics that will result; the relocation of students in the Palm Bay area in order to alleviate capacity problems; and the process for approval of out-of-area assignments.

Enrollment Projections are Compared to Capacity

Within the student accommodation plan, enrollment projections for each school are compared with the design capacity (FISH) and the percent utilization is subsequently reported. Exhibit 9-11 shows the total FISH capacity, the 1998-99 enrollment, and the difference, which is utilized to project facility needs. As the exhibit shows, the areas of the district vary in from over capacity in some school levels to under capacity in others.

Exhibit 9-11

District Areas Vary in Extent of Over or Under Capacity

Area	School Type	Student Capacity	Student Enrollment	# (Under)/ Over Capacity
I	Elementary	12,005	12,098	(93)
I	Middle	4,257	3,570	687
I	High	4,808	4,989	181
II	Elementary	10,331	9,459	872
II	Middle	2,766	3,268	(502)
II	High	4,948	4,561	387
III	Elementary	8,297	8,338	(41)
III	Middle	3,655	3,837	(218)
III	High	4,732	3,990	742
IV	Elementary	8,743	7,719	1,024
IV	Middle	2,901	2,625	276
IV	High	3,695	3,643	52

Source: Brevard County School District.

The student accommodation plan takes into account school boundaries, city/county comprehensive plans and possible land use changes. In addition, the enrollment projections are presented to the board for their review annually by the Finance Department. Demographic studies are supported through the development of the FISH projections but could be better defined for planning purposes through the addition of a facilities department planner (as recommended below).

Are the Best Practices for Systematically Determining the Student Capacity and Educational Adequacy of Existing Facilities and Alternatives to New Construction Being Observed?

Goal: The district systematically determines the student capacity and educational adequacy of existing facilities and evaluates alternatives to new construction.

1 The district uses the Florida Inventory of School Houses (FISH) inventory to analyze student capacity and classroom utilization.

The district uses FISH data to analyze student capacity and classroom utilization.

FISH Data Are Reported in the Educational Plant Survey

The district keeps the FISH data up-to-date through a process where all new space is reported to the Construction Estimator/Scheduler who is responsible for updating the data. In addition, the district keeps an annual “Asset Management/Capital Improvement Summary” that includes the following data for each school:

- design capacity, program capacity, and enrollment information (current and projected);
- site size and number of buildings (permanent and temporary);
- a facilities overview;
- support facilities included;
- school boundaries; and
- improvements (and cost estimates) recently completed, in progress or planned.

The facilities department utilizes this information in conjunction with the FISH data to determine satisfactory spaces (and correspondingly, those spaces that are not satisfactory), the space needs at each school, and the overall capacity. The overall capacity is determined by applying the space factors contained in the State Requirements for Educational Facilities (SREF). The SREF space factors provide guidance for the planning of all space types (e.g. Classrooms & Labs, Physical Education, Locker Rooms, Vocational, etc.) by providing recommended occupant levels and net square feet per student. The results of this analysis are contained in the Educational Plant Survey.

Exhibit 9-12 shows the current satisfactory capacity by school level and current student enrollment. The district has set as a goal 100 percent utilization at elementary schools, 90 percent at middle schools, and 95 percent at high schools, meaning that all available student spaces are utilized in elementary schools, 90 percent in middle schools, and 95 percent in high schools. As the exhibit shows, current student enrollment is just slightly less than current satisfactory capacity.

Exhibit 9-12

Current Satisfactory Capacity Exceeds Current Enrollment

School Type	Current Satisfactory Capacity	Current Student Enrollment
Elementary (at 100% capacity)	39,376	37,614
Middle (at 90% capacity)	13,579	13,336
High (at 95% capacity)	18,183	17,183

Source: Brevard County School District.

2 The district completes an annual school status report – an evaluation of the physical condition and education adequacy of existing facilities that ensures that school facilities’ inventories are up-to-date.

The Associate Superintendent for Facilities serves as the district’s Facilities Planning Leader. The Facilities Planning Leader, in cooperation with the Instructional Leader and the Director of Maintenance and Operations, conducts an evaluation of the physical condition and education adequacy of existing facilities and ensures that school facilities inventories are up-to-date. The district completes annual evaluations of each school facility and compiles the results in the Asset Management Summary.

Evaluation Results Are Compiled in the Asset Management Summary

As a part of the process for the development of the new five-year capital plan, the district has completed facility assessments at each school and has retained outside services to validate the information. The process has included the instructional leader as well as facility department staff. In addition, the maintenance department conducts an annual school safety inspection in conjunction with the school administrator. A good deal of this information is included in the Asset Management/Capital Improvement summary, which is a database that is compiled annually to provide the following inventory for each facility:

- design capacity;
- program capacity;
- site size;
- year opened;
- temporary buildings on site;
- actual and projected enrollments for a five-year period;
- a Facilities Overview Narrative;
- an Inventory of Support Facilities (e.g. playgrounds, auditorium, stadium, media center, driver training area, swimming pool, covered play areas, etc.);

- school boundaries;
- capital projects completed (listed by year);
- capital projects currently in progress; and
- capital projects planned (listed by the year planned).

Since a good deal of the information required by the best practice indicators is included in different publications, Exhibit 9-13 lists the facilities evaluation processes in use in Brevard County and crosswalks this information with the best practice indicators. As the exhibit shows, the district largely meets the best practice requirement to annually complete a school status report.

Exhibit 9-13

Crosswalk of Brevard County Facility Evaluation Process with Best Practice Indicators

Best Practice Evaluation Criteria	Brevard County Evaluation Process
Site (size and layout)	Asset management/capital improvement summary
Space (size, number, utility and flexibility of various areas in the facility and the relationship of these areas to each other)	The number and size of spaces are included in the Educational Plant Survey. A discussion of the relationship of spaces is included in the annual facility evaluation.
Mechanical and Utilities (light, heat, air, sound, availability of utilities)	Annual Evaluation
Hazardous Materials	Safety Inspector Annual Evaluation
Maintenance	Annual Evaluation
Structural Adequacy	Condition assessment for the five-year plan update
Future Expandability (adaptability to change)	Included in the site plans developed for each school
Fire Safety	Safety Inspector Annual Evaluation
Other health/sanitation/safety issues	Safety Inspector Annual Evaluation

Source: MGT analysis, Brevard County School District.

3 In determining actual space needs, planners have considered alternatives to new construction.

In determining actual space needs, planners should consider alternatives to new construction such as year-round education, extended day schools, changes in grade level configuration, changes in attendance boundaries, and use of relocatable facilities to help smooth out the impact in peaks and valleys in future student enrollment. The district has utilized portable classrooms as an alternative to new construction and has examined other possibilities. However, the district could further and more rigorously examine

alternatives to new construction, including extended-day schedules, changes in attendance boundaries, year-round schools, and changes in grade level configurations⁶ in order to fully utilize existing facilities.

District Uses Portable Classrooms as its Primary Alternative to New Construction

The district has primarily utilized portable classrooms as an alternative to new construction. The district currently uses 463 portables. This represents 12 percent of the total student stations available in the district. The district has established a goal of reducing the number of portables. As noted in its Strategic Plan, the district wants to reduce the leased portable inventory by 50 percent. The current figure of 463 is down 19 percent from the 571 portables that were in use during the 1997-98 school year.

District Has Explored Year-Round Schools

The district currently has a year-round program in three of its schools. However, these schools are all single-track. This means that the schools are not serving any more students than they would if they were on a traditional schedule; thus, these three schools offer no benefits to the district in terms of avoiding new construction.

The district should give consideration to the use of multi-track year-round programs in its schools as a means of addressing student growth. Research in the field clearly reveals that school districts can save construction funds through multi-track year-round schooling. The research regarding the educational impact of year-round schooling reveals somewhat less clearly that it can have a positive impact on student achievement or at least no negative impact.

In the 1998-99 school year, more than two million students were educated in a year-round environment at nearly 3,000 schools across the country. Forty-one (41) states have at least one year-round school. Most of these schools (59%) provide only a single track year-round program. Thus, one of the driving factors for many of the districts that offer year-round schools is not the dollars savings associated with avoiding new construction, but a local preference for the year-round curriculum and schedule. This is currently the case in Brevard, where its year-round schools are only single track.

Nevertheless, a major reason the district should consider expanding the year-round concept to multi-track at multiple schools is the potential to avoid significant construction expenses. If the district can avoid building a new school, it avoids the costs associated with building design, engineering, construction, furnishing, as well as infrastructure. There are some transition costs associated with switching to year-round schools. These include feasibility studies, administrative planning time, and teacher in-service training. However, these transition costs are minimal compared to the cost of new construction.

In a typical multi-track school operating four tracks on a 45/15 schedule (students attend for 45 days, then have a vacation for 15 days, with one-fourth of all students on vacation at any one time), the school is in operation for 242 days each year, as opposed to the 180 days for a regular school. Thus, maintenance, repair, and utility expenses increase; secretaries, custodians, cafeteria workers, counselors, bus drivers, and other staff must be available for the full 12 months, with proportionate increases in salary. Some districts with multi-track year-round schools have found that they must hire assistant principals to handle an increased administrative work load. So at the per school level, operating a year-round school is more expensive than a traditional school. However, on a per-pupil basis, these costs are typically less. Two school districts in California, Oxnard and Pajaro Valley, have long-standing year-round programs. Oxnard

⁶ The district is currently changing grade level configurations to create middle schools and 9-12 high schools. However, this is not being done in order to more fully utilize existing facilities.

began year-round in 1976; Pajaro Valley in 1971. In separate studies, the Oxnard district found that its operating costs averaged 5.5 percent less per pupil in year-round schools over its traditional schools. The Pajaro Valley district found that its operating costs also decreased, although it did not document quantified results.⁷ While it may seem counterintuitive that a year-round school could be less costly to operate on a per-pupil basis than a traditional school, districts around the country have documented efficiencies through the more complete utilization of existing spaces, appropriate extension and shortening of teacher contracts, and incremental savings from employing a reduced number of support staff for the full year, as opposed to a greater number for a shorter year. In the category of energy costs, one district, Prince William County (VA), found that, on a per-pupil basis, these expenditures were the same for year-round and traditional schools.

In regards to the educational impact on students, the benefits of year-round are documented, although less clearly than the cost savings. A 1992 study found “no indication in available reports that achievement suffers in year-round schools.”⁸ A previous study, completed in 1983, seemed to indicate that California’s year-round schools performed consistently below traditional schools on statewide tests. However, later research indicates that this may have been due to the failure of teachers and administrators to effectively adapt to the changed schedule and to modify their curricula. A study of students in San Diego (CA) schools from 1982 to 1990 found significant differences in the percentage of year-round schools that maintained or improved student scores on the Comprehensive Test of Basic Skills (CTBS) compared to the results for traditional schools. For example, in the fifth grade, a much larger proportion of year-round schools maintained or improved CTBS reading scores than did the traditional schools, and the average improvement was significantly greater.⁹

To date, no national studies of the educational impact of year-round schools have been conducted and care must be taken when analyzing the results from individual school districts on the subject. While there appears to be a growing acceptance of the idea that year-round schooling is particularly effective for at-risk populations, such as migrant or limited English proficiency students, each district must ultimately determine whether year-round schooling would work in their particular environment. Exhibit 9-14 outlines the factors a district should consider when assessing the potential for year-round programs.

⁷ “Year-Round Education: A Strategy for Overcrowded Schools,” ERIC Clearinghouse on Urban Education, ED378267 94, Digest Number 103.

⁸ “Policy Considerations in Conversion to Year-Round Schools,” Glass, Gene V., Educational Resources Information Center.

⁹ “Year-Round Education: A Strategy for Overcrowded Schools,” ERIC Clearinghouse on Urban Education, ED378267 94, Digest Number 103.

Exhibit 9-14

Factors a District Should Consider in Assessing the Potential for Year-Round Schools

Not all schools within a district are the same. They serve different populations and one population may be more predisposed to success with the year-round scheduling option.

Off season vacations can be a problem with year-round schools. Student summer activities may be disrupted unless the district works with community resources to address the issue.

Without the summer break, teachers may not be able to continue their own education through college classes. As a result, the district may need to offer greater in-service opportunities.

Families and family traditions may be disrupted, especially in siblings are attending schools with different calendars.

Those who have implemented year-round programs report that community opposition is usually very strong at the outset. However, after initial implementation, parent satisfaction with year-round tends to rise.

Year-round administrators may be more susceptible to burnout than traditional ones. The administrative burden at a year-round school may require a greater number of administrators than at a traditional school.

Because breaks are more frequent, teachers may experience less burnout.

Students may retain more over shorter vacations; thus they may need less reviewing at the beginning of the school year.

A temporary increase in student enrollment is best handled by a potentially temporary means, such as year-round schooling, as opposed to a permanent means, such as new school construction.

Source: MGT.

Assuming the Brevard County School District offered multi-track year-round programs on an optional basis at 10 percent of the elementary schools, the district would increase its capacity by 985 student stations. At the Brevard County cost of \$7,616 per student stations the cost avoidance will total \$7,501,760. Since the literature indicates that operational costs are at least equal for a year-round school, on a per-pupil basis, the district would only have to consider the transition costs against the construction cost avoidance. Even assuming that transition costs for feasibility studies, administrative planning time, and teacher in-service training are extensive (as much as \$300,000 - 500,000 in one time costs), the district would still be able to save a significant amount of funds.

District Has Changed Grade Level Configurations

The district is currently in the last year of a move to all high schools comprising grades nine through 12. Next year, all high schools will have the four grades and all middle schools will include grades seven and eight. However, this move was not in response to facility needs, but rather to a desire to create true middle schools and to eliminate the varying grade configurations found previously throughout the district. The district has not fully explored the use of altered grade-level configurations as a means to achieve better utilization of existing space and potentially avoid the need for new school construction.

District Has Not Explored Extended-Day Schedules or Districtwide Redistricting

Two options that the district has not explored that could result in lessened need for new construction are extended-day schedules and comprehensive redistricting. Extended-day schedules increase the capacity of individual schools by lengthening the school day for the school facility, although not for the individual student. An extended-day school may have nine periods of instruction, with a group of students that attends school for periods one through six and another group that attends from three through nine. Implementing some form of extended-day schedules at schools experiencing substantial student enrollment could reduce the need for new school construction.

The district has also not fully explored the potential for comprehensive redistricting. The district has changed attendance boundaries when it has added new schools or has changed grade-level configurations. However, it has not explored the potential for redistricting as a tool for managing student growth. The current high schools in the district range in size from 579 to 2,074 students. It would be possible, through redistricting, to move high school students among the schools based on available capacity to alleviate pockets of overcrowding. In a less extreme example, many school districts achieve better utilization of existing capacity by altering attendance boundaries only slightly, albeit on a districtwide scale. This is typically achieved through use of computerized redistricting programs that account for the current capacity of every school facility by grade type, the current student enrollment by grade type, the projected growth in enrollment by grade type, and the physical geography of the district.

Recommendation

- *The Brevard County School District should consider alternatives to new construction and evaluate the advantages and disadvantages of each alternative, including the long- and short-term cost implications. Should the district decide to implement an alternative like year-round schooling, it could save a substantial amount of construction funds. As noted in the text, converting just 10 percent of its elementary schools to a year-round program would realize for the district a cost avoidance of \$7.5 million over five years. After one-time transition costs, the district could realize as much as annual \$1.5 million dollar saving as soon as 2001-2002.*

Are the Best Practices for Architectural Services for Facility Planning and Construction Being Observed?

Goal: The district secures appropriate architectural services to assist in facility planning and construction.

1 The district uses an architect selection committee to screen applicants and identify and evaluate finalists.

The district uses an architect selection committee to screen applicants and identify and evaluate finalists. The recent process for selection of architects in Brevard County is to examine completed facilities and select a firm to re-use the design.

The District Selects Architects Based on Selecting a Completed Project

Prior to the recent reorganization of the Facilities Department (specifically the elimination of the planning department) the district appointed a committee to prepare an educational specification and select an architect. The district then had the selected firm prepare a prototype design that was re-built several times. One design, referred to as the “wing type” elementary school, was built seven times. The records from this committee indicate the following representation on the selection committee:

- Facilities Department Staff
- Area Superintendent
- Instructional Staff
- Food Service Staff
- Maintenance Department Staff
- School Administrative Staff

Since the department’s reorganization in 1998, the district has continued to form selection committees but the focus has changed significantly. The committee (made up of individuals similar to the above list) has toured other completed schools around the state and has selected the prototype they wish to utilize in Brevard County. The criteria for selection have not been fully substantiated but interviews with committee members verify that the discussions have centered on the following areas:

- the ability of the design to meet the program needs in the district;
- the overall cost of the facility;
- the cooperation of the architect when working with district officials; and
- the ability to adapt the facility to sites in the district.

Once a specific design has been selected, the district has then negotiated with that architect to receive their services at a lower fee since they will be re-using most aspects of the completed plan.

The Selection Process Has Been Unique

Section 287.055, Florida Statutes, requires districts to use the following criteria in selecting consulting firms:

- the company’s history, structure, personnel, licenses, and experience;
- related projects similar in scope or amount completed by the company, including name of client or its representative;
- financial information such as balance sheet and statement of operations;
- project management, scheduling and cost control systems the company uses for similar projects;
- proposed minority business involvement in the project;
- cost control and value engineering techniques;
- description of litigation, major disputes, contract defaults and liens in the last five years;

- interview; and
- confirmation of references.

The statute also provides direction regarding the process for scoring proposals and making recommendations to the school board.

The statute allows for the selection process to be for a construction manager and/or for a design build contract where the district is hiring the construction manager (CM) rather than the architect. In this case, the district is required to have approved policies for the delegation of these responsibilities. In Brevard County, the situation is somewhat unique in that they are going through an architect selection process (albeit a process of selecting a building rather than an architect) and then going through the selection process to hire a Construction Manager.

The selection process for the appointment of construction managers has considered experience, adequacy, and availability of personnel for the project, proximity of their office to the district, thoroughness, adequacy of supervision, business procedures and record keeping on the job, financial responsibility, and suitability of their organization.

The selection process for architects has involved examples of their work, interviews with previous clients, and an examination of the construction documents. It has not necessarily, however, included personal interviews and/or visits to their offices.

After final selection and Board approval, architectural contracts have been negotiated based on the amount of change to the completed design that is expected. Fees have been for a total fixed amount rather than a percentage, which encourages the architect to provide the service without creating overbuilt or extravagant projects. For comparison purposes the fees have averaged approximately seven percent of the construction cost for complete designs and 3.5 percent for re-use of prototype designs. These amounts are well within expected ranges.

2 The district involves architects in all key phases of the planning process.

Once a design is selected, the architects are involved throughout the process and into the building commissioning.

The Brevard County School District Involves Architects in the Key Phases of Planning and Construction

Once the prototypical design is selected, the architect is involved throughout the process of adapting the design to meet the program needs of the district. The architect regularly meets with the project committee in order to:

- define the project goals and needs;
- establish what changes will be made in order to meet the specific requirements of the educational program;
- site adapt the facility;
- complete the life cycle cost analysis as the design is finalized; and

- participate throughout the process of design and construction.

Architects Will Need to be Identified Earlier During Renovations

While the district involves architects in the key phases in accordance with their prototypical school selection process, there will be a need to appoint architects sooner when the emphasis changes to renovations rather than new construction. It is therefore recommended that the district include in its selection process a requirement for architect selection prior to the development of program specifications for those projects.

Recommendation

- *The district should include in its selection process a requirement for architect selection prior to the development of program specifications for those projects.*

3

The architect selection committee does not review and evaluate the architect's performance at the completion of projects.

The district has developed an approach for the evaluation of both architects and construction managers (as appropriate to a particular project). The process for professional consultants/designers includes an evaluation of the following elements:

- Design phase including the provision of acceptable solutions to design issues, working openly with the project team and designed the project within budget.
- Bidding phase
- Construction administration phase
- Project closeout phase

The process for construction managers includes an evaluation of the following elements:

- Construction administration, including the submittal of applications for payments with all supporting documents in a timely manner, answering of all RFP's in a timely manner, and the provision for effectively documenting and managing of change orders.
- Construction activities
- Supplier/subcontractor management
- Project closeout

While the district has a methodology in place to evaluate architects these evaluations are not formalized and referred to the Board because of concerns regarding due process. In order to alleviate this concern, the district should include in its RFP process a provision that the selected firm will be formally evaluated at the end of the project and that the evaluation will be referred to the Board.

Recommendation

- *The district should formalize the architect evaluation process, include notification in the request for services that the evaluation will be conducted and refer the evaluation to the Board after discussing it with the architect.*
- *Action Plan 9-3 provides the steps necessary to implement this recommendation.*

Action Plan 9-3

Complete Formal Architect Evaluation

Recommendation	
Strategy	Complete Formal Architect Evaluations and Refer Findings to the Board
Action Needed	<p>Step 1: Notify Architects prior to appointment that they will be evaluated and the results will be referred to the Board.</p> <p>Step 2: Facility committee to conduct formal evaluations based on the existing district procedures and the extent to which the facility meets the intent of the educational specifications.</p> <p>Step 3: Refer findings to the Board and utilize in future appointments.</p>
Who Is Responsible	Assistant Superintendent.
Time Frame	All projects beginning in the 2000 –2001 year
Fiscal Impact	This recommendation can be completed with existing resources.

Are the Best Practices for Educational Specifications Being Observed?

Goal: The district develops educational specifications for each project to meet student education needs.

1 The district develops a general project description.

Educational Specifications in the Brevard County School District have been prepared through the following methods:

- **The development of a prototypical educational specification.** The specifications developed for Lewis Carroll Elementary School and later adapted for additional schools based on this prototype is an example of this method. These specifications were largely developed by an in-house committee that prepared the project goals and then worked with an architectural firm to develop plans based on those goals.

- **The development of a project specific educational specification.** The specifications developed for Old Central Jr. High Renovation is an example of this method. These specifications were largely developed by the selected architectural firm who worked with a district committee to develop the project goals.
- **The adaptation of educational specifications from selected designs that have been constructed in other districts.** The specifications developed for Bayside High School is an example of this method. Utilizing this method the district formed a committee to prepare the project goals who then looked at completed facilities in order to select a project that best met the needs in Brevard County. Selected projects are then adapted for use by the architectural firm selected. This firm continues to work with the district committee throughout the process.

By utilizing the above methodologies the district has developed educational specifications that include a general project description that contains:

- a brief statement as to why the facility is being built;
- where it will be located;
- the population of students it is intended to serve;
- its estimated cost;
- the method of financing;
- the estimated time schedule for planning and construction; and
- the estimated date of opening.

Educational Specifications Components are Based on a Variety of Sources

The project descriptions included as a part of the educational specifications are based on a variety of district sources including:

Stated Rationale: Included in the five-year plan, Board agendas for specific projects, and in project submittals to the department of education (i.e. the classroom's first funding proposal).

Narrative describing the district: Based on the narrative Included in the educational plant survey.

Historical description of the growth patterns: Based on data contained in the Student accommodation plan.

Determination of the size of the facility: Based on data contained in the educational plant survey and included in the contracts with construction managers.

Determination of the grade level to be served: Based on the student accommodation plan.

Map showing the proposed location and attendance boundaries: Included in the student accommodation plan and the boundary book but not within the description of specific projects.

Construction Budget: Included in the five-year plan and the board submittals.

Source of funding: Included in the five-year plan and the board submittals.

Planning and construction time line: The facility department keeps a master schedule for all projects and the timeline is included in the agreement with the construction manager.

Determination if the facility will serve all or part of the district on an open enrollment basis and/or be a magnet or special school: This aspect is not a part of the facility planning process. These determinations are made prior to the selection of prototype plans and are reflected in the student accommodation plan.

2 The district does not develop a complete set of educational specifications before the architect begins to design a facility.

The architects and the project committee discuss the program to be housed and base the needs on the educational specifications developed through the methodologies discussed above and on an identified facilities list. There is no assurance, however, that educational specifications will be completed for all facilities and that they will include all components necessary.

Educational Specifications Need to be Assured for All Projects

The district forms project committees to work with the selected architect to discuss the educational implications of the design, but since the reduction in planning staff, there is no process to insure the formal development of educational specifications. Even in the case of prototypical designs there needs to be a process to adapt the design for the specific program (i.e. special education, arts, vocational programs, etc.) The current project committees have regularly included the design professionals, facilities division representation, instructional staff (administrators and teachers), and non-certificated staff (custodial, food service) so this process could be enhanced in order to ensure that educational specifications are complete for each project.

These elements should be included in development of educational specifications for all projects:

- identification of the administrative leader prior to the development of the educational specifications whenever possible -- in cases where the specifications have to be developed before the principal can be identified it will be necessary to appoint an administrator currently serving in a like position to lead the process;
- a statement of goals and educational philosophy for both the district and the specific school being planned;
- school–community relationships including community expectations and coordination and cooperation with other public agencies;
- goals, objectives, and instructional strategies;
- curriculum, staffing, and instructional strategies;
- definition of program objectives, activities, teaching strategies, and instructional methods;
- design implications of advanced technology such as computers, integrated networks, and satellite transmissions and reception; and

- provision of flexibility to incorporate future teaching methods and management styles.

Recommendations

- *The district should appoint a facility planning specialist to assist the facilities department with the overall development of educational specifications. This position is not meant to replace the former planning department but rather to be a planning specialist within the current organizational structure.*
- *The district should develop guidelines for preparing educational specifications for each new school (or group of projects if a prototype) and major renovation. The guidelines should establish standards such as a minimum classroom size and minimum required core facilities, but still allow flexibility for educational program differences among different projects. These guidelines would then be used for the development of project-specific education specifications.*
- *The district should develop project specific educational specifications for each project or group of projects. The educational specifications need to be developed by committees that include administrative staff, instructional staff, non-certificated staff, community members and design professionals. The specifications should be project specific but be based on the guidelines (as discussed in recommendation 9-8 above). It is critical to point out that this recommendation is not intended to eliminate the practice of selecting prototype plans for use in the district. Rather, it is meant as providing a formal means of evaluating the prototypes based on the program needs.*
- *Action Plan 9-4 provides the steps needed to implement these recommendations.*

Action Plan 9-4

Develop Educational Specifications

Recommendation 1	
Strategy	Appoint a Facilities Planning Specialist.
Action Needed	<p>Step 1: Prepare a position description that includes the responsibilities of developing educational specifications for each project, serving as a facilities department representative with the facility committees, assisting with the capital outlay committee, and monitoring the development of the FISH data and educational plant survey.</p> <p>Step 2: Budget for the added position.</p> <p>Step 3: Advertise for and fill the position.</p>
Who Is Responsible	Assistant Superintendent.
Time Frame	<p>Plan for the added position – 1999 – 2000</p> <p>New position included in the budget – 2000 – 2001</p>
Fiscal Impact	The position can be added at an annual cost of \$50,000 for the salary, benefits and support costs.
Recommendation 2	
Strategy	Develop guidelines for the development of educational specifications.

Action Needed	Step 1: Develop guidelines regarding the general statements that are to be included in the educational specifications for each major project. These will provide guidance to educational specifications committees regarding the need for project rationale, historical perspectives, etc. They will also provide district standards regarding the size of instructional spaces, square footage costs, etc.
Who Is Responsible	Facilities Planning Specialist.
Time Frame	2000 – 2001
Fiscal Impact	This can be implemented with existing resources. The cost of the position is included in recommendation 1 above.

Recommendation 3

Strategy	Develop educational specifications for all major projects (or group of projects).
Action Needed	Step 1: Develop criteria for the development of project specific educational specifications that include: <ul style="list-style-type: none"> • number of students and staff to be housed; • description of the educational program to be housed; • description of the instructional methodologies to be implemented; • program groupings; • relationships among instructional areas; • spatial Requirements; • support facilities required; • environmental variables; • utility requirements; • storage requirements; • display requirements; • furniture and equipment required; and • summary of spatial requirements.
Who Is Responsible	Facilities Planning Specialist.
Time Frame	Fall 2000
Fiscal Impact	The facilities planning specialist (costs identified in recommendation 9-8 above) can guide the development of the project specific specifications. In some cases (i.e. new high schools, major renovations, etc.), an outside consultant may be necessary. In these cases, the cost of developing educational specifications will be approximately \$15,000 per major project.

3 Educational specifications include an educational program component but could be improved.

The educational specifications that have been completed have included an educational program component. This component includes the relationships among the curriculum, instructional methods, staffing, and support services. They have also included a statement of the school’s philosophy and program objectives.

The District Has Used Project Committees to Relate Philosophy and Program Objectives to the Architects

The district uses project committees to identify the specifics regarding the curriculum, instructional methods, staffing, and support services that will be required for each major project. The philosophy and program objectives are included in the Educational Plant Survey have provided the basis for discussions regarding each project.

The district has identified the instructional leader for new schools. In most cases, the principal has been identified a full year ahead of proposed completion date and in all cases at least six months ahead of schedule.

Recommendation

- *While the philosophy and program objectives have been included in completed specifications, it is critical that the following elements be included within the development of educational specifications for all projects (as discussed previously):*
 - *identification of the administrative leader prior to the development of the educational specifications whenever possible -- in cases where the specifications have to be developed before the principal can be identified it will be necessary to appoint an administrator currently serving in a like position to lead the process;*
 - *a statement of goals and educational philosophy for both the district and the specific school being planned;*
 - *school–community relationships including community expectations and coordination and cooperation with other public agencies;*
 - *goals, objectives, and instructional strategies;*
 - *curriculum, staffing, and instructional strategies;*
 - *definition of program objectives, activities, teaching strategies, and instructional methods;*
 - *design implications of advanced technology such as computers, integrated networks, and satellite transmissions and reception; and*
 - *provision of flexibility to incorporate future teaching methods and management styles.*

4 Educational specifications include a description of activity areas in sufficient detail that the architect will not have to guess at what will occur in each area.

Educational specifications that have been completed have included a description of activity areas that describe the type, number, size, function, special characteristics, and spatial relationships of instructional areas, administrative areas, and services areas. These spaces have been based on the detailed facilities list included in the educational plant survey and include sufficient detail so the architect does not have to guess at what will occur in each of these areas.

Discussions Are Held With the Architects Regarding Educational Specification Criteria

As with the other areas of educational specification development, the district has included many of the criteria in various planning documents. Exhibit 9-15 provides a comparison of the educational specification criteria and how the district is addressing the criteria. As shown in the exhibit, many of the items are currently being completed and/or discussed even if they are not included in the project specific educational specifications.

Exhibit 9-15

The District Uses Most of the Educational Specifications Criteria

Educational Specifications Criteria	Current Status
The number and size of areas required has been derived as the result of an analysis of current space requirements, master schedule, planned course offerings, staffing patterns, and planned student groupings.	The analysis of current space requirements is included in the student accommodation plan. The planned course offerings are discussed and, in the case of the new Bayside High School, were reported in a program comparison document. This data has also been included in the educational specifications.
The number of teachers, paraprofessionals, and administrative and classified personnel using specific areas has been identified.	The district has appointed a Principal for new school projects well in advance of the planned opening. It is the responsibility of the Principal to develop the staffing levels. It would be of assistance during this phase if the staffing levels were outlined in project specific educational specifications.
The spatial relationship of one activity to another has been described.	The relationships have been discussed during project committee meetings but the district primarily relies on the selection of prototype plans to determine the spatial relationships.
There is a description of space relationship requirements for the separation of large and small group areas and for convenient student and staff circulation.	Space relationships have been included in the educational specifications.
Instructional support and co-curricular facilities have been addressed.	The instructional support and co-curricular facilities have been discussed during project committee meetings and is included in the educational specifications.
Specific space for instructional support and pupil services programs, general support services, and special programs such as exceptional and vocational education have been identified and meet legal requirements.	Special program personnel are included on project committees and as prototypical plans are developed. Again, this data is included in both the facilities list and the educational specifications that have been developed.
Environmental variables such as acoustical needs, visual needs, thermal requirements, and special aesthetic concerns have been identified and described.	Environmental variables are discussed in detail regarding the selection of prototypical plans and are often included as a part of the adaption process.

Exhibit 9-15 (Continued)

The District Uses Most of the Educational Specifications Criteria

Educational Specifications Criteria	Current Status
All utility needs including water, sewer, drainage, electrical, gas, compressed air, telephone, fire alarm, conduit cable for advanced technology, and satellite dish, have been identified.	This is a critical part of the process of site adapting prototypical plans. Utility needs are then identified on the building specifications and in the educational specifications document.
An energy management system is provided.	Again, this is a critical part of the process for adapting prototypical plans for use in Brevard County.
Storage requirements for individual activity areas and teaching stations have been identified.	Storage requirements are discussed by project committees and are evaluated in the selection of prototypical plans. This could be better determined, however, if prototypical plans are evaluated based on identified educational specifications.
Extra storage space has been considered for year-round educational programs.	The district has not planned facilities specifically for year-round programs.
Display areas for chalkboards, tackboards, and display cases have been identified.	Display areas are discussed by project committees and are evaluated in the selection of prototypical plans. This could be better determined, however, if prototypical plans are evaluated based on identified educational specifications.
The number, kind, and size of furniture and equipment items have been identified for each activity area.	The budget for capital projects includes an amount for furniture and equipment but the decision making process (with the exception of built in equipment) takes place after the school is designed. Built in equipment is included in the district design specifications manual.
Emergency shelter accommodations have been included.	The district discusses the need for emergency shelter accommodations with county planning officials and have adapted schools for such use. The new Ralph M. Williams, Jr. Elementary School is an example of a new facility that has been designed for emergency shelter use.
Planned expansion strategy has been included.	The site planning for expansion (both in terms of permanent and portable buildings) is included on the site plans for all major projects.

Source: Brevard County School District documents and MGT analysis.

5 The district communicates general building considerations to the architect.

The district communicates general building considerations, including features of the facility and the school campus in general, to the architect through the project committee process.

The facility plans verify that the architect has drawn schematic layouts of buildings, parking, roads, etc. that ensure:

- the district has compared both the educational costs and the cost of construction, energy life cycle costing, and operation of the various designs that were considered;
- there is a description of how students, staff, and visitors will arrive at and depart from the school; parking requirements are defined; there are provisions for emergency vehicle and service access; there is a provision for access by disabled persons; and bus loading and unloading is separate from other vehicle traffic;
- circulation patterns, both within classrooms and between activity areas, are well planned;
- district security considerations have been incorporated into the design;
- potential community use of the building has been considered; and
- future expansion possibilities are included.

New schools have included public address systems, closed circuit television, telephone, computer networks and security systems. The educational specifications, however, have not always provided a complete description. Plans are submitted to the state department of education for verification that they meet Florida space requirements.

6 The district does not use the educational specifications as criteria for evaluating the architect's final product.

The district has not utilized the educational specifications as criteria for evaluation of the completed facility.

Educational Specifications Need to Be Used as Part of the Evaluation of the Design Solution

Educational specifications have not been utilized in the interpretation of the design solution or matched against the final design solution. Therefore, the district is not formally using the educational specifications to determine how the facility design can enhance the educational program offered and provide a means of improving the process for each subsequent project.

Recommendation

- *The district should use the educational specifications to evaluate the design solution. The final design should reflect the design implications of the proposed educational programs as defined in the educational specifications. The educational specifications should also be given to the value engineering teams as they conduct their evaluation.*
- *Action Plan 9-5 provides the steps necessary to implement this recommendation.*

Action Plan 9-5

Utilize Educational Specifications in the Evaluation of the Design Solution

Recommendation 1	
Strategy	At the value engineering phase, and at the completion of each project, evaluate the final design solution based on the program goals as defined in the educational specifications.
Action Needed	Step 1: A formal procedure should be developed to ensure that the educational program is included as a part of the value engineering review and that there is a complete post occupancy evaluation based on the ability of the design to meet the goals as specified in the educational specifications.
Who Is Responsible	Site administrators and Facilities Planning Specialist.
Time Frame	Process completed for all projects beginning in the 2000-2001 year
Fiscal Impact	This can be implemented with existing resources.

7 The school board-approved program requirements are communicated to the architect.

The school board-approved program requirements are communicated to the architect before final working drawings are initiated. This is done primarily through the following means:

- the provision of the educational plant survey to the selected architects;
- discussions among the project committee and the selected architects;
- the detailed facilities list that is provided to the selected architects; and
- the adaptation of prototypical designs for use that will meet the requirements of Brevard County programs.

Educational Specifications Have Included Program Goals and Objectives

In addition to the above methodologies of communicating the program goals and objectives, where educational specifications have been completed that have included the following processes that help to define the program goals:

- the educational specifications provide the planning team with an opportunity to reassess goals and objectives and to plan further programs and activities;
- the planning team has reassessed the educational program and identified future needs that will impact the design of the new facility; and
- the planning team has evaluated existing facilities in terms of educational adequacy in support of current and planned programs and activities.

There is evidence, from the general satisfaction with many of the new facilities, that program needs have been addressed through the project committee process. The extent to which they have been addressed, however, varies among the projects.

8 The board minimizes changes to facilities plans.

The board minimizes changes to facilities plans after final working drawings are initiated in order to minimize project costs. The use of prototypical plans and the change to a construction manager at risk construction process has essentially eliminated changes to facilities plans.

The Construction Manager is Responsible for Keeping Projects Within the Negotiated Maximum Price

The Construction Manager is responsible for keeping the project within the negotiated maximum price. Prior to changing to a guaranteed price process of construction management, the district took all change orders to the Board for approval. Since the change, the process is now to negotiate a guaranteed price that includes a contingency amount if changes need to occur. In reality, the contingency has been utilized minimally. For projects where the contingency has not been used, district staff notifies the board when the construction manager has returned the contingency. Staff typically recommends that the contingency be used at the new school for which the contingency was originally set aside. After the boards concurrence, staff usually uses the return contingency to supplement the new schools furnishings and fixtures budget.

Are the Best Practices for Architectural Planning and Financial Management Being Observed? _____

Goal: The district uses generally accepted architectural planning and financial management practices to complete projects on time and within budget.

1 The board primarily uses the construction management at risk process.

The board determines whether each new facility will be constructed using the traditional system of public works or by using some innovative system such as design-build or a construction manager. The board has examined the different types of construction methodologies, discussed the advantages and disadvantages, and has made the decision to primarily use the construction management at risk process.

The District Has Moved to a Construction Management at Risk Approach.

The district has placed extensive emphasis on selecting the type of construction system. The district has moved primarily to a construction management at risk process for most major projects and, in many cases, has bundled together smaller projects and acquired a construction manager to complete them all. The recent roofing projects where the district combined nine projects is a good example. In this case small projects (i.e.,

Facilities Construction

Roy Allen Elementary which had a total budget of \$400,000) could be combined in a total package that would attract more qualified bidders).

The decision to move to construction management at risk came after extensive analysis including a two-day board workshop where the advantages and disadvantages of different types of construction alternatives were discussed. The discussion centered on three construction processes – traditional design-bid-build, design-build, and construction management. Exhibit 9-16 outlines each process and the differences between them.

From this discussion, the district made the determination to utilize the construction management at risk process to the degree practical. Exhibit 9-17 provides the overview of the process that is currently at use in Brevard County.

Exhibit 9-16

The District Explored Three Construction Processes Before Selecting the Construction Manager Process

Process	Analysis	Advantages	Disadvantages
<u>Traditional Design-Bid-Build</u>	<p>Utilizing this methodology, the owner retains an architect (through a qualification-based selection process) who designs the project based on the owners’ programmatic requirements (educational specifications). Upon approval of the owner, the architect prepares contract documents for bidding purposes, which consist of plans and specifications. The owner then directs the architect to put the project out for bid and a general contractor is selected based upon the lowest responsive bid.</p>	<p>The advantages to the traditional approach include:</p> <ul style="list-style-type: none"> • the total cost is secured within a competitive environment; • the total cost is known before construction commences; • the district has control over the process; and • it is perceived as “fair.” 	<p>Disadvantages include:</p> <ul style="list-style-type: none"> • it is a linear process so it is often difficult to proceed in a timely manner; • changes during construction are costly as they are not awarded in a competitive environment; and • often the lowest bid is not of the best quality.
<u>Design-Build</u>	<p>The design-build process offers a single source of responsibility for both design and construction phases. In most cases the owner will contract with a general contractor which subcontracts its architectural work to an independent architect. In some cases, however, the architect is an employee of the general contractor. The process involves the owner advertising for design-build teams to submit total cost bids to design and construct a building based on a program and criteria established by the owner. Design – build is most often used for simple uncomplicated projects that have pre-determined functional requirements or projects that are designed and constructed the same way many times.</p>	<p>The advantages of the design – build process include:</p> <ul style="list-style-type: none"> • a total all inclusive price can be generated very quickly; • the total cost is often lower than with other methods; • the project can be repeated easily; and • the schedule for completion is often much faster than with the traditional approach. 	<p>The disadvantages include:</p> <ul style="list-style-type: none"> • the district has little input into the design process; • it is difficult, in the public arena, to justify a selection based on other than the lowest cost; and • the long-term operational costs may not be a priority to the design – build contractor.

Exhibit 9-16 (Continued)

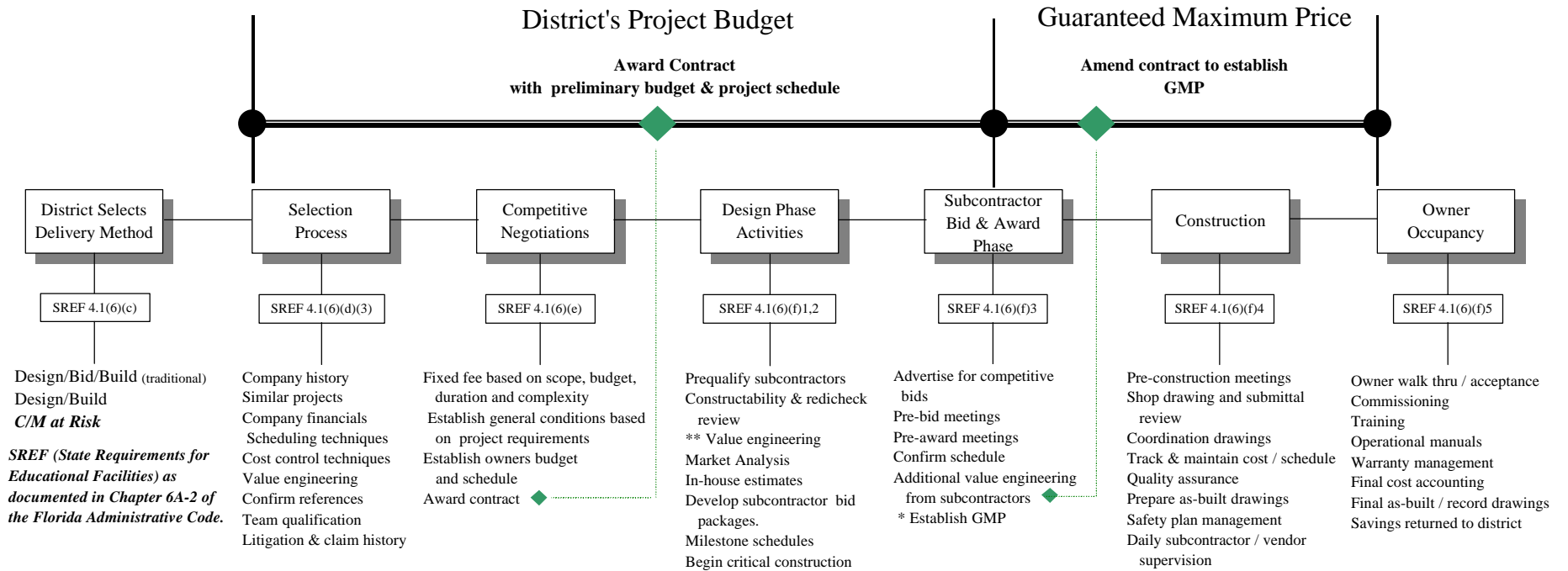
The District Explored Three Construction Processes Before Selecting the Construction Manager Process

Process	Analysis	Advantages	Disadvantages
<p><u>Construction Management</u></p>	<p>Construction management brings professional rather than entrepreneurial direction to the entire design and construction process. With the process the district hires a construction manager based on qualifications who then provides services before, during and after the actual construction process. After selection of the construction manager, he makes significant input relating to cost, quality and time to the architect during the design process. Competitive bidding is still employed for what are traditionally the subcontracts to the general contractor. Under typical construction management, these become prime contracts to the owner. The various contracts may be bid at once, but are often phased or bid at different times. This is particularly true when time is short and fast-track scheduling techniques are employed to complete the project. Certain contracts are then bid in advance of others, so that work can get underway on construction elements that must be completed first. This type of construction management is commonly referred to as agency construction management. Recently, many construction management contracts are “at risk” where the district negotiates a maximum price with the construction manager who contracts directly with the subcontractors.</p>	<p>The advantages of the construction management process include:</p> <ul style="list-style-type: none"> • bidding can be organized in packages that reflect the market conditions; • the district receives professional management of the schedule of construction; • the district is allowed input throughout the design phase; • the timing of projects can be fast-tracked; and • the costs are often lower than with a traditional approach. 	<p>The disadvantages include:</p> <ul style="list-style-type: none"> • the total cost is often not known before construction begins; and • the process is sometimes seen as favoring certain subcontractors over others.

Source: Brevard County School District.

Exhibit 9-17

The District's Construction Processes is Construction Management



The construction management firm takes the place of the contractor; holds each subcontract; manages and coordinates, as well as monitors the progress of construction. The contract for the construction manager "at risk" provides for a project with a "guaranteed maximum price" (GMP) pursuant to Section 235.211 F.S.

* Ideally, the GMP, is established , when the design is complete, the exact scope of the project is identified, and after subcontractor and vendor bids are received. The GMP can be established as early as the C/M award phase but the contingency, qualifications and assumptions will reflect the level of design and scope that is identified at the time the GMP is established.

** Value engineering, when performed properly, saves the owner money by using alternative methods, materials and / or systems while maintaining quality, maintainability, and the intent of the design and the function of the facility.

2 The architect prepares the building specification document.

Licensed architects and/or the district have prepared all appropriate building specification documents with the construction managers.

Specification Documents are Complete

A review of construction documents¹⁰ verifies completion of plans by licensed architects and that they include general conditions specifying the details of construction and materials. The project starting time, expected completion time, terms of payment bond, bid bond, and performance bond; workers' compensation and terms of liability insurance; subcontractors to be used; and provisions to be included in change orders are included in the district's contract with the construction manager. The district's legal counsel has reviewed the contracts in order to ensure the contracts and legal conditions comply with the requirements of law and rule.

3 The architect coordinate plans, specifications, and questions concerning the project.

The architect, in conjunction with the district and the construction manager, coordinates the plans and specifications and district personnel have the opportunity for review.

Coordination of Project Meetings Has Varied Among Different Positions

Plans and specifications have been coordinated by the architect who works with the Director of Project Management and the Project Manager. In addition, there is involvement of the Construction Manager where appropriate.

As the prototypical plans are adapted for use in the district, there is a review by the project committee members including district and site administrators, facilities department staff, and building inspectors.

4 After bids are opened and tabulated, they are submitted to the board for award of the contract.

Board approval has been secured for all contract awards. Legal counsel makes certain that bid and contract documents are properly prepared and that the award is properly authorized.

¹⁰ Construction documents are the plans used by the contractor to build a building. They are the third step in the development of a building design, after schematic design and design development (also called enhanced schematic).

Recommendations to the Board Have Been Reviewed by the District's Legal Counsel

Since the district has moved to a construction management at risk process, it does not receive bids for the majority of projects completed. Instead, a maximum price is negotiated with the selected construction manager.

Where bids have been received, however, (usually for smaller projects) the district has records of opening at the time advertised and has verified that bids included the following documents:

- a signed bid form with dollar amount;
- a bid bond;
- verification of sub-contractors;
- a non-collusion affidavit; and
- workers compensation and liability insurance certificates.

The bids are then tabulated, reviewed by legal counsel, and submitted to the board for approval.

5 The district requires the contractor to submit a signed owner-contractor agreement, workers' compensation insurance certificates, payment bond, performance bond, and guarantee of completion within the time required.

There are signed owner-contractor agreements and workers' compensation certificates and a guarantee of completion.

Appropriate Agreements and Certificates Have Been Obtained

A review of contract files for recently completed projects verify that appropriate agreements and certificates have been obtained. These have included:

- a signed owner-contractor agreement
- a workers compensation insurance certificate
- a payment bond
- a performance bond
- a guarantee of completion

In addition, the agreements are signed by the contractor and a district representative.

6 The architect recommends payment based on the percentage of work completed.

Payments are made based on the percentage of work completed with ten percent withheld from each payment until project completion.

Construction Projects Are Paid Based on the Percentage of Work Completed

Payment records reflect that the architect has recommended payment based on the percentage of work completed. The payment request is also approved by the Director of Project Management.

The process for payment approval in Brevard County includes the following steps:

1. The construction manager submits a payment request monthly to the architect.
2. The architect verifies completion and forwards the pay request to the District Director of Project Management.
3. The Director of Project Management discusses the level of completion with the project manager and inspectors and, if approved, forwards the pay request to the Assistant Superintendent.
4. The Assistant Superintendent forwards the pay request to the finance office for processing.

7 The district requires continuous inspection of all school construction projects.

District inspectors provide continuous inspections for each major construction project.

Regular Inspections Are Completed by District Inspectors

The district provides for and requires continuous inspection for the major construction projects, including renovations and alterations. The inspector reviews are documented daily in the “daily inspection report” that is submitted to the Director of Project Management. This report includes a review of the work progression, the inspections that occurred, and any inspection issues that need to be addressed.

8 The district ensures that buildings are not occupied prior to the notice of completion.

The Director of Project Management is responsible to ensure that a certificate of substantial completion is signed prior to occupancy.

Occupancy Permits Are Obtained

Based on a review of the occupancy permits and discussions with the school administrative staff, MGT determined that before buildings are occupied the district has received a final inspection report and a certificate of occupancy for the entire building or a portion when only that part is being occupied.

Are the Best Practices for Evaluating New Facilities Being Observed?

Goal: To maximize use of new facilities, minimize operation costs, and provide feedback for future construction planning, the district trains building users and evaluates building use.

1 The district has conducted comprehensive orientations to new facilities.

The district has conducted a comprehensive orientation to the new facility prior to its use so that users better understand the building design and function. The district process includes the following elements:

- A detailed orientation for maintenance personnel that involves the specifics of the mechanical systems is held with the architect, contractor(s) facilities department personnel, and the site administrator in attendance.
- A pre-occupancy orientation for instructional staff is conducted by the architect and site administrator.
- The orientation programs include clear and understandable users manuals for maintenance and operations staff.
- A pre-occupancy walk-through for students, parents and community is conducted by the site administrator(s).

2 The district does not conduct sufficient comprehensive building evaluations.

The district does not conduct a comprehensive building evaluation at the end of the first year of operation and periodically during the next three to five years to collect information about building operation and performance. The district conducts one year evaluations but there is no evidence of three- and five-year evaluations. Nor is there evidence that the educational program has been a part of the evaluation process or that the process has resulted in improvements to prototypical plans and/or changes to the educational specifications.

Post-Occupancy Building Evaluations Need to Be Conducted

While there is a one-year post occupancy evaluation, there is no record that the district periodically conducts evaluations of new facilities, follow-up utilization analysis, or an analysis of building operation and performance.

Recommendation

- *The district should develop and implement a post-occupancy evaluation of all major projects completed.*
- *Action Plan 9-6 provides the steps needed to implement this recommendation.*

Action Plan 9-6

Conducting Post-Occupancy Evaluations

Recommendation 1	
Strategy	Regularly conduct post-occupancy evaluations.
Action Needed	<p>Step 1: Develop procedure to ensure that post occupancy evaluations regularly occur and include educational adequacy, function, safety, efficiency, and suggestions for future improvements.</p> <p>Step 2: The evaluation should include:</p> <ul style="list-style-type: none"> • an analysis of the educational program improvements for consideration by future educational specification committees; • an operational cost analysis; • a comparison of the finished product with the educational and construction specifications; and • recommendations for future changes.
Who Is Responsible	Facility Planning Specialist, Site Administrators.
Time Frame	All new facilities beginning with the 2000-2001 year
Fiscal Impact	<p>This can be accomplished with current resources.</p> <p>The cost associated with the facility planning coordinator is provided for in action plan 9-4 above.</p>

3 The district does not analyze building evaluations to determine whether facilities are fully used, operating cost are minimized, and changes in the district’s construction planning process are needed.

The district does not conduct formal post occupancy evaluations. This lack of a post occupancy evaluation process does not allow the district to determine the changes to the construction planning process that are needed.

Post-Occupancy Evaluations Should Provide for Future Program Changes

The district has reviewed the completed facilities as plans are being made for new construction, but not in a documented manner. Therefore, through a team approach, the district has attempted to meet this best practice indicator. However, since no formal post-occupancy evaluations are held, the district cannot demonstrate that:

- the evaluation is used to assess facility use and operating costs;
- the results of the evaluation were used to compare the product with educational specifications to see whether the district received the product it said it wanted, and whether the district still needs the product it built;
- the results are used to provide the architect with corrective feedback to be used in the next building cycle; or that
- the evaluation is used to make changes, if necessary, to the district’s construction planning process for facilities to be built in the future.

Recommendations

- *The district should utilize the results of the post-occupancy evaluations to assess use and operating costs, provide feedback to the architect, and make changes in the construction planning process.*
- *The district should conduct a utilization analysis of all facilities to assist with the development of future long range plans.*
- *Action Plan 9-7 provides the steps necessary to implement these recommendations.*

Action Plan 9-7

Utilize Results of Post Occupancy Evaluations

Recommendation 1	
Strategy	Utilize results of the post occupancy evaluations to plan future facilities.
Action Needed	<p>Step 1: Develop procedure to ensure that post occupancy evaluations are utilized to evaluate costs, provide feedback to the architect and to make changes in the planning process.</p> <p>Step 2: The evaluation should include:</p> <ul style="list-style-type: none"> • an analysis of the educational program improvements for consideration by future educational specification committees; • an operational cost analysis; • a comparison of the finished product with the educational and construction specifications; and • recommendations for future changes.
Who Is Responsible	Facility Planning Specialist.
Time Frame	All new facilities beginning with the 2000-2001 year
Fiscal Impact	<p>This can be accomplished with current resources.</p> <p>The cost associated with the facility planning coordinator is provided for in action plan 9-4 above.</p>

Recommendation 2	
Strategy	Conduct Districtwide Utilization Review.
Action Needed	Step 1: Develop RFP for conduct of a districtwide utilization analysis. Step 2: Solicit response from qualified bidders. Step 3: Conduct utilization analysis. Step 4: Utilize results in future facility planning.
Who Is Responsible	Assistant Superintendent.
Time Frame	Analysis to be conducted during the 2000-2001 school year
Fiscal Impact	The cost of a utilization analysis will be approximately \$175,000.

4 The district analyzes maintenance and operations costs to identify improvements to the district’s construction planning process.

Maintenance and Operations Costs Are Included in the Post-Occupancy Evaluation

The district has established appropriate maintenance and operations standards in its short- and long-term plans for facilities. The district has a design manual and uses districtwide standards for equipment such as lights and locksets to minimize the maintenance and operations costs of new facilities. The cost savings that have resulted from the adoption of districtwide standards are reported in Chapter 10.0 of this report.

In addition, prototype designs have been used for recently constructed schools. This has allowed the district to examine the maintenance and operations costs for a completed school and make appropriate changes to subsequent prototypes. This has resulted in changes to each prototype, particularly in the area of mechanical systems. The district has utilized extensive reviews of energy costs in order to determine the best ways to meet the needs for future facility planning. The examination of these reviews have resulted in substantive changes to the prototype plans in the design of the mechanical systems.

10 Facilities Maintenance

The Maintenance Department is well managed and has implemented innovative programs to maximize the efficiency of the staff and value of the funds spent on facilities maintenance.

Conclusion

The Brevard County School District follows efficient and effective facility management practices and has implemented innovative programs to increase its effectiveness. Exhibit 10-1 provides MGT's overall conclusions regarding facilities maintenance in the areas of:

- cost-effective methods;
- legal responsibilities;
- use of qualified staff;
- annual budget;
- maintenance standards;
- health, safety, energy efficient and cost-effective operations; and
- community use of facilities.

Exhibit 10-1

MGT Came to Numerous Positive Conclusions Regarding the District's Facilities Maintenance

Facilities Maintenance Area	MGT's Conclusions
Cost-Effective Methods	The district periodically evaluates maintenance and operations activities to determine the most effective means of providing needed services, including consideration of management, outside contracts or privatization, and joining associations of other government agencies. (page 10-9)
Legal Responsibilities	The board provides procedural guidance in areas such as replacement and selection of equipment, purchasing of supplies and materials, levels of maintenance expectations, and maintenance and operations budget criteria. (page 10-13)

Exhibit 10-1 (Continued)

MGT Came to Numerous Positive Conclusions Regarding the District's Facilities Maintenance

Facilities Maintenance Area	MGT's Conclusions
Use of Qualified Staff	<p>The Office of Plant Operations and Maintenance has adequate staff to meet its program goals and objectives. (page 10-16)</p> <p>The Office of Plant Operations and Maintenance has written a job description for each position within the department. (page 10-19)</p> <p>The district clearly communicates performance standards to maintenance and operations staff. (page 10-19)</p> <p>The district provides appropriate supervision of the maintenance and operations staff. (page 10-20)</p> <p>The district provides a staff development program that includes appropriate training for maintenance and operations staff to enhance worker job satisfaction, efficiency, and safety. (page 10-22)</p>
Annual Budget	<p>The administration has not developed budgetary guidelines to provide for funding in each category of facilities maintenance and operations. (page 10-24)</p> <p>The board has an established provision for a maintenance reserve fund to handle one-time expenditures necessary to support maintenance and operations. (page 10-28)</p>
Maintenance Standards	<p>The district has established maintenance standards in its short- and long-term plans for providing adequately maintained facilities. (page 10-29)</p> <p>The district uses its maintenance standards to evaluate maintenance needs. (page 10-31)</p> <p>The district has a system for prioritizing maintenance needs. (page 10-32)</p> <p>The district accurately projects cost estimates of major maintenance projects. (page 10-34)</p> <p>The district minimizes equipment costs through purchasing practices and maintenance. (page 10-34)</p> <p>The district provides the Maintenance Department staff with tools, training, and instruction to accomplish their assigned tasks. (page 10-36)</p> <p>The district has established a computerized control and tracking system to accurately track inventory, parts and materials used, and provides a reordering system. (page 10-37)</p> <p>The district ensures that maintenance standards are updated to implement new technology and procedures. (page 10-38)</p>

Exhibit 10-1 (Continued)

MGT Came to Numerous Positive Conclusions Regarding the District’s Facilities Maintenance

Facilities Maintenance Area	MGT’s Conclusions
Health, Safety, Energy Efficient, and Cost-Effective Operations	<p>The district has established standards for health and safety. (page 10-40)</p> <p>The district does use external benchmarks to determine a cost-effective manner of meeting its health and safety standards. (page 10-41)</p> <p>The district uses external benchmarks to achieve energy efficiency. (page 10-42)</p> <p>Hazardous materials management complies with federal and state regulations. (page 10-42)</p> <p>The district has a comprehensive and systematic program for dealing with school safety and security. (page 10-43)</p>
Community Use of Facilities	<p>The district follows established procedures for making school facilities available to the community. (page 10-45)</p> <p>The district meets accessibility requirements for persons with disabilities. (page 10-45)</p>

Source: MGT.

Fiscal Impact of Recommendations

One recommendation in this chapter has a potential fiscal impact – the effect of the development of budget guidelines for maintenance and operations. While the development of maintenance budgeting guidelines can be done with existing resources, implementation of the guidelines could ultimately have a significant fiscal impact on the district. Depending upon the goal of the budget guidelines, we estimate that implementation of the guidelines could result in annual costs of three to four million dollars annually. However, the district may chose a method of developing budget guidelines that will result in lower annual costs. (For further discussion, see page 10-24.)

Background

The facilities maintenance function for the Brevard County School District is the responsibility of the Plant Operations and Maintenance Department. The mission statement for the department is:

To provide a safe, secure, well-maintained, healthful environment to all facility occupants. We will strive to continually improve our service processes and satisfaction levels.

The department has five major functions:

- maintenance of facilities
- work control
- custodial services
- safety and environmental services
- energy management

Exhibit 10-2 presents the organizational chart for the department. The department has a staff of 170 and is responsible for maintaining the district's 51 elementary schools, 14 middle schools, 10 senior high schools, two junior/senior high schools (grades 7-12), one special school, two alternative schools, and all district facilities. The department is overseen by the Director of Plant Operations and Maintenance and divides the district into five zones. Each zone, representing a geographic area of the district, contains approximately 20 schools, and is overseen by a supervisor.

Maintenance of Facilities

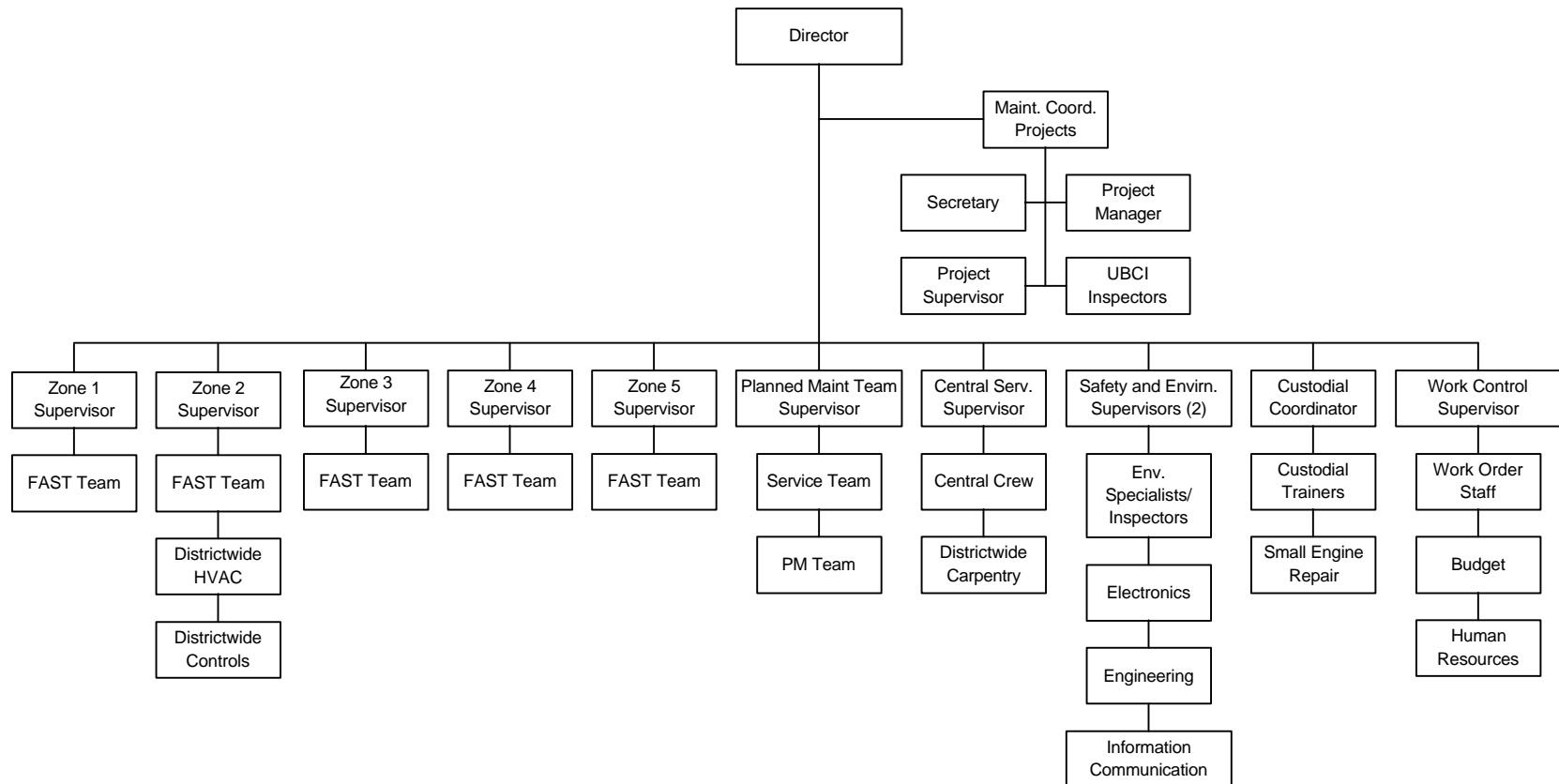
In 1995, the department reorganized its maintenance crews to improve its service delivery. The department divided the district into five geographic zones and assigned a crew of maintenance mechanics to each zone. The crew is called a FAST Team, short for Facility Assessment Site Team, and is made up of approximately 15 to 17 mechanics. The team has staff from each trade, such as electrical, carpentry, plumbing, and mechanical. The FAST Team visits each school in its zone on a scheduled basis, (approximately one to two visits every two months) and responds to previously submitted work order requests. The team also responds to any additional maintenance needs assessed during the visit.

School administrators are informed of the scheduled FAST Team visit at least one month in advance. This allows the school administrator time to seek input and work requests from school staff, prepare any needed work orders, and submit them to the Maintenance Department prior to the FAST Team visit. At the same time, the FAST Team supervisor reviews work orders before arriving on-site and pulls together any materials and equipment the crew will need to address the work orders. The team spends one to two days at each school depending on the size of the school and the amount of work to accomplish.

Each FAST Team is responsible for 15 to 21 schools and district facilities. In addition to regularly scheduled visits, emergency or urgent requests are handled by the team mechanics as they arise. Some teams have crews that have districtwide responsibilities in addition to their school-specific responsibilities. These teams include roofing crews and field maintenance crews.

Exhibit 10-2

Organizational Chart for the Plant Operations and Maintenance Department, 1998-99



Source: Brevard County School District.

In addition to the FAST Teams, the department has a planned maintenance crew and a central services crew. The planned maintenance crew provides preventive maintenance services to all district facilities after school is out or during hours of minimal occupancy. The central service crew is largely responsible for HVAC equipment, HVAC computer controls, athletic fields, light equipment, carpentry, locksmith, kitchen equipment, and pool maintenance. Each team/crew supervisor has responsibilities in addition to supervising staff, such as conducting ADA assessments, checking playground equipment safety, and coordinating with the parks.

Major repair and renovation projects and capital projects are overseen by a team composed of the maintenance coordinator, project managers, and inspectors. This team assesses the scope of a project, prepares cost estimates for budgeting, drawings, specifications and requests for bids, oversees the bidding and construction process, and ensures compliance with contract documents. The district has many small- to medium-sized projects annually, typically ranging from \$1,000 to \$500,000. To avoid a cumbersome bidding process for each project, the department uses an annual bidding process where it selects three pre-qualified contractors to complete a variety of construction projects. Any project over \$5,000 in value is bid out among the three selected contractors.

Work Control

The Work Control unit performs the following functions:

- work order control
- budget accounting
- human resources
- payroll

Work order control consists of receiving work order requests from schools and district facilities, establishing work order priority, issuing work orders to the appropriate crew, tracking the progress of the work order, and completing all accounting for the work order. The work control unit has three staff and uses a sophisticated work order tracking software system called The Maintenance Authority (TMA). TMA allows the group to track work orders and produce a variety of weekly and monthly reports to assist in the management of the workload.

In addition to work order control, the group tracks the plant operations and maintenance budget and prepares reports for the Director of Plant Operations and Maintenance. The unit also prepares the payroll for the Maintenance Department and handles all human resource responsibilities for the department. Human resource responsibilities include preparing and reviewing job descriptions, preparing job announcements, initial screening of applicants, maintaining personnel records, and maintaining training records.

Custodial Services

The district has adopted a site-based management philosophy, whereby the responsibility for a school facility is with the school site administrator, and consequently the direct responsibility for custodians is with the school site administrator. Custodial Services offers support to the school site administrators by:

- establishing custodial standards;
- developing custodial procedures;
- providing custodial training;

Facilities Maintenance

- conducting site inspections;
- selecting equipment and cleaning materials; and
- overseeing contracted custodial services.

The district has contracted out custodial services for 11 schools to American Building Maintenance (ABM). The original contract, issued in 1995 for eight schools, realized a savings of \$789,503 or 47 percent of previous custodial costs. The district projected annual savings of at least \$2.9 million if all school custodial services were contracted out. In January 1998, the board authorized district staff to explore the possibility of contracting out the custodial services for all schools. In October 1998, the board rejected a proposal to provide custodial and grounds maintenance, largely due to skepticism regarding the quality of existing privatized services and strong pressure from parents and existing custodial staff. A quality control committee is currently conducting inspections of the schools that continue under the ABM contract to assess the level of service. The district is also conducting a yearlong comparison during the 1998-99 school year between schools using ABM and those without. The results of the evaluation will determine whether the district privatizes all custodial services. There is no further action planned at this time regarding privatized custodial services for the district.

Safety and Environmental

This unit of eight staff members is responsible for providing safety and environmental programs for all district facilities. Responsibilities include:

- providing safety and environmental training for all maintenance staff;
- conducting safety and environmental inspections;
- reviewing all capital projects for safety and environmental issues;
- correcting all safety inspection deficiencies;
- responding to and evaluating all indoor air quality programs;
- managing the Integrated Pest Control Program;
- managing the districtwide Asbestos in Buildings Program;
- managing the Hazardous Materials & Underground Storage Tank Program; and
- managing the district-owned wastewater treatment plants.

The unit has developed a structured training program to ensure all maintenance employees receive the appropriate safety and environmental training. Each maintenance employee's training record is tracked. Supervisors can schedule training sessions for their staff by logging into the district's intranet, where course and training schedule data are posted.

The unit contracts for some inspections and services when it does not have the expertise or the required number of staff, or it is more cost effective. Contracted services include asbestos monitoring, asbestos removal, underground tank removal, pest control, and fire extinguisher maintenance. In 2001, the state requirements for Fire Safety Inspectors increase dramatically. The unit is currently investigating methods for the district to meet these new requirements in a cost-effective manner.

Energy Management

The district's energy management program is administered by the staff engineer. The major thrust of the program is a performance contracting effort, which is currently in Phase II. Phase I, completed in 1998-99, included 10 schools, receiving lighting retrofits, new LED exit signs, chiller replacements, and trash compactors. When compared to the district's average energy cost of \$0.91 per square foot per year, the Phase I schools have seen an average reduction in energy costs of \$0.10 per square foot per year. The district has been recognized by the Federal Energy Star Program for its accomplishments in Phase I.

Phase II of the Energy Management Program will include more schools and expanding the program. Forty-six (46) schools will receive lighting retrofits, 48 schools will enact water conservation measures, 55 schools will receive trash compactors, and 55 schools will receive air conditioning system renovations, new chillers, and thermal storage units. This program is required, by contract, to have a payback period of 10 years, whereby the cost of the improvements will equal the savings produced in 10 years.

In addition to the performance contracting program, the district has installed computer controls for the HVAC systems in 51 of its 80 schools. The systems are monitored centrally by an energy control manager, who identifies and corrects any inefficiently or inappropriately operating systems. Field problems, which cannot be handled by the central computer system, are handled by two technicians. Central accounting staff monitors the energy bills and reports irregularities to the program manager.

The Office of Plant Operations and Maintenance has achieved some notable accomplishments and achievements in the last three years. These accomplishments and achievements are illustrated in Exhibit 10-3.

Exhibit 10-3

The District Has Had a Number of Notable Accomplishments in Facilities Maintenance in the Last Three Years

-
- The department has created FAST Teams to increase department efficiency, which has resulted in a work order backlog reduction of over 50 percent due to improved planning and scheduling. This backlog reduction has occurred despite a 40 percent increase of preventive maintenance work.
 - The department has implemented a proactive approach to maintenance management. Today, over 50 percent of all work accomplished is a result of self-generated inspections and PM programs.
 - Work order response times have improved from a 90-day cycle to a less than 30-day cycle.
 - The Energy Management Program will result in guaranteed utility cost savings in excess of \$20 million over 10 years.
 - The district has been recognized as an EPA Energy Star Partner as a result of the Energy Management Program.
 - The department has high customer satisfaction ratings – over 93 percent of principals indicated they were satisfied with maintenance services.
 - The department has created a planned (preventive) maintenance team that uses predictive maintenance techniques to minimize maintenance problems.
 - The department has implemented an annual assessment of each school to determine maintenance needs and develop a long-range plan.
 - The department has implemented the FMT (facilities maintenance technician) program, which places a mechanic at a school site to increase efficiency.
-

Source: Brevard County School District.

Are the Best Practices for Maintenance and Operations Services Being Observed?

Goal: The district uses cost-effective methods of providing maintenance and operations services.

1 The district periodically evaluates maintenance and operations activities to determine the most cost-effective means of providing needed services, including consideration of management, outside contracts or privatization, and joining associations of other government agencies.

The district evaluates its services for cost effectiveness, and compares the cost of performing maintenance services in-house with private contractors. The district is clearly identifying cost-effective measures for each support activity. The district evaluates ways it can provide maintenance services and reduce costs. The district considers outsourcing and the privatization of services in an effort to minimize costs and evaluates bids established by other government agencies to see if utilizing these bids will save funds.

The District Has Established Cost Effectiveness Measures

The district has identified the costs of maintenance and operations in several performance measures. They have then compared these performance measures against various state, national, and international averages and standards in order to assess their performance financially. While the district refers to these comparison measures as "benchmarks,"¹ they are really comparison measures since the district has not established performance targets. Exhibit 10-4 presents these benchmarks.

¹ The district's usage of the term 'benchmark' differs from OPPAGA's usage, as defined in Chapter 4.0 of this report (page 4-29).

Exhibit 10-4

Maintenance and Operations Has Established Performance Measures and Compares Them to Benchmarks 1998-99

Performance Measure	Brevard	District's Benchmarks	Comments
Maintenance Cost/SF	\$0.88	<ul style="list-style-type: none"> Whitestone Bldg. Maintenance and Repair -- \$1.49 The DOE Florida Average -- \$1.33 International Facilities Management Association (IFMA) - - \$2.09 	Includes PECO charge back.
Maintenance Cost/Student FTE	\$132.00	<ul style="list-style-type: none"> The DOE Florida Average -- \$181.75 	
Maintenance Cost as % of Replacement Cost	0.8%	<ul style="list-style-type: none"> Building Research Board of National Research Council -- 2-4% 	<ol style="list-style-type: none"> Assumes \$85/SF replacement cost of 9.7 million SF. Uses 98/99 budget for Facilities and Maintenance.
Overall Customer Satisfaction	96%	<ul style="list-style-type: none"> KPMG Orange County Audit -- 71% American Society of Testing and Measurement (ASTM)/IFMA -- 66% 	1998 customer satisfaction survey report is source -- 0 percent of customers were dissatisfied. [n=713]
Maintenance and Operations Cost/SF	\$3.51	<ul style="list-style-type: none"> The DOE Florida Average -- \$4.32 The IFMA Southeast -- \$5.52 American School & University (AS&U) Region 4 -- \$2.89 	Region 4 is the southeast region of the United States.
Custodial Cost/SF	\$1.53	<ul style="list-style-type: none"> Cleaning and Maintenance Institution (CMI) (K-12) -- \$1.98 American Building Maintenance -- \$1.18 	
Building Space/Custodian FTE	18,410 SF	<ul style="list-style-type: none"> CMI -- 25,000 SF AS&U Region 4 -- 24,678 SF 	Assumed 440 FTEs and subtracted 1.6 million SF of contracted space.

Source: Brevard County School District.

The District Evaluates Cost Savings of Contractors

The district currently has 11 schools with contracted custodial services. The cost effectiveness of this service has been evaluated several times by comparing the costs of the contractual services with the cost of providing them in-house. The source of the in-house costs used as a basis for comparison came from the "Analysis of Custodial Labor and Non-Labor" report prepared by the district's Office of Budget. The comparison shows a saving of \$2 million since the inception of privatized custodial services. The district continues to monitor the cost effectiveness of this arrangement by comparing costs of outsourced custodial services at the 11 schools with a comparable set of 11 district schools with in-house custodial services.

The district has also issued a performance contract for energy management. The contractor reported first year savings of \$127,260, which was more than the \$86,154 guaranteed savings. This program will be expanded in the second year of the program.

The District Evaluates Effectiveness of Contractors

The district issues an *Outsourcing Assessment Report* on a bi-monthly basis. The February 1998 report included the results of a survey of the 11 schools that currently have outsourced custodial services. The principals were asked to rate the custodial service on 19 performance measures. The performance measures generally included the level of cleanliness and whether proper procedures were being followed. The overall average score was 3.04 out of a possible 4.00, which indicated the custodial service provided by the vendor was performing per the requirements of the contract. This was an improvement over the survey conducted the previous year, which revealed some dissatisfaction with the services in the level of cleanliness. The district required changes in the performance on the part of the contractors and custodial services have improved to a point where most of the customers rate the service as good or better than the previous in-house service.

The Facilities Office of Plant Operations and Maintenance also has standard evaluation forms that asks school administrators to rate the work of private firms under contract with the district for various projects. The administrator certifies that the work has been completed in full by signing the forms. In addition, the administrator is asked to rate the overall project process by answering the following questions:

1. Were you informed in advance as to plans for this project?
2. Was there adequate communication as to project progress during construction?
3. Were problems resolved in a timely manner?
4. Were you given an opportunity to review the completed project prior to acceptance?

The district has also evaluated materials bought through the competitive bid process and does not always accept the lowest bid if the materials are not acceptable. This was the case for painting equipment where the low bid was rejected because the materials were inferior as determined by previous district experience.

The District Evaluates Existing Services

The Plant Operations and Maintenance Department has evaluated expanding the privatized custodial services from the current 11 schools to the whole district. The grounds maintenance function was also included in this evaluation. Proposals were received from three contractors and a proposal was submitted to the board. The proposal called for the gradual implementation of privatized services, using attrition to replace district employees with contracted employees so no district employees would lose their jobs. Privatization was one of the district's *Strategic Plan* objectives under the facilities priority area for the year. The board did not vote on the proposals, for fear that privatized services would not be of the same quality as in-house services, and decided to only approve the current contract for 15 schools.

The department conducts an annual survey of principals, to assess its performance and identify possible areas of improvement. In 1997, the department distributed 735 surveys and had 669 returned, for a response rate of 91 percent. Of the survey respondents, 93 percent rated Maintenance Department operations and services as *good* or better, with 61 percent of the responses being *excellent* or *outstanding*.

In addition, the department asks customers to complete an evaluation form at the conclusion of each Planned Maintenance Teams visit. The evaluation form rates the crew on:

1. quality of work
2. time used productively
3. personnel courtesy
4. job site cleaned up
5. custodial support
6. overall rating

The form also allows the evaluator to make any additional comments.

The preventive maintenance program is also evaluated on a regular basis. The department's maintenance engineer prepares a monthly quality control report on the HVAC preventive maintenance program. The report includes the following items:

- Database corrections – these are corrections to the HVAC database that catalogs the equipment types and sizes;
- Program scope – outlines the current scope of the preventive maintenance program;
- Task completion – identifies the amount of work assigned and completed;
- Task quality – assesses how well the tasks were completed;
- Task list report – addresses improvements in the work procedures recommended by mechanics, supervisors, and the engineer; and
- ID tag report – addresses the progress of tagging all the equipment.

The maintenance engineer has issued RFPs to establish approximate prices for the maintenance of HVAC equipment. The results were evaluated to determine if it was less expensive for the district to outsource the work or keep it in-house. It was determined that it was less expensive to perform recurring services with in-house staff and to perform specialized services with private contractors.

The District Consolidates Efforts with Other Agencies

The district has formed partnerships with a variety of government agencies to achieve cost savings.

- The Maintenance Department has discussed with Brevard County, the City of Titusville, the City of Cocoa, and the City of Melbourne the potential for joint inspection of back-flow prevention valves.
- The district has an agreement with Brevard County for joint use of the district's swimming pools and for sharing the costs of pool maintenance and capital improvements. These costs are divided equally between the district and the county.

Are the Best Practices for Performing Maintenance and Operations Functions Being Observed?

Goal: The district ensures that maintenance and operations functions are performed in accordance with legal responsibilities.

1 The board provides procedural guidance in areas such as replacement and selection of equipment, purchasing of supplies and materials, level of maintenance expectations, and maintenance and operations budget criteria.

The board provides procedural guidance for the majority of maintenance operations. The Maintenance Department does not have a board-approved mission statement but does have board-approved procedures.

The Board Has Not Formally Approved the Mission Statement

The Maintenance Department has a written mission statement that the board has reviewed, but not formally approved. The mission statement identifies all facility occupants as the priority customer. The statement was developed with the help of the Maintenance Improvement Team, which only included supervisory staff. The Employee Involvement Team will review the mission statement this year [1999] in order to provide their input.

The mission statement is posted throughout the maintenance facility and printed on the front of every issue of the department's monthly newsletter. Employees are aware of the mission statement and know that it is published in the monthly newsletter. The mission statement is;

To provide a safe, secure, well-maintained, healthful environment to all facility occupants. We will strive to continually improve our service processes and satisfaction levels.

The mission statement should be approved by the board to ensure it is consistent with district's mission statement and board policy.

The District Has Board-Approved Maintenance Procedures

The district has board-approved written procedures that provide for the replacement and selection of equipment; purchasing of supplies and materials; level of maintenance expectations and maintenance standards; maintenance and operations budget criteria; management of facilities; facilities standards; personnel staffing policies; and use of facilities and equipment. The policies are briefly described below.

Replacement and Selection of Equipment – These procedures describe the appropriate approvals necessary for replacing equipment.

Purchasing of Supplies and Materials – These procedures outline the steps that must be followed to purchase supplies and materials.

Level of Maintenance Expectations and Maintenance Standards – *The Organizational Standards and Procedures for Operations and Maintenance* details the expectations and standards for each supervisor and each trade in the following areas:

- FAST Teams
- Planned Maintenance
- Work Control
- Central Services
- Safety and Environmental
- Capital Projects
- Engineering Support
- Information and Communication

Maintenance and Operations Budget Criteria – All supervisors and technical staff are required to submit budget request forms during the budget preparation process. The forms identify the following budget areas:

- personnel
- contract services
- training
- equipment less than \$750
- equipment greater than \$750
- equipment greater than \$3,000
- miscellaneous
- computer hardware greater than \$750

The forms require a description of the request, the dollar amount, the justification, and the impact on the district if not approved.

Management of Facilities – places day-to-day facility management responsibilities with the school administrator under the site-based management policy.

Facility Standards – are established for several areas; custodial standards, health and safety standards, fire inspection standards and indoor air quality standards.

Personnel Staffing Policies – the board has a personnel staffing plan that includes a staffing formula for custodial staffing levels but not for maintenance workers. Divisional staffing, which includes the maintenance workers, is covered by the following statement:

The level of staffing for divisions is controlled through the budgeting process and is based upon the level of desired services. Allocations may be periodically adjusted by the Superintendent, based upon need and financial resources.

Use of Facilities and Equipment – The board policy on the use of facilities and equipment by district employees describes the reasons district property cannot be used. These reasons include:

- for commercial or personal gain;
- for programs involving any form of gambling or any illegal activity;
- for private teaching;
- for activities in violation of any Board regulation; and
- by any organization that believes in or teaches the overthrow of the government.

The Maintenance Department has developed plans and procedures to ensure it is complying with district policies. These plans and procedures cover maintenance procedures and organization, pest management, hazardous waste, pollution control, and personnel.

Operating Procedures Are Up-to-Date and Available to Personnel

The *Employee Handbook* for the Office of Plant Operations and Maintenance contains procedures for maintenance employees. The *Handbook* includes:

- Mission Statement
- Organizational Structure
- Operations
- Administrative Procedures
- Advantages and Benefits
- FAST Team Organization
- Planned Maintenance
- Work Control
- Central Services
- Safety and Environmental
- Capital Projects
- Custodial Services
- Engineering Support
- Information and Communication
- Acknowledgement Signature Sheet
- Reorganization Chart

The *Handbook* was last revised and published in August 1998. All employees are given a copy of this manual and a copy of *The Organizational Standards and Procedures for Operations and Maintenance*, last updated in August 1999. Procedures developed in between revisions of these handbooks are placed in an interim procedures file. These procedures are reviewed when the publications are revised, as needed. All employees receive training in these procedures and in job safety.

Recommendation

- *The Director of Maintenance should submit the mission statement to the Superintendent and the School Board for review and formal approval.*

Are the Best Practices for Operations and Maintenance Personnel Being Observed?

Goal: The district accomplishes maintenance program goals and objectives through the use of qualified maintenance and operations personnel or contracting for services.

1 The Office of Plant Operations and Maintenance has adequate staff to meet its program goals and objectives.

Though the Maintenance Department has adequate staff to meet its goals, it does not have a staffing formula. Custodial staff however, have a staffing formula that is appropriate and at a *best practice* level. The Maintenance Department is following appropriate procedures in recruiting and screening new staff.

The District Has a Staffing Formula for Custodians, but Not Maintenance

There is a staffing formula for operations, or the custodial function. As shown in Exhibit 10-5, the formula considers five factors -- number of teachers, number of students, numbers of rooms, total area of the building, and the number of acres. The formula weights each factor by establishing a ratio for the factor. The district allocates custodians to schools based on this formula. It considers all factors affecting needed custodial staffing. The staffing level that the formula produces is equivalent to best practice levels of one custodian per 19,000 square feet.

Exhibit 10-5

The District Has a Custodial Staffing Formula

1.	Teacher Factor	<u>number of teachers</u> 8	= _____
2.	Student Factor	<u>number of students</u> 225	= _____
3.	Room Factor	<u>number of rooms</u> 11	= _____
4.	Area Factor	<u>total area of building</u> 15,000	= _____
5.	Site Factor	<u>number of acres</u> 2	= _____
		TOTAL	= _____
			× (.85 or .90) ² ÷ 5
		TOTAL	= _____

Source: Brevard County School District.

There is no staffing formula for maintenance personnel. The district staffing policy for support divisions is:

The level of staffing for divisions is controlled through the budgeting process and is based upon the level of desired services. Allocations may be periodically adjusted by the superintendent, based upon need and financial resources.

Over the last seven years, from 1989 to 1997, the total square footage of facilities in the district has increased, while the number of maintenance staff has decreased. In that period, square footage rose 30 percent from 7.6 million to 9.7 million. At the same time, the number of maintenance staff decreased by one percent. The department adjusted to this by creating "FAST Teams" that visit each school on a regular schedule to perform non-emergency work orders and preventive maintenance tasks. Team members also respond to emergency and high priority work orders as needed. Through this innovation, from 1989 to 1997, the department has been able to decrease the backlog of work orders by 40 percent. The department has also been given high marks for customer satisfaction, as documented in customer surveys.

Position Vacancy Notices Are Adequate

The Maintenance Services section in the Maintenance Department prepares job vacancy notices and distributes them to be posted throughout the district and on the internet web page. The notices adequately describe the particulars of the position by detailing the following:

- qualifications
- knowledge, skills, and abilities
- to whom the position reports
- the goals of the position

² In schools with more than 400 students, the district multiplies by .85; in schools with less than 400 the district multiplies by .90.

- any supervisory responsibilities of the position
- performance responsibilities
- physical requirements
- terms of employment

Federal Guidelines for Hiring Procedures Are Followed

Although the Maintenance Department screens candidates to determine whether they meet the position qualifications, the employee selection process is overseen by the Human Resources Services Department. The Human Resources Department ensures that all selection processes meet with state and federal guidelines related to equal employment opportunities by reviewing all appointment forms and hiring documentation. This process is further detailed in Chapter 11.0 of this report. (See page 11-8)

Applicant Qualifications Are Evaluated

All applications are first screened by the appropriate supervisor to determine if the individual is qualified for the position based on the candidates' employment application, resume, and letters of verification. Qualified applicants are then invited for testing. Trade supervisors are responsible for preparing standardized tests and proctoring the testing session. All applicants who pass the test are scheduled for an interview. The supervisor conducts the interviews and fills out an interview evaluation sheet for each interviewee. Applicants with the best evaluation and testing scores are offered positions by the Director of Maintenance.

Procedure Does Not Specifically Require Reference Checks

The procedures in the maintenance employee handbook stipulate that the supervisor will determine if the applicant is qualified by reviewing the materials submitted by the applicant. The procedure does not specifically say that references have to be contacted. Not reviewing references could result in the hiring of an unsatisfactory employee. Procedure should require that a specific number (two or three) of references should be contacted. An explicit procedure will help ensure that this important step is not omitted or overlooked.

Qualified Applicants Are Recruited

The district attracts qualified applicants by posting job vacancy notices around the district and on the web page, advertising in the newspaper, and contacting employment agencies. These procedures are sufficient based on district size, location, and needs.

Recommendation

- *The Maintenance Department should revise the procedures in its employee handbook to specifically require reference checks for job applicants.*

2 The Office of Plant Operations and Maintenance has written job descriptions for each position.

The Maintenance Services section has current job descriptions for each position. The Maintenance Department has job description for all positions that are reviewed by the supervisory staff periodically. These job descriptions are kept in the central maintenance office and are available to the staff.

The Maintenance Department Has Job Descriptions

Job descriptions have been developed for all positions and include the following elements:

- basic data including title, pay grade and revision date of description
- job goal
- qualifications
- knowledge, skills, and abilities
- performance responsibilities
- physical demands
- work environment
- terms of employment
- evaluation
- machines, tools, equipment
- physical requirements
- physical activity
- working conditions

These job descriptions properly reflect the needs of the department and are reviewed and updated on a regular basis by the Maintenance Department and human resources. Though not reviewed on a formal schedule, the job descriptions were last reviewed in April 1998. The Human Resources section of the Maintenance Department is currently reviewing and updating them again.

Supervisory staff is given the opportunity to provide input in the development and revision of job descriptions. Job descriptions are kept in a binder in the front office of the Maintenance Department and are available for staff to review.

3 The district clearly communicates performance standards to maintenance and operations staff.

The Maintenance Department has established work standards and some performance standards and clearly communicates these to staff. Employees are regularly evaluated and are given the opportunity to review their evaluation. Additionally, staff members are provided opportunities for training in their skill area.

There Are Work Standards

Work standards are established for each trade in the *Organizational Standards and Procedures for Operations and Maintenance* manual. The manual establishes standards for all maintenance functions including administrative, engineering, work control, safety and environmental, custodial, and all the maintenance trades.

Work standards have also been established for the HVAC preventive maintenance program. The maintenance engineer prepares monthly progress reports for the director based on these standards.

Performance Standards for Planned or Preventive Maintenance Tasks Have Been Developed

The district has performance standards for commonly repeated tasks based on measures developed by R.S. Means, the national cost estimating publication, and is in the process of adapting these to the district's circumstances. These measures are generally for planned or preventive maintenance tasks and are used to determine the amount of time a FAST Team will need to spend at each school. The department will expand the performance standards to include repair tasks once this first set of performance standards is fully implemented.

Employees Can Review Performance Appraisals

The department uses standard district forms to evaluate employees on an annual basis. These forms provide an appropriate format for conducting employee evaluations. These forms all have a space for the employee to sign acknowledging they have reviewed the evaluation and allow the employee to write in any additional comments.

Performance Training Is Provided

The district provides training opportunities in four major areas: trades enhancement, cross-trades, customer service and interpersonal, and safety training. Employees with potential exposure to certain circumstances are provided training in confined space entry, lock out/tag out, and hazardous materials response. Some training is required; some is optional. Environmental health and safety training is required. As part of this environmental health and safety training, all employees in the department attend Hazard Communication training. Other health and safety course requirements vary depending on job requirements. The Maintenance Department also requires that all its employees complete annual interpersonal skill training each year.

4 The district provides appropriate supervision of maintenance and operations staff.

The district provides adequate supervision but supervisor/employee ratios have not been established. The levels of authority and areas of responsibility however, are clearly indicated for the maintenance function. The district has a work order tracking system that is an effective management tool.

Board Procedures Are Followed in Staff Evaluations

Evaluations are performed using board-approved evaluation forms. The Human Resources Department maintains records of all evaluations. The evaluations address the following categories:

- Quality of Work
- Cooperation
- Tardiness
- Absence
- Overall Evaluation

For each of these areas, the supervisor must rate the employee in one of three categories -- below expectations, meeting expectations, or exceeding expectations. The form provides space for the supervisor to add comments for each area. These forms provide an appropriate format for evaluating the maintenance employees.

No Supervisor/Employee Ratios Established

There are no established supervisor/employee ratios in the district. Without established ratios, supervisors may be required to supervise more employees than they can effectively monitor. Based on MGT analysis, ratios in the industry typically range between 25:1 and 15:1, employees to supervisor. The actual ratio found in Brevard County School District fall within this range. Moreover, Maintenance Department staff is satisfied that this ratio is appropriate and functional.

Levels of Authority Are Clear

Levels of authority are clearly indicated by the organizational chart. Areas of responsibility are identified in the job descriptions and the *Organizational Standards and Procedures for Operations and Maintenance*. This manual identifies the specific responsibilities of each staff position and every employee receives a copy.

The Work Order Tracking System Is an Effective Management Tool

The district uses a work tracking software system called "The Maintenance Authority" or TMA. Weekly and monthly reports are prepared by the work load management section to increase the management capability. Reports include:

- backlog by type of work order
- backlog by repair center
- work order activity by repair center
- work order activity by type
- work activity by type and zone

The district has managed to reduce its backlog of work order by 40 percent from 1989 to 1997, in part due to the management capabilities of its work order tracking system, and to its reorganization into FAST Teams.

The system is capable of producing many more reports, as required by staff. These might include work order history of a school, hours worked by a trade, parts usage analysis, and many more.

Recommendation

- *The district should establish written supervisor/employee ratios for the maintenance staff to ensure appropriate oversight of employees and work quality.*

5 The district provides a staff development program that includes appropriate training for maintenance and operations staff to enhance job satisfaction, efficiency, and safety.

The district provides an appropriate staff development program. The district provides training in four major areas but there are no written training goals. The director of maintenance works with the Human Resources Department to ensure that training meets both technical and interpersonal needs. The staff development program utilizes professional trainers and solicits feedback from the staff. The district does not have an apprenticeship program.

There Is an Active Training Program

The district provides training opportunities in four major areas: trades enhancement, cross-trades, customer service and interpersonal, and safety training. Training in the first three areas is provided through professional and vendor-sponsored seminars, mentoring, and the Facilities Maintenance Technician Training Program. Training in the area of safety is provided by the health and safety staff. Training courses are provided for all types of staff -- engineering, environmental, maintenance, office support, and supervisors.

All employees receive annual safety training on hazardous communication (Right-to-Know) and bloodborne pathogens. Employees with potential exposure to certain circumstance are provided training in confined space entry, lock out/tag out, and hazardous materials response.

There Are No Written Training Goals

There are no written training goals for the maintenance and operations staff. Written training goals are important in establishing the purpose for the training program. Without goals, the training received by the staff may not serve the district's needs. Training goals should identify how the training will benefit the district's operation and effectiveness and be communicated to staff and administrators.

Maintenance Director Works with Human Resources

The Maintenance Director requests that the Human Resources Department provide training in areas difficult for the Maintenance Department to acquire due to budget constraints. For example, the director requested assistance in establishing training in interpersonal skills. This training was provided to all the maintenance staff.

Training Meets both Technical and Interpersonal Needs

The training program provides training in technical areas as well as interpersonal skills. Voluntary technical training sessions are offered in all trade areas. Some technical courses offered this year include:

- Variable Air Volume Class
- Fire Alarm Course
- Fire Safety Inspector Course
- Lawn and Ornamental Pest control
- Trane AC Clinic
- Roofing Class
- Centrifugal Pumps
- Electrical Code

Some of interpersonal/management courses offered this year include:

- Project Management Seminar
- Basic Supervisor Seminar
- How to Build a Better Team
- How to be a Better Trainer
- Orlando Women's Conference

Appropriate Trainers Are Used

The department uses qualified instructors to conduct the training programs. These instructors include staff from the Human Resources Department, outside vendors, and professional trainers. The Maintenance Department handles the contracting of trainers. Trainers for courses taken this year have come from a variety of appropriate trade and instructional areas, including:

- Johnson Controls
- SRS Systems
- University of Tulsa
- National Fire Protection Association
- Fred Pryor Seminars
- Fire College Trust Fund
- Clemson University

Staff Feedback is Obtained on Training

The Facility Maintenance Technician (FMT)/cross trades program and the safety-training program have standard evaluation forms and procedures. The FMT/cross-trades evaluation asks the following types of questions:

- What aspect of the program did you like best and why?
- What specific topic was the most and least informative?
- What needs to be done or changed to make a better program?

This feedback is used to improve the effectiveness of the training programs. This process is a good way to ensure that training programs meet staff needs.

An Apprenticeship Program Is Not Offered

The district does not have an apprenticeship program. The Maintenance Department is pursuing establishment of an apprenticeship program through the Brevard Community College training program. This program will be used to establish an HVAC apprenticeship position.

Recommendation

- *The department should establish written training goals for each of the four areas for which training is offered to ensure that the training meets district and staff needs.*

Are the Best Practices for Maintenance and Operations Budgets Being Observed?

Goal: The district has an annual budget for facilities maintenance and operations to support annual ongoing maintenance and deferred maintenance requirements to control and track maintenance and operations costs.

1 The administration has not developed budgetary guidelines to provide for funding in each category of facilities maintenance and operations.

While the district does have a long-term plan, there are no written budget guidelines used in establishing appropriate funding levels for recurring or routine maintenance, major maintenance, preventive maintenance, staffing levels, and training. Instead, the operating budget is based on previous funding levels, which are far below industry standards. The budget addresses short-term and long-term goals and provides funds for preventive maintenance and recurring maintenance tasks.

The Budget Addresses Short- and Long-Term Goals

The Maintenance Department Budget addresses both short- and long-term goals. Short-term goals are addressed through the “Recurring Maintenance Program” and are paid for through the operating budget. Routine maintenance, preventive maintenance, predictive maintenance, and emergency maintenance services and strategies are integrated into the Recurring Maintenance Program. Recurring maintenance is the department’s “core mission” and is defined as “Routine, short-term tasks executed on an as-needed basis or preventive basis to maintain/extend the useful life of the facility asset.”

Long-term goals are addressed through the “Major Maintenance and Repair/Capital Renewal Program” and are paid for through the capital budget. The district maintains a five-year work plan of needed capital

improvements with cost estimates, which includes these major maintenance activities. The Executive Summary of the plan provides a breakdown of the current year budget by programs such as “Deferred Maintenance,” “Maintenance Projects,” “Portable Leases/Repairs/Moves,” and “New Construction.” This plan is negotiated with the board on a continuing basis and the current year capital budget is derived from this document.

The Budget Provides for Preventive Maintenance

The district funds annual ongoing maintenance programs, or preventive maintenance, through the operating maintenance budget. This budget is for routine, preventive, predictive, and emergency maintenance services. The operating budget is not divided between “ongoing maintenance” and “recurring maintenance” tasks. To the contrary, with their FAST Team approach, both ongoing and recurring maintenance issues are addressed together to the degree possible. Through implementation of the zone approach and the use of FAST Teams, the department has been able to actually increase service levels, the number of closed work orders, and customer satisfaction. The department’s annual customer satisfaction survey shows a strong increase in customer satisfaction with 93 percent of survey responses rating service as “good” or better.

According to all industry standard benchmarks, such as those included in Exhibit 10-4 (page 10-10), the overall preventive maintenance budget is inadequate. The gross square footage of the district increased by 25 percent over the last five-year period. The portion of the budget funded by regular operating funds is approximately one percent lower in 1998-99 than 1997-98 and the FTE staff has been reduced from 176 to 170.

Recurring Maintenance Tasks Are Not Adequately Funded

The department’s operating budget is for recurring maintenance activities. As with ongoing maintenance, department surveys and the relatively small number of work order backlogs indicate that the department is well managed. However, the industry standard benchmarks provided in Exhibit 10-4 (page 10-10) indicates that recurring maintenance is not adequately funded.

The district budgeted approximately \$35 million for maintenance, operations, and utilities in 1997-98. Exhibit 10-6 compares this expenditure to national averages as reported in an annual survey by the American School and University magazine. As the exhibit shows, the district’s expenditures per student and per square foot are greater than the National Region 4 median. The district’s expenditures per student are also greater than the national median, but the district’s expenditures per square foot are just slightly lower.

The average cost for maintenance and operations for all districts in the State of Florida, as reported by the Florida Department of Education, was \$4.36 per gross square foot for 1997-98. Brevard County spent \$3.63 per gross square foot, which is \$0.70 lower than the state’s average. Exhibit 10-7 (page 10-27) list the amounts spent by each of Brevard’s peer districts and the average for the state. These data indicate that the district is funding maintenance and operations at a level below its peers and the state average.

Exhibit 10-6

The District’s Maintenance and Operations Expenditures Are Close to the National Median, 1997-98

District	Dollars Per Student	Dollars Per Square Foot
National Median	\$523.30	\$3.64
Region 4 Median	376.62	2.89
Brevard County School District	529.56	3.63

Note: Region 4 includes Alabama, Florida, Georgia, Kentucky, Mississippi, North Carolina, South Carolina, and Tennessee.
 Source: American School and University Magazine.

The District Funds Deferred Maintenance Projects at a Low Level

The department performs an annual assessment of maintenance needs, which is incorporated into a five-year capital improvement plan that is presented to the board. The 1998-99 approved budget for deferred maintenance is \$4.7 million, while the needs identified through 2002-2003 were estimated at \$68.2 million. Thus, 6.9 percent of the next three year’s needs are being addressed in 1998-99. Other categories in the five-year plan along with the percent of five-year needs being addressed in 1998-99 include:

- Maintenance Projects – 21.1 percent;
- Portable Leases/Repairs/Moves – 43.7 percent;
- Roof Replacement – zero percent;
- Safety to Life Projects – 24.9 percent;
- Health and Safety Projects – 13.9 percent;
- HVAC System Upgrades/Replacements – 1.5 percent; and
- New Construction (further subdivided) – N/A.

The Budget Is Below Industry Standards

The Brevard County School District compares maintenance costs per square foot and maintenance costs per student FTE against the DOE Florida Average and several industry standards. Exhibit 10-4 (page 10-10) illustrates these ratings. District expenditures are far below the Florida average, with the State average being \$1.33 and the district’s \$0.88. The Florida average cost for student FTE is \$181.75, while the district’s is \$132.00. The exhibit also illustrates that Brevard is spending below comparisons with:

- Whitestone Building Maintenance and Repair Cost Reference -- \$1.49 per square foot; and
- International Facilities Management Association -- \$2.09 per square foot.

The 1997-98 annual Maintenance and Operations cost information (the latest data available), published by the Florida Department of Education, indicates that the Brevard County School District spent below the state average and below peer district averages. The state average was \$4.36 per G.S.F. and \$601.39 per FTE. In contrast, the district spent \$3.63 per G.S.F. and \$529.56 per FTE. Exhibit 10-7 presents peer district comparisons.

Exhibit 10-7

The District’s Maintenance and Operations Expenditures Were Lower than Peers, 1996-97

District	F.I.S.H. ³ GSF	COFTE ⁴	Maintenance and Operations Cost	Cost Per GSF	Cost Per COFTE
Brevard	9,628,750	65,934	\$34,916,135	\$3.63	\$529.56
Lee	8,168,229	52,539	\$35,035,120	\$4.29	\$666.84
Orange	19,281,372	136,343	\$73,728,482	\$3.82	\$540.76
Seminole	7,452,248	55,447	\$32,393,265	\$4.35	\$584.22
Volusia	7,743,464	57,709	\$30,653,582	\$3.96	\$531.18
Polk	12,044,533	76,206	\$46,142,815	\$3.83	\$605.50
Peer District Average				\$4.05	\$585.70
State Average				\$4.36	\$601.39

Source: 1997-98 School District Financial Report and peer districts.

The District Has a Budget Evaluation Process

The district’s budget process allows for periodic evaluation of actual versus planned expenditures. The district produces and distributes to the Maintenance Department hard copy monthly budget reports at both the line item and summary levels of detail. In addition, the department can view online budget information at the line item level of detail. These reports enable the department to compare actual versus planned expenditures for all areas except salaries. The Maintenance Department produces monthly actual versus planned expenditure reports on both the operations and capital budgets for internal use.

The district assumes all responsibility for managing salary costs. Any unspent salary budget is recaptured by the district rather than being available for department expenditures. Furthermore, the annual budget book, which establishes the annual labor budget, contains a listing of positions by FTE but does not include salary dollars at the position level.

The department’s annual salary budget level is determined by totaling the individual salaries and then reducing the total by a lapse factor. The lapse factor is a districtwide factor based on the expected recapture of funds by the district through vacant or under-filled positions. In that the budget is reduced by a lapse factor and the department can not recapture unused funds, the department is not held accountable for the salary portion of the budget.

Recommendation

- *The Director should develop guidelines for maintenance budgeting which identify funding levels for recurring or routine maintenance, major maintenance, preventive maintenance,*

³ Florida Inventory of School Houses (F.I.S.H.)

⁴ Capital Outlay Full Time Equivalent Student (COFTE)

staffing levels, and training. These guidelines should reflect industry standards, comparisons with peer districts, and historical district data.

- Action Plan 10-1 provides steps to implement these recommendations.

Action Plan 10-1

Develop Budget Guidelines for Maintenance and Operations

Recommendation 1	
Strategy	Develop guidelines for budgeting in each budget category for maintenance and operations.
Action Needed	<p>Step 1: The Director of Maintenance shall develop guidelines for budgeting which can be used to establish appropriate funding levels for recurring or routine maintenance, major maintenance, preventive maintenance, staffing levels, and training.</p> <p>Step 2: The Director shall present the guidelines to the Superintendent and board for approval.</p> <p>Step 3: The Director of Maintenance shall use the guidelines in developing the next budget.</p>
Who Is Responsible	Director of Maintenance.
Time Frame	May 2000
Fiscal Impact	The fiscal impact of developing the guidelines is negligible and can be accomplished with existing resources. However, implementing the guidelines could result a substantial fiscal impact. ⁵

2 The board has established a maintenance reserve fund to handle one-time expenditures to support maintenance and operations.

While there is not a maintenance-specific reserve in the operating budget, there is a districtwide reserve fund to address unique situations. In this way, the Maintenance Department does have access to a reserve fund for emergencies and the budgetary policy is flexible enough to handle unexpected expenses.

A Reserve Fund Is Available to Maintenance

The district maintains a reserve fund to assist all areas of the district in meeting unforeseen expenditures. This reserve is budgeted at three percent of the annual budget, or \$12,000,000. In addition, the budget office maintains a small reserve of about \$1,000,000 for districtwide use. These monies are restricted and access to the funds must be approved by the school board.

⁵ If the resulting guidelines bring the district’s allocation for maintenance in line with the state’s average maintenance cost per square foot, the annual cost will be approximately \$4.3 million. ($\$1.33 - \$0.88 = \$0.45 \times 9.6 \text{ million SF} = \$4,320,000$). If the resulting guidelines bring the district’s allocation for maintenance in line with the state’s average maintenance cost per student FTE, the annual cost will be approximately \$3.4 million ($\$181.75 - \$132.00 = \$49.75 \times 68,638 \text{ students} = \$3,414,740$). However, the district may choose another method of developing guidelines that will cost less.

The Budgetary Policy Is Flexible

The department does not have access to reserve funds in the operating budget for unforeseen maintenance needs. A small reserve in the capital fund provides some flexibility in meeting unforeseen maintenance requirements. This budgeting practice provides the necessary flexibility to meet unforeseen needs.

Are the Best Practices for Maintenance Standards Being Observed?

Goal: The district has established maintenance standards to be used in planning and managing the maintenance program and in evaluating whether the department is achieving its program goals and objectives.

1 The district has established maintenance standards in its short- and long-term plans to provide adequately maintained facilities.

The district has established appropriate standards to provide adequately maintained facilities. The district has developed goals and strategies for the Maintenance Department. The district regularly surveys its customers and responds to the survey results. The Maintenance Department analyses its work order completion times and effective hours worked, and produces weekly and monthly work order reports.

Maintenance Has Established Goals and Strategies

The district has established short- and long-range maintenance goals that are consistent with the department's mission statement. Short-range goals are identified in the "Proposed 1998-99 Management Plan Objectives" document and include, the following maintenance goals:

- *Continue to manage all New Construction and Capital Renewal Projects within budgets/schedules.*
- *Identify, document, and implement at least two Best Financial Management Practices relative to Facilities Construction and Maintenance activities as identified in OPPAGA Best Financial Management Practices Guidelines/Self Assessment criteria for Florida School Districts.*
- *Plan and implement a districtwide Deferred Maintenance Program for school year 1998-99.*
- *Contract for and implement the Phase II Performance Contracting initiative that will fund at least \$10 million in facility improvements from energy savings. This initiative includes Behavioral Modification and Supply/Demand side Energy Management initiatives.*
- *Identify and advertise for sale districtwide surplus property. Receipts from property sales could be used to fund additional Capital Renewal Projects and/or purchase of additional sites.*

- *Complete a new Five-Year Capital Improvement Plan, update our 1994 Educational Plant Survey and create a new Five-Year Work Plan for Board/State review/approval.*
- *Create a districtwide plan for the reduction of custodial services costs by at least \$1 million per year while maintaining/improving the level of present services.*

These goals are aggressive and appropriate for the department's present situation. They address continuing issues and new initiatives, which will promote improvement within the department.

The long-range maintenance goals are imbedded in the Condition Assessment Process. This process involves conducting annual assessments of each facility to determine the maintenance needs, prioritizing the needs, and developing a five-year plan to meet the needs. The purposes of the condition assessment process are listed below:

- Define capital renewal and replacement projects and priorities in order to reduce and eventually eliminate our deferred maintenance conditions.
- Develop cost estimates to correct deficiencies identified.
- Eliminate potential hazardous situations to persons and property.
- Gather systems and equipment data to enable improvements to current maintenance processes.

The condition assessment process is a logical vehicle to develop long-range goals. The process identifies needs at the school level and needs at the district level, which helps the department maintain a balanced approach to keeping the school safe.

There Are Appropriate Facility Maintenance Standards

The district has established appropriate facility maintenance standards in its short- and long-term plans. The preventive maintenance program includes detailed standards for the assessment of specific items at the schools and ancillary facilities. Custodial standards addressing specific maintenance requirements have been established for custodians. Long-term plans are based on the annual condition assessment. The annual assessment looks at repair/replacement needs by broad categories (exterior, interior, HVAC and roofing) and sub-categories, such as windows, electric panels, painting and site drains. Conditions are then assessed by urgency or needed repair/renewal.

The District Analyzes its Performance

The district analyzes its performance through several processes. The district assesses the physical condition and the repair/replacement needs of the district's facilities as part of the annual assessment program and through the preventive maintenance program. Feedback is part of this process and is also accomplished through the annual Maintenance Department Customer Satisfaction Survey and Contract Job Completion Forms. The 1998 Customer Satisfaction Survey requested feedback from school principals and had the following results:

- 713 total responses were received, for a response rate of 97 percent;
- 96 percent of respondents rated maintenance services as "good" or better;
- 75 percent of respondents rated maintenance services as "excellent" or "outstanding;"
- four percent of respondents rated maintenance services as "average;"

- zero percent of respondents rated maintenance services as “poor;” and
- 100 percent of the principals felt the overall performance of the Maintenance Department was “good” or better.

The district’s work order software system implemented in May 1998 allows for extensive analysis of work order data. A weekly report of departmental performance is distributed to supervisors and corrective actions are taken as needed. These reports include:

- backlog by type of work order;
- backlog by repair center;
- work order activity by repair center;
- work order activity by type; and
- work activity by type and zone.

2 The district uses its maintenance standards to evaluate maintenance needs.

The standards used to conduct annual inspections are the basis for identifying maintenance needs. The district has identified needs based on standards and solicits input from school administrators in this process. Maintenance staff prioritizes facility needs, with input from the school staff, to develop a capital improvements plan. The district evaluates facility designs for the most cost-effective solutions.

The District Identifies Needs Based on Standards

The district has identified and evaluated maintenance needs based on maintenance standards. This is done through the annual assessment and preparation of the five-year capital plan. The annual facilities assessment examines each facility system and rates the condition of that system, and identifies the maintenance needs of that system. The major systems evaluated in the annual assessment include:

- Roofs;
- HVAC;
- Grounds and Exterior;
 - paving, sidewalks, and fencing
 - exterior painting
 - exterior water intrusion (walls)
 - swimming pools
 - doors, windows
 - exterior lighting systems
 - site drainage
- Interior Systems;
 - interior painting
 - flooring

- lighting, ceilings
- plumbing fixtures
- electrical panels and switchgear
- lockers
- fire alarm and intercom systems.

The assessment rates each system according to the following condition codes:

- Condition code 1 – Urgent. Should be corrected within one-year.
- Condition code 2 – Potentially urgent. Should be corrected within two years.
- Condition code 3 – Not potentially urgent. Should be addressed within three to five years to avoid potential damage.
- Condition code 4 – Good condition.

This assessment and rating system is an effective tool for the district because it ensures the district is identifying needs based on established standards.

The District Solicits Input From School Administrators

The annual maintenance and repair condition assessment program includes feedback from school principals and School Advisory Councils through the annual Facilities Needs Questionnaire. Feedback from site-based personnel is used as an element in establishing priorities for the five-year plan. Citizens are also able to provide feedback through Public Forum Input Sheets.

The District Evaluates Facility Designs and Costs

Prototype designs are used for all new buildings. The district evaluates new applications of a prototype design using a process called the “Ready Check” program. Through the “Ready Check” program, all maintenance trades review the construction plans for new schools and projects prior to bidding. Results of these reviews include the off-peak production of ice for HVAC cooling to save on energy costs, and the standardization of HVAC controls. This process is an effective way to minimize future maintenance problems and related costs.

3 The district has a system for prioritizing maintenance needs.

All maintenance needs are prioritized using the work order prioritization system and the input of school administrators. The district does have guidelines for prioritizing maintenance needs and does follow these guidelines. The guidelines recognize emergency needs and educational program needs. The district completes maintenance repairs according to the prioritized needs.

The District Has Guidelines for Prioritizing Maintenance Needs

Work Order requests are classified by the work load manager as emergency, urgent, routine or desirable. Criteria for each category are defined and procedures for obtaining service and response times for each priority are established and published in “Schools and BCPS Facilities Procedures for Obtaining Maintenance Services”. Work order priorities are defined as follows:

Emergency (Priority 1) – Work requiring immediate action to prevent or correct loss or damage to property; to restore essential services disrupted by an interruption or breakdown of utilities; or to eliminate imminent hazards to persons or property.

Urgent (Priority 2) – Work required to prevent interruption of the educational process or work required to prevent breakdown of essential operations or housekeeping functions. Urgent work requests should be addressed within five working days.

Routine (Priority 3) – The day-to-day work required to maintain or repair the building, grounds, and equipment at their original conditions. This type of work will be scheduled for completion during the next FAST Team visit to your school.

Desirable (Priority 4) – This would be convenience items not qualifying for a higher priority. These will be reviewed periodically for priority upgrades, funding availability, or return and cancellation.

The District Follows a Work Order Guidelines Process

All work order requests go through a central work order management office. Emergency orders are called into a 24-hour customer dispatch while others are submitted via the intranet. Work order backlogs are examined by the supervisors and director on a monthly basis. Establishment of the work order guidelines has enabled the Maintenance Department to respond to most work orders on planned site visits rather than on emergency calls, leading to improved efficiencies and more rapid emergency response.

The District's Procedures Recognize Emergencies

The department has four clearly defined categories of work order requests and established time frames for response. Based on survey responses, customer satisfaction is very high. The backlog on Priority One, or Emergency Repairs, is very low, approximately 70 work orders as of June 1999.

Educational Program Needs Are Considered

The Five-year Capital Improvements Plan identifies projects that are needed to meet programmatic or enrollment needs and is updated annually. The Maintenance Coordinator, using guidance and input from the area and school administrators, prioritizes these projects. The Five-Year Capital Improvements Plan contains a category for projects that are necessary to ensure the availability of satisfactory student stations for the projected student enrollment in K-12 programs.

District Prioritizes Maintenance Needs

The condition assessment process and the Five-Year Capital Improvements Plans are the basis for scheduling major maintenance and capital improvement needs. This plan is developed by the Maintenance Coordinator, based on the prioritization process of the district. Routine maintenance needs are prioritized according to the work order prioritization procedures.

4 The district accurately projects cost estimates of major maintenance projects.

The district estimates all project costs and monitors the budget to ensure the estimates are accurate. Cost estimates are based on past experience. The district projects maintenance costs for five years and uses an inflation factor. The accuracy of cost estimates is evaluated.

Cost Estimates Are Based on Past Experience

The Maintenance Department prepares cost estimates for all projects identified by the annual facilities assessment. The estimates are based on past experience, the use of professional cost estimating manuals such as R.S. Means and Whitestone, and market conditions. Estimates are refined when projects are funded. Final costs are compared to the budgeted amount to determine the accuracy of the original estimate.

Inflation is Figured into Cost Estimates

The Five-Year Capital Improvements Plan includes an inflation factor for the projects projected in years two through five. The district uses an inflation factor of one percent per quarter which is appropriate, based on historical trends.

The District Evaluates Accuracy of Cost Estimates

The Five-Year Capital Improvements Plan estimates are revised annually by the Maintenance Coordinator, based on market conditions and experience gained from past projects. The coordinator changes the unit prices used for estimating to reflect changes in the bids received by the district.

5 The district minimizes equipment costs through purchasing practices and maintenance.

The district minimizes equipment costs through purchasing practices and maintenance. The district does not calculate a five-year inflationary cost for equipment purchases. The Purchasing Department buys in volume and uses competitive bidding procedures. The district has a preventive maintenance program in place and projects the need for equipment replacements. The district follows board policy when disposing of surplus materials and tries to repair equipment. The district considers the operating cost of new equipment purchases but does not conduct cost comparison studies.

The District Does Not Figure Five-Year Inflationary Factor for Equipment

Equipment costs are not projected for a five-year period, therefore inflationary costs are not projected. The projection of equipment costs should be part of the Five-Year Capital Improvements Plan so this plan will accurately reflect future needs. Equipment projections can be made as part of a preventive maintenance program, which annually assesses the condition and projected life of equipment. Equipment projections should include an inflation factor.

There Are Preventive Maintenance Programs for Equipment

The department has instituted preventive maintenance programs for:

- HVAC equipment
- electrical panels and switchgear
- fire alarm and intercom systems
- roofs
- lift stations
- bleachers
- plumbing
- kitchen equipment
- custodial and grounds equipment

Under the Quality Control Program, over 15,000 pieces of HVAC equipment have been inventoried in the TMA system. This equipment is scheduled for preventive maintenance tasks in the automated system and monthly reports on the status of the process and the condition of the equipment are produced and provided to maintenance supervisory staff. The responsibility for carrying out these preventive maintenance tasks rests with the chiller mechanics, the area teams, and the planned maintenance team.

The *Custodial Standards Handbook* identifies the preventive maintenance tasks that are the responsibility of the custodians. The Monthly Custodial Preventive Maintenance Sheet identifies 25 tasks to be accomplished at each school each month.

Equipment Replacement Projections Have Been Developed

The department has completed inventories of HVAC and custodial equipment and has completed replacement projections. The projection of equipment costs are a part of the Five-Year Capital Improvements Plan so this plan will accurately reflect future needs. Equipment projections are a part of the preventive maintenance program, which annually assesses the condition and projected life of equipment.

Disposal of Surplus Equipment Is Covered by Board Policy

Procedures for the disposal and replacement of equipment are detailed in the department's employee handbook. The division head responsible for the equipment fills out a Distribution Center Request (DCR) identifying the piece of equipment to be shipped to the warehouse and declared surplus. The Director of the Warehouse signs the form authorizing the action, and a warehouse worker signs the form when the equipment is received. The equipment is then sold at a public auction.

Equipment is Repaired When Feasible

The department maintains a small engine repair function specifically for the purpose of repairing equipment used by mechanics and custodians. The Financial Services Division has implemented a districtwide initiative to utilize reconditioned furniture. The Maintenance Department participates in this initiative.

The District Considers Operating Costs of Equipment

The department considers operating and maintenance costs when purchasing new equipment. This has led to the standardization of some equipment because the department has learned from experience the value of certain types of equipment. Two examples of this standardization are gym lighting and direct digital controls (DDC controls) for HVAC equipment.

The District Conducts Cost Comparisons to Ensure it Obtained Best Prices

The district periodically evaluates the price it pays for goods and services and considers other alternatives to reduce costs. Based on these evaluations, the district has opted to outsource a number of functions. In cases where the district did not find it to be cost effective to outsource, it has not.

Each outsourced service contract is reviewed for effectiveness and cost savings before it is renewed or rebid. The district altered its contract with a private custodial maintenance company after finding that the contractor was using unsatisfactory labor. Currently, the district is conducting a comparative evaluation of privatized custodial services versus services in 11 schools with district custodial staff. The evaluation compares cost and quality of services. If the results reveal that privatizing is favorable, the district will consider expanding outsourced custodial services.

The district has verified the dollar savings from other contracts and can show that they save funds. This was dramatically shown in the savings resulting from the energy management contract. In this contract, the district guaranteed savings of \$41,106 in the first year. Actual savings exceeded that and totaled \$127,260.

The district has formed partnerships with a variety of outside government agencies to perform functions at cost savings. The Facilities Department has discussed with Brevard County, the City of Titusville, City of Cocoa, and the City of Melbourne the potential for joint inspection of back-flow prevention valves. The district has an agreement with the county for joint use of the district's swimming pools and for sharing the costs of pool maintenance and capital improvements. These costs are divided equally between the district and the county.

6 The district provides maintenance staff with the tools, training, and instructions to accomplish their assigned tasks.

The district provides tools, training, and the appropriate level of supervision to maintenance staff to accomplish their responsibilities. Maintenance staff are provided appropriate tools and the district rents tools that are infrequently needed. Staff receive sufficient technical training to complete their tasks. The maintenance managers communicate with the staff and the customers to manage the work.

Necessary Tools Are Provided to Maintenance Staff

Maintenance Department staff are provided the tools necessary to accomplish assigned duties. Trades workers report that they have the appropriate tools to accomplish their tasks. Mechanics are expected to supply their hand tools while the district supplies all power tools and large equipment. This practice is typical of Maintenance Departments and the construction industry.

Seldom-Used Tools Are Rented

Tools and equipment that are seldom needed are readily available through other sources. Tools that are not regularly needed are rented from equipment rental agencies. The maintenance budget contains an amount for tool and equipment rentals (\$56,527 in 1998-99, or 0.77 % of the maintenance budget). The Maintenance Department has open purchase orders with the equipment rental vendors to meet these occasional equipment needs.

Technical Training, Supervision, and Instruction Are Sufficient

The district provides training opportunities in four major areas: trades enhancement, cross-trades, customer service and interpersonal, and safety training. Training in the first three areas is provided through professional and vendor-sponsored seminars, mentoring, and the Facilities Maintenance Technician Training Program. Training courses are provided for all types of staff -- engineering, environmental, maintenance, office support, and supervisors.

All employees receive annual safety training on hazardous communication (Right-to-Know) and bloodborne pathogens. Employees with potential exposure to certain circumstance are provided training in confined space entry, lock out/tag out, and hazardous materials response.

Area Supervisors Communicate with Personnel and Customers

The department has implemented the FAST Team approach to increase work order completion. Routine work orders are completed on a scheduled date for a specific school. School administrators know in advance when the FAST Team will be at their school and can submit work orders as appropriate or talk with the area supervisor about any concerns. All work orders are submitted to the work control center where they are accepted or rejected. Work control staff notify the school via e-mail of the work order number, priority, and the reason if rejected.

7 The district has established a computerized control and tracking system to accurately track inventory and parts and materials used and provide a reordering system.

The district has a software system to track parts and materials used by the Maintenance Department. The district does not have a sophisticated software program to track its inventory. The inventory system tracks commonly used parts and there are procedures for staff to acquire parts not in stock. The Purchasing Department has a system to indicate when it is time to reorder parts.

The District Has Sophisticated Maintenance Software

The Maintenance Authority (TMA) software system, which is used to track work orders, is capable of tracking and controlling inventory. Parts and materials are assigned to work orders in the system. However, the warehouse inventory is currently maintained in another software system, which is used districtwide but is not as effective a management tool for the Maintenance Department, and is the responsibility of the Financial Services Division. Presently, inventory data must be input into both systems, resulting in a duplication of effort.

Maintenance has proposed purchasing an interface between the two software programs so data entered into one system can be automatically recorded in the other system. This will allow each department to keep the software system most appropriate for their operation while at the same time able to interface with each other. At the time of publication, this system interfacing was still in the proposal stage, without a targeted completion date.

The Inventory System Tracks Warehouse Parts

The main warehouse inventory system is not compatible with the system used by the Maintenance Department. Parts stocked in the warehouse are inventoried by the warehouse. Parts kept in the maintenance shops and on trucks are not inventoried. By not inventorying the parts kept in maintenance shops and on trucks, the district leaves open the possibility that theft will go unnoticed. This could be corrected by the application of an interface of software programs as described above.

Procedures Exist for Staff to Acquire Parts Not Stocked on Trucks

A procedure for acquiring parts/materials not stocked in the warehouse is outlined in the employee handbook. The district is currently implementing a new system, which will use “purchase cards”, which are similar in function to credit cards, for small purchases directly from suppliers. This will greatly simplify the process and eliminate some inefficiencies.

There Is a Reorder System

The Maintenance warehouse inventory control system includes automatic re-order procedures. The re-order set points are triggered by the inventory software and have been established by historical usage and input from the maintenance mechanics.

Recommendation

- *The district should establish a date to purchase an interface between the software programs used by purchasing and maintenance.*

8

The district ensures that maintenance standards are updated to implement new technology and procedures.

The district reviews and updates its practices and the types of materials it uses. The Maintenance Department participates in professional organizations and receives trade magazines and shares this information with staff. Maintenance standards are updated to reflect new technologies.

The District Participates in Professional Organizations

Maintenance staff, including managers and some staff, is involved as appropriate in the following organizations:

- International Facility Management Association
- Construction Specifications Institute

- National Industrial Hygiene Association
- Cleaning Management Institute
- American Academy of Industrial Hygiene
- American Public Health Association
- American Society of Safety Engineers
- National Recreation and Parks Association
- Association of Physical Plant Administrators (APPA)
- National Safety Council
- National School Plant Management Association (NSPMA)
- Florida School Plant Management Association

Maintenance Department Receives Trade Publications

The department subscribes to and distributes the following publications:

- *Maintenance Solutions*
- *The Facility Manager*
- *Cleaning Management Institute*
- *Buildings*
- *Building Operations Systems*
- *Engineered Systems*
- *The Construction Specifier*

Information Is Shared With Employees

Organizational information is provided to staff through memos and the monthly newsletter. The monthly newsletter is distributed to every department employee, as well as board members, the Superintendent, and other district administrators. Technical information is provided through training opportunities.

Maintenance Standards Are Updated for New Technology

The Maintenance Department updates its standards to reflect new technologies and procedures when the technology or procedure is implemented. Standards have been updated for bathroom partitions, portable ramps, ceiling tiles, door closers, light fixtures, and building envelope repair materials.

Are the Best Practices for Operating Facilities in a Healthy, Safe, Cost-Effective Manner Being Observed?

Goal: The district operates facilities in a healthy, safe, energy-efficient, and cost-effective manner.

1 The district has policies and procedures to ensure its facilities are operated in a healthy and safe manner.

The district has established policies and procedures and standards to ensure healthy and safe facilities. The district follows procedures that comply with EPA guidelines. The district conducts evaluations of its buildings' conditions. Custodians have a current manual of operations and receive training. The district has developed cleanliness standards.

The District Has Established Health and Safety Standards

Various health and safety programs have been established through board policy including the management and disposal of hazardous materials, procedures for safe science classes in the schools, an integrated pest management program, an indoor air quality management plan, and a comprehensive safety and health plan. Also, the Maintenance Department has developed its own employee handbook, which contains sections on departmental procedures, communications, training, health and safety, and board policy awareness.

Procedures Comply with EPA Guidelines

School Board Rules, as described above, establish the elements of the comprehensive Safety, Health and Environmental Policy for the district. One of the stated goals of the Hazardous Materials, Waste Management and Pollution Control Plan is to comply with State and Federal regulations. The Executive Safety and Security Committee was established by the Office of the Superintendent to ensure that work sites meet the highest standards with regard to safety and security. The maintenance budget allocates funds for two Building Safety Inspectors, one Wastewater Treatment Technician, three Environmental Specialists, one Industrial Hygienist and one Environmental Engineer. District administrative staff reported that regulatory laws and district policies and procedures are all done, at a minimum, to address EPA compliance issues.

Building Condition Are Evaluated

The environmental health and safety office performs or contracts for the documentation of safety conditions at schools. The frequency of these assessments is as follows:

- fire safety and sanitation – annually;
- kitchen hood fire suppression systems – quarterly;
- fire extinguisher maintenance – quarterly;
- fire suppression and stand-pipe systems – quarterly;
- fire alarm systems – annually;

- heating fuel tanks – annually; and
- asbestos inspections – periodically.

The office responds to complaints, makes health and safety recommendations, and implements corrective actions. The Maintenance Department conducts preventive maintenance tests and documents results. Other evaluations include monthly clean campus inspections, Environmental Health and Safety self-assessments, the annual condition assessment of building, custodial evaluations, and the FAST Team walk-thru.

Custodians Have Current Manual of Operations

There is a detailed *Custodial Standards Manual*, which was updated in 1995, that serves as a manual of operations for custodial services. This manual is available in every school and district offices. There are also various training manuals that provide additional guidance on such issues as sanitation and school housekeeping, floor and carpet care, electrical maintenance, and furniture repair. These manuals are accessible to appropriate staff.

Training Is Provided to Operations Personnel

As noted previously, the district provides training opportunities in four major areas: trades enhancement, cross-trades, customer service and interpersonal, and safety training. Employees with potential exposure to certain circumstance are provided training in confined space entry, lock out/tag out, and hazardous materials response.

Custodians Complete Some Maintenance Work

The job description for Head Custodian 1 lists knowledge of maintenance procedures essential to the upkeep of buildings and of minor and routine maintenance and repair of building systems under “Performance Responsibilities.” Custodians are also responsible for accomplishing approximately 25 preventive maintenance tasks at their assigned school.

The District Has Written Cleanliness Standards

The *Custodial Standards* contains recommended cleaning frequencies, processes, and standards of required cleanliness. Most custodial work is done in-house. The custodial work at 11 schools is contracted out to American Building Maintenance. American Building Maintenance has a questionnaire for the services they provide. There is also an extensive assessment tool for in-house custodians. In addition, there is the Monthly Clean Campus Inspection that has instructions indicating the composition of inspection teams. The result of the monthly campus inspection is sent directly to the superintendent for review.

2

The district uses external benchmarks to determine a cost-effective manner of meeting its health and safety standards.

The district does use external benchmarks to evaluate the cost effectiveness of its health and safety standards and procedures. The district is staffing its custodial operations at a best practice level.

External Benchmarks Are Used to Evaluate Custodial Services

Custodial services are the primary means by which a district meets health and safety standards. The district outsources a portion of the custodial services and is able to contrast the costs of these services with in-house service costs and external benchmarks. Exhibit 10-4 (page 10-10) identifies these benchmarks for custodial costs per square foot.

3 The district uses external benchmarks to achieve energy efficiency.

The district has an energy management program. The district collaborates with other agencies to identify and implement energy efficient programs.

The District Collaborates With the EPA

The District works with the EPA through the Energy Star Buildings Program to upgrade buildings for energy savings and other environmental benefits. The district has recently been recognized as an EPA “Energy Star” partner and received an award for Phase I of the program in March, 1998. The department also initiated a comprehensive performance-contracting program that emphasizes energy management and cost efficiency. The department has also pursued energy rebates resulting from energy efficient renovation and construction practices resulting in \$600,000 returned to the district.

4 The district's hazardous materials management complies with Federal and State regulations.

The district has a hazardous materials business plan that conforms with State and Federal regulations. The district maintains current Materials Safety Data Sheets (MSDS) and they are available to staff. The district is in compliance with the Asbestos Hazard Response Act, OSHA, and state rules. The district has a hazardous materials plan and makes MSDS reports available to the staff.

The District Is in Compliance With Asbestos Hazard Emergency Response Act

The environmental engineer in the district’s Local Education Agency is responsible for handling all district asbestos issues that fall under the Asbestos Hazardous Emergency Response Act (AHERA). The Maintenance Department has documented its compliance with all components of AHERA, including areas such as inspections, sampling, analysis, response actions, operation and maintenance, training and periodic surveillance, record keeping, warning labels, and enforcement.

The district’s Hazardous Materials Waste Management and Pollution Control Plan addresses asbestos abatement. The district contracts with private contractors to do project monitoring and write facility re-inspection reports.

The District Is In Compliance With OSHA and State Rules

The district has a Hazardous Materials, Waste Management and Pollution Control Plan. The district has a web site that focuses on Material Safety Data Sheets (MSDS) including a US Department of Commerce searchable database as well as MSDS collections from several universities and other locations. The Hazardous Communications Right-to-Know program is also addressed on the web site. The School Board of Brevard County initiated a Written Hazard Communication (Right-to-Know) Program in August 1994. A July 1997 board memorandum explains the OSHA Hazard Communication Standards and the Florida Right-To-Know Law, and the districts responsibilities regarding these programs.

MSDS Reports Are Available to Staff

Materials Safety Data Sheets (MSDS) reports are available at each school in hard copy and are available via the internet. They are also accessible on the environmental services web page. Site safety committees review reports quarterly to make ensure that the most current ones are available.

5

The district has a comprehensive and systematic program of dealing with school safety and security.

The district has a comprehensive and systematic program for dealing with school safety and security. The district has a disaster preparedness plan. The district's safety committees have input in developing the district's safety and security program. The district has a system for physical plant security. Vandalism is not always tracked but there are procedures for reporting vandalism. The Safety Manager provides input into the design of new schools.

The District Has a Disaster Preparedness Plan

The district's disaster preparedness plan is primarily the responsibility of the Office of Public Safety and part of the *School Critical Incident Response Manual*. This manual outlines the steps that should be taken by school employees in the event of an incident that can be defined as "traumatic" and "beyond the range of experiences that a person usually encounters." This detailed manual provides step-by-step emergency procedures. (see Chapter 15.0, page 15-12 for more information).

Every school and district office is required to have a copy of the *School Critical Incident Response Manual* and each school is required to have at least 10 people trained in the use of the manual. In addition, principals are required to review the manual with all teachers and support staff in their schools. The Maintenance Department assists in the development of the manual and associated procedures. At a minimum, the plan is reviewed and updated annually.

Safety Committee Has Input

The Executive Safety and Security Committee has established a subcommittee to identify and consolidate health, safety and security manuals, plans, and programs. The director states that they have input into the comprehensive safety and security program.

There is No Districtwide Security Alarm System

There is no districtwide security alarm system. Each principal is responsible for physical plant security and is required to have a key-control plan. The plan must be approved by the Director of Public Safety. Twenty-one (21) schools have security alarm systems and 76 schools have live-in security personnel. Each school has a *School Critical Incident Response Manual* that outlines responses for all emergency situations. Further detail on these security measures is provided in Chapter 15.0 (page 15-12). All new schools have a review committee for security issues and new alarm systems must have video and be approved by the Director of Public Safety.

Vandalism is Not Always Identified

The maintenance budget for dealing with vandalism is not separate from the regular operations budget, leaving open the possibility that some vandalism expenses may be inadvertently missed. However, vandalism costs can be tracked through the district's project cost accounting capability and reimbursement is attempted. Creating a budget line item for vandalism would ensure that all vandalism expenses are properly accounted for.

Procedures Exist for Reporting Vandalism

The Office of Public Safety collects all vandalism reports and ensures a police report is filed. The procedure for reporting vandalism is to call the police and file a report. The school administrator then fills out an Incident Report and submits it to Public Safety, Risk Management, and Facilities Maintenance.

Feedback is Provided to Facility Planners

Safety and Environmental personnel provide feedback to the Project Management department during the pre-design, design, construction, and maintenance phase of projects. They also review the specifications for all-new schools and prototypes and make recommendations for improvements.

Recommendation

- *The district should track all acts of vandalism by identifying all work order requests that result from acts of vandalism and creating a maintenance budget line item for vandalism.*

Are the Best Practices for Making Facilities Available to the Community Being Observed?

Goal: The district makes facilities available to the entire community, to allow all taxpayers to benefit from the investment.

1 The district follows established procedures for making school facilities available to the community.

The district has clearly stated guidelines for the use of school facilities by community groups. The district has established procedures for the community use of its facilities and these procedures are comprehensive.

Comprehensive Procedures Exist for Community Use of Facilities

The School Board rule “Use of Facilities and Equipment” establishes the rules and procedures for community use of school facilities and includes the following sections:

- purpose;
- use by school-oriented organizations and groups;
- use by non-school oriented organizations and groups;
- policy concerning the use of equipment and facilities; and
- temporary facilities.

Under the “Purpose” section, the policy states that, “The Board shall adopt a fee schedule for use of facilities.”

2 The district meets requirements for persons with disabilities.

The district is in compliance with the ADA laws. The ADA laws are available to Facility Planners and the district complies with these requirements when designing new facilities. The district provides training to facility designers and maintains a library of ADA resources.

ADA Laws Are Available

The facilities department maintains the appropriate books and manuals regarding ADA laws. These regulations are also available on the internet.

The District Complies With ADA Requirements on Facilities

The district has an ADA team, comprised of two supervisors from the Maintenance Department, a maintenance project manager, and two representatives from the Division of School Operations, that conducted inspections of the district’s facilities (including new facilities) and found that the district is in compliance with ADA laws. Most inspections are initiated as a result of requests from school staff. In August 1998, the team coordinated a districtwide survey on ADA and school facilities to ensure continuing compliance. In July 1999, the team conducted an assessment of playground facilities for compliance. At the time of publication the results of the playground review were not complete.

ADA Training is Provided

Training regarding accessibility issues is provided to administrators by the Director of Maintenance. All construction inspectors must have training in ADA laws in order to become certified.

Code Books Are Available to Planners and Staff

The ADA team is available for information regarding ADA requirements. Other information is available on the internet. The staff is aware of the ADA team and the availability of information on the internet.

11

Personnel Systems and Benefits

While the Brevard County School District generally practices sound personnel management it could improve in several areas. The district could improve the effectiveness and efficiency of its personnel practices by increasing its use of technology, developing an employee handbook, periodically evaluating its personnel practices, and using cost-containment practices in its Workers' Compensation Program.

Conclusion

The Brevard County School District recruits and hires qualified personnel, bases employee compensation on the market value of services provided, evaluates employee salaries and benefits regularly, has a comprehensive staff development program, and formally evaluates its employees to improve performance and productivity. However, the district does not effectively communicate personnel expectations to all employees, proficiently evaluate its personnel practices, or use technology to enhance personnel management. The district's Workers' Compensation Program lacks sound cost containment practices.

Overall, MGT found that:

- The district recruits and hires qualified personnel. (page 11-7)
- The district bases employee compensation on the market value of services provided. (page 11-13)
- The district uses a comprehensive staff development program to increase productivity. (page 11-18)
- The district does not adequately communicate personnel expectations to district personnel. (page 11-25)
- The district formally evaluates employees to improve performance and productivity. (page 11-29)
- The district does not periodically evaluate its personnel practices and adjust those practices as needed. (page 11-31)
- Although the district maintains its personnel records as required by law, the lack of automation in maintaining those records limits the efficiency of recordkeeping. (page 11-43)

- The district does not use cost-containment practices for its Workers' Compensation Program. (page 11-49)
- The district regularly evaluates employee salaries and benefits, using appropriate benchmarks that include standards derived from comparable school districts, government agencies, and private industry. (page 11-53)

Fiscal Impact of Recommendations

With the exception of three recommendations, all recommendations proposed in this chapter can be accomplished with existing resources and will not impact the district fiscally. These are shown in Exhibit 11-1.

Exhibit 11-1

Implementing the Recommendations for Personnel Systems and Benefits Would Save the District at Least \$85,370 Over Five Years

Recommendation	Fiscal Impact
<ul style="list-style-type: none"> • Eliminate two personnel recruitment clerk positions. 	<ul style="list-style-type: none"> • Annual savings in salary and benefits of \$49,154.
<ul style="list-style-type: none"> • Purchase an appropriate software package for the department, or spend funds necessary to sufficiently adapt current software package. 	<ul style="list-style-type: none"> • The software adjustment should not exceed \$200,000.
<ul style="list-style-type: none"> • Reduce overtime in the department due to improved computer system functionality. 	<ul style="list-style-type: none"> • Annual savings of \$13,200 beginning no later than August 2001.

Background

The Brevard County School Board has over 7,500 full-time employees. The number of staff employed in the Brevard County School District by category is shown in Exhibit 11-2. The district spent approximately \$285 million on salaries and benefits in 1997-98. Salaries and benefits accounted for 74 percent of the district's \$386 million in expenditures for school year 1997-98.

Exhibit 11-2

**Brevard County School District Employs
Over 7,500 Staff Members**

Staff Categories	Winter 1999 Number of Full-Time Staff
Administrative Staff	326
Central Administrators	42
School-Based Administrators	208
Other Administrators	76
Instructional Staff	4,537
Teachers	4,101
Librarians	93
Counselors	138 ¹
Other Instructional Staff	205
Support Staff:	2,649
Teacher Aides/Assistants	611
Clerical/Secretarial	546
Food Service Workers	398
Custodians	483
Maintenance Workers	285
Transportation Personnel	323
Other Support Staff	3
Total	7,512

Source: Brevard County School District.

Two unions represent around 94 percent of the district’s employees. The Brevard Federation of Teachers (BFT) serves as the exclusive bargaining representative for more than 4,500 instructional staff, including classroom teachers, exceptional education teachers guidance counselors, media specialists, resource teachers, and occupational specialists. Local 1010 of the International Brotherhood of Painters and Allied Trades, AFL-CIO represents all classified employees (more than 2,500) which include such staff as clerical, custodial, equipment repair and technical, finance and accounting, food service, maintenance, construction, trades, materials and distribution, mechanical repair, printing and transportation². The rest of the district’s employees are non-bargaining and include such staff such as administrative, professional/technical, and some hourly employees.

While the Department of Human Resources does not have its own written mission statement, the department has written objectives that guide the staff and the services they provide. These objectives, as shown in Exhibit 11-3, are stated in the *Human Resources Services Function Manual* distributed to all human resources employees.

¹ Figure does not include psychologists or social workers who work out of the area offices and are counted as part of administrative staff.

² Not all of the employees in these categories are represented by the union.

Exhibit 11-3

The Human Resources Staff Has Identified 17 Objectives

Human Resources Staff is Expected to:

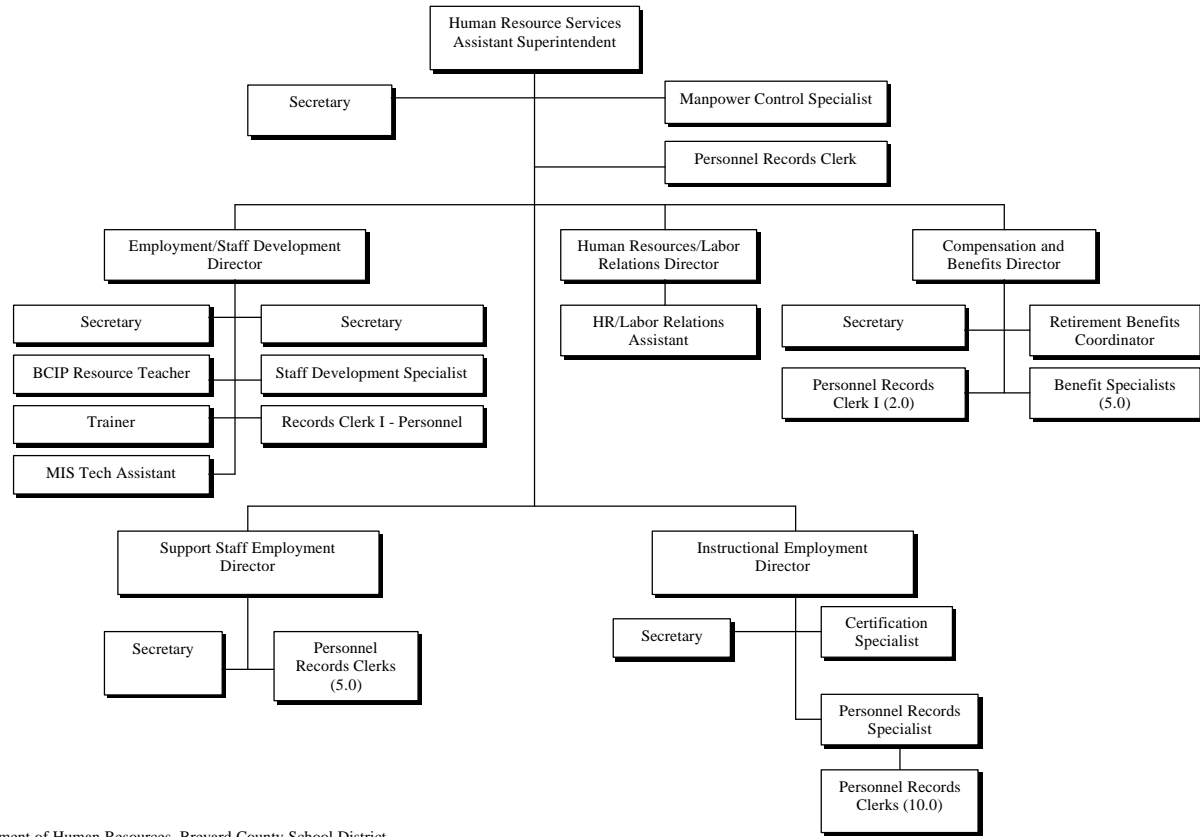
- Respond quickly to requests.
- Keep current on changes in job markets, law, compensation practices, and technology.
- Be accessible to administrators and employees and be willing to answer questions.
- Maintain confidentiality of sensitive information.
- Provide clear information on organizational policies and practices through handbooks and memoranda.
- Keep employee and supervisor handbooks up-to-date.
- Complete projects within budget.
- Accurately assess and set priorities for training needs.
- Provide effective training as needed.
- Plan ahead to fill anticipated vacancies.
- Assess competency of job candidates.
- Screen out unacceptable job candidates.
- Employ the most qualified job candidates.
- Communicate safety requirements to employees.
- Provide statistics and other information quickly when such information is requested by appropriate parties.
- Maintain accurate employee records.
- Ensure accurate implementation of Brevard Federation of Teachers and Local 1010 contracts.

Source: Human Resources Function Manual, Brevard County School District, 1999.

An assistant superintendent oversees the Department of Human Resources with its staff of 45 – six administrators, six professional staff, and 33 support staff. The department is divided into five major offices – the offices of Human Resources/Labor Relations, Compensation and Benefits, Instructional Employment, Support Staff Employment, and Staff Development. A director supervises each office. Exhibit 11-4 shows the organizational structure of the department.

Exhibit 11-4

**Brevard County School District
Department of Human Resources Current Organizational Chart³**



Source: Department of Human Resources, Brevard County School District.

³ Two of the staff members in the Office of Staff Development are associated with the Management Training Institute (MTI). The MTI is a consortium of 12 districts making up one of the five regions in the state to train administrators and teachers. MTI originally existed as a separate office in Human Resources with its own Director and staff of three. However, in the past year funding for MTI was cut by the state and now the only staff remaining are a Technical Assistant and MTI trainer which are now part of the office of Staff Development. The institute is being funded by grant money and a carry over of funds from the previous school year.

The Department of Human Resources has specific responsibilities related to providing personnel services to the district's employees. The major responsibilities of the department include:

- interpreting and recommending personnel policy and procedures;
- directing the preparation and revision of job descriptions;
- processing applications for employment;
- conducting recruitment activities;
- processing and tracking all employee qualifications, certifications, verifications, assignments, promotions, transfers, resignations, and retirements;
- processing new hires;
- developing and implementing competitive salary schedules;
- investigating equal employment opportunity (EEO) complaints;
- handling employee complaints and grievances;
- monitoring employee appraisals;
- overseeing and monitoring the employee appraisal system; and
- maintaining personnel records.

The budget for the Human Resource Department in 1997-98 was \$2,150,400 and in 1998-99 the budget is \$1,854,515. This represents nearly a 14 percent decrease in budgeted dollars. Expenditures during 1997-98 amounted to \$1,936,726. Of the total dollars budgeted this school year, \$1,588,436, or 86 percent, are for staff salaries and benefits.

In delivering services to its employees, the Human Resources Department has achieved some notable accomplishments and achievements. These accomplishments and achievements are illustrated in Exhibit 11-5.

Exhibit 11-5

The District Has Had a Number of Notable Accomplishments in Personnel Systems in the Last Three Years

-
- Demonstrated commitment in the delivery of services to district employees, under the leadership provided by the Assistant Superintendent of Human Resources and his executive staff.
 - Edited, revised, and reformatted all district job descriptions.
 - Designed and implemented the Leadership Team Performance Appraisal system.
 - Offered numerous in-service opportunities to instructional staff.
 - Produced an array of procedural and informational publications for use by staff and employees.
 - Established the Career Opportunity Program for Support Personnel.
 - Designed the layout of the Human Resources Department, including modifying the reception area to make it more ADA-accessible.
 - Provided out-of-district teachers the opportunity to attend Brevard staff development workshops and courses free-of-charge.
 - Offered first-time teachers a \$1,000 incentive to join the district.

Source: Brevard County School District.

Are the Best Practices for a Personnel System Being Observed?

Goal A: The district recruits, hires, trains, and retains qualified staff to maximize productivity and minimize personnel costs.

1 The school district recruits and hires qualified personnel.

The Brevard County School District has in place procedures to ensure that the district recruits and hires qualified personnel. These include an employment application that requests detailed information about the applicant and vacancy descriptions that accurately identify the knowledge and skills required of the employee. Further, the district's employment procedures assure equal opportunities to all applicants regardless of age, race, color, religion, sex, marital status, handicap, or national origin. However, the district could improve its recruiting process for instructional staff and should re-institute an automated applicant tracking system.

Appropriate Hiring Procedures are Generally In Place

The district has procedures in place to ensure that it recruits and hires qualified personnel. Both district and state policy dictate the minimum qualifications necessary for a person to be hired by the district. Brevard County School Board Rules and Regulations detail the duties and minimum performance standards for instructional personnel and define employee categories and qualifications necessary for administrative, professional, and support personnel.

As a condition of employment, an employee must submit an application, photo, three acceptable references, certificate when required, and transcripts, if applicable. A new hire must sign a loyalty oath, fill out a retirement application and insurance forms, have fingerprints taken for a law enforcement record security check, and take a "drug screening test."

All persons applying for employment use an identical application form with specific sections designated for non-teaching and teaching applicants. Included in the application packet is a form requiring the applicant to provide information on any past convictions. Reference forms are also included in the application packet. The applicant is further required to sign an agreement at the end of the application that states that all information provided is true, complete, and correct. Any incorrect, incomplete, or false statements subjects the applicant to discharge at any time. New teachers that have not had English for Speakers of Other Languages (ESOL) training must sign an agreement that they will complete ESOL in-service training.

A vacancy posting details specific qualifications and requirements for the position advertised. Vacancies are posted throughout the district, on the Internet, and in some cases in the media. The knowledge, skills, and abilities that the applicant must possess are included on the posting, as well as job goals and who will serve as a supervisor.

As shown in Exhibit 11-6, the district's hiring procedures are decentralized and site-based.

Exhibit 11-6

Hiring Procedures for Support and Instructional Staff are Decentralized and Site-Based

Hiring Procedures for Support Staff	Hiring Procedures for Instructional Staff
<ul style="list-style-type: none"> • Position vacancy is posted districtwide, including the website. • Candidate for position applies directly to the school or department where the vacancy exists. • Candidate must have an application on file in the Human Resources Department or must bring the application to the school or department where the vacancy exists. • Principal or department head screens application to determine if the candidate meets qualifications for job. If so, the principal or department head sets up appointment to interview the candidate. • Principal or department head interviews candidate. Candidate may be called back for a second interview. • If candidate is chosen for hire, principal or department head sends an appointment form to the Human Resources Department along with other required hiring documents. New hire then has fingerprints taken and submits to a drug-screening test. • Clerks in the Human Resources Department receive the appointment notice and accompanying paperwork and prepare a personnel folder. • The Director of Support Staff Employment places the name of the new hire on the board agenda for approval. 	<ul style="list-style-type: none"> • Position vacancy is posted districtwide, including the website. • Candidate applies directly to the school where the vacancy exists. • Candidate must have an application on file in the Human Resources Department or must bring the application to the school where the vacancy exists. • Principal performs a preliminary screening interview with the candidate and checks all credentials. • Principal then chooses the top candidates for the position and sets up a formal interview with each. Usually present at this formal interview are the principal and designated staff, one of which may be the department chair for the grade or subject area in which the new hire will teach. • Either through consensus or the decision of the principal, a candidate is chosen for the position. • An appointment notice is signed by the principal and sent to the Human Resources Department along with other required documents. New hire then has fingerprints taken and submits to a drug-screening test. • Clerks in the Human Resources Department receive the appointment notice and accompanying paperwork and prepare a personnel folder. • The Director of Instructional Employment places the name of the new hire on the board agenda for approval.

Source: Created by MGT from interviews with of Brevard County School District staff.

District No Longer Has Automated Applicant Tracking System

Although it had one in the past, the district no longer has an automated applicant tracking system. The district had developed over the years an electronic application tracking system. Applications were entered in a computer database that allowed principals to review a candidate's application on-line at their individual sites. In 1995-96, the district's mainframe was replaced with a new hardware platform. Because the district's custom programs could not run on the new hardware (and because the district decided to migrate to off-the-shelf software packages), a new software system called the Comprehensive Information Management for Schools III (CIMS) was installed for financial and human resources functions. However, CIMS does not have the capability of tracking applications electronically. Thus, principals can no longer review applications on-line, but rather must come to the Human Resources Department to review applications that are maintained in files. The reader should refer to Section 7 where this issue is discussed at length.

Five Percent of District Teachers Are Out-of-Field

If a principal is unable to fill a teaching position with a certified teacher in the appropriate field, the principal can either use a substitute to cover the position until a teacher is found or make use of a Florida law that establishes provisions to use "out-of-field" teachers. Florida law requires that a teacher teaching out-of-field must complete six semester hours of coursework each year he/she is teaching out-of-field. Of the 4,101 teachers teaching in Brevard County School District, approximately 215 or approximately 5.2 percent are currently teaching out-of-field.

The district hires anywhere from 250 to 350 teachers each year. The district was unable to provide data showing the number of teaching vacancies that existed at the end of the 1997-98 school year, those that existed at the beginning of this school year, or data that indicated vacancies at any particular time of the year. The inability to provide these numbers stems from the district's lack of an electronic position control system to track positions. Since the district changed over to CIMS, human resources staff have been unable to track positions electronically. MGT confirmed with several staff in the central office that, because of CIMS, they cannot accurately tell the number of district vacancies at any particular point in time. This issue will be discussed further in Section 7.

Recruiting Practices Could Be Improved

The district could improve its recruiting practices. The district does not currently have a formal written recruiting plan or a coordinator overseeing recruitment activities. Until July 1992, the Human Resources Department had a staff member assigned to oversee recruitment activities. That position was eliminated; since then, the Assistant Superintendent for Human Resources has assumed this responsibility in addition to many other duties. The Assistant Superintendent fulfills this responsibility with assistance from administrative staff in Human Resources, members of the Minority Advisory Committee, and school principals; all participate in recruitment efforts.

The district does not have a written plan in place that specifies the process used in determining who will attend a job fair or recruitment effort. No plan was evidenced that indicated what trips would be taken, who was in charge, who would attend, the objective of the trip, and what was hoped to be accomplished. Thus, the recruiting process is largely hit-or-miss. As districts vie more and more for highly qualified candidates, compete against the private sector, and find more of their teaching workforce retiring, recruitment plans with specific objectives and goals will become very important.

While the district does not have a written recruitment plan, the Human Resources Department has developed various documents and reports supporting recruitment efforts. These include:

- specific certifications required of the recruiter;
- guidelines for issuing pre-contract binders (official written offer of employment and upon acceptance of the offer, the applicant is guaranteed a position);
- forms to prepare for the recruitment trip outlining materials that must accompany the recruiter;
- a recruiter orientation checklist of items to discuss with the prospective candidate;
- an interview schedule form;
- a rating sheet for interviewing a prospective candidate;
- a recruiter debriefing form; and
- a recruitment trip report.

The department issues several reports at the end of each school year that describe the results of recruitment efforts. For instance, one such report lists the pre-contract binders that were offered and, another provides a list of colleges visited and job fairs attended.

To handle the duties of recruiting, the district has budgeted a recruiting specialist position for the 1999-2000 school year. Filling this position should result in improved recruiting practices for the district.

The District Has Completed a Major Overhaul of All Job Descriptions

As of June 15, 1999, job descriptions for all district positions had been revised, updated, and reformatted. The revision process was a three-year cycle resulting from an equity audit based on the Florida Education Equity Act which states:

The district should review the physical requirements and activities listed in all job descriptions and eliminate all requirements that are not essential functions as required by Section 504:104.12, and ADA: 1630.2(m) and (n).

The format of the revised job description is shown in Exhibit 11-7. The exhibit describes both the content of the job description and the job description supplement.⁴ The district will continue to update job descriptions on a three-year cycle with particular groups of employee job descriptions updated each year.

⁴ A supplement to a job description describes the machines, tools, and equipment that will be required of the employee in the performance of the job. The physical requirements (sedentary, light, medium, heavy work) and activity (sitting, climbing, bending, twisting, reaching) are also described in the supplement as well as working conditions such as outdoor, indoors, cold, heat, noise, hazards.

Exhibit 11-7

Revised Job Descriptions Contain More Job Specific Information and Include Supplement Job Description Content

Job Description Content	Supplement Job Description Content
<p>Header:</p> <ul style="list-style-type: none"> • Title: • Reports to: • Supervisor’s Superior: • Supervises: • Pay Grade: • Job Code: • Overtime Status: • Date (developed or revised): 	<p>Header:</p> <ul style="list-style-type: none"> • Job Title: • School/Department: • Grade:
<p>Main Body:</p> <ul style="list-style-type: none"> • Job Goal: • Qualifications: • Knowledge, Skills and Abilities: • Performance Responsibilities: Essential Functions: • Performance Responsibilities: Other Duties & Responsibilities • Physical Demands (from supplement): • Work Environment: (from supplement): • Terms of Employment: • Evaluation: 	<p>Main Body:</p> <ul style="list-style-type: none"> • Machines, Tools, Equipment: Machines, Tools, Equipment, Electronic Devices, and Vehicles, Etc. used in this position. • Physical Requirements: Describes physical conditions of this position. • Physical Activity: Physical activities with or without accommodations for disabilities of this position. Specify the percent of a typical day involved in each applicable activity and note on the line next to that activity. • Working Conditions: Conditions the worker will be subject to in this position with out without accommodations for disabilities. Indicate all that apply to the position. Please note that there can be more than one condition.
<p>Footer:</p> <ul style="list-style-type: none"> • Board Action: • Annual Review: 	<p>Footer:</p> <p>Prepared by:</p> <p>Approved by:</p> <p>Work Location Name:</p> <p>Telephone Number:</p> <p>Human Resources Review:</p> <p>Date:</p>

Source: Brevard County School District Job Description, 1999.

Brevard County School Board Has an Equal Opportunity Policy

The intent of the school district is to ensure that competent and qualified people are hired to carry out the mission of the district regardless of race, religion, age, gender, ethnic background, marital status, age or handicap. The equal opportunity policy adopted by the board (6Gx5-4.16) is printed on many of the district’s publications to affirm its commitment to the policy. The policy states:

It is the policy of the SCHOOL BOARD OF BREVARD COUNTY not to discriminate against employees or applicants for employment on the basis of race, color, religion, sex, national origin, marital status, age, or handicap. Sexual harassment is a form of employee misconduct, which undermines the integrity of the employment relationship, and is prohibited. This policy shall apply to recruitment, employment, transfers, compensation, and other terms and conditions of employment.

District Employees Are Required to Undergo Background Checks

As required by state law, the district requires all new employees to be fingerprinted and to undergo a background security check. When an individual applies for employment, he/she must complete a section on the employment application attesting that he/she has not been arrested, convicted or found guilty of a criminal offense. Upon being hired, the employee is fingerprinted by staff in the Office of Public Safety. Fingerprints are sent to the Florida Department of Law Enforcement (FDLE) for state processing and to the Federal Bureau of Investigation for federal processing. District employees who had not been fingerprinted prior to the 1995 state law were fingerprinted in 1996 and 1997 in compliance with Section 231.02 of the Florida Statutes. The Office of Public Safety also conducts investigations, in concert with local law enforcement agencies. The employee bears the cost (\$39) for fingerprinting.

Brevard County School District is a drug-free workplace and as such, applicants selected for hire must submit to a drug test screening. The policy, number 6Gx5-7.12, adopted in 1994, states that applicants, as a condition of employment, must be drug tested to be eligible for employment by the district. If the applicant tests positive, the applicant is not eligible again for employment by the district for one year from the date of the test. Applicants are referred to board-approved, independent, certified laboratories to be tested. Applicants may not begin working for the district until the results of their drug test are obtained. The cost to the applicant is \$25.

Recommendations

- *The district should take immediate steps to implement an automated applicant tracking system.*
- *The district should develop and implement a formal written recruitment plan to guide its efforts to recruit teachers, administrators, and support staff. This plan should include:*
 - *a mission statement and goals;*
 - *measurable objectives of the recruitment efforts;*
 - *needs assessment;*
 - *analysis and evaluation of past efforts;*
 - *detailed budget;*
 - *strategies for attracting teachers to the Brevard County School District; and*
 - *procedures for recruiting personnel for key administrative positions and support staff positions.*

2 The district bases employee compensation on the market value of services provided.

The district annually assesses its salaries to determine if they are similar to that of other school districts and to private and public agencies. The district compares its salaries to most of its peer districts to determine similarities. Adjustments are then made to salaries based on available funding. Cost of living indices are considered in the development of the district's compensation package.

The District Documents Its Employee Salaries in Writing Based on Job Descriptions of Services Provided

Job descriptions, which outline duties and responsibilities of a job and detail the skills and knowledge of the person performing the job, serve as a bases for determining the pay that will be administered for a particular job. The district uses the job description to support a variety of personnel-related activities, including defining training needs, posting vacancies, promotions, transfers, and job evaluations. The Human Resources Department maintains job descriptions for every job position in the district. Annual contracts and forms used for reclassifications, transfers, and appointments preserve salary decisions in writing.

Employees who belong to either of the two bargaining units have their salaries negotiated between the school board and the bargaining units- the Brevard Federation of Teachers (BFT) and Local 1010 of the AFL-CIO. The BFT negotiates salaries and supplemental pay for teachers, counselors, librarians and other instructional specialists. Local 1010 negotiates salaries for classified employees such as clerical (some), custodial, financial/accounting, food service, maintenance/construction/ trade, mechanical, printing, and transportation. Salary schedules for each of the bargaining units are documented in the union agreements.

Salary schedules document wages and salaries to be paid to non-bargaining employees based on the responsibilities and duties of that employee's particular job.⁵ To determine the salary of a non-bargaining employee, the district uses a point factor system for evaluating a position. Basically, the system assigns a numerical value to each of 10 factors that impact effective and efficient job performance, such as knowledge required, leadership skills, decision making, critical thinking, communication, mission, orientation, professional growth, and achievement. Once a numerical value has been calculated, it is cross-referenced to an appropriate pay grade on the non-bargaining salary schedule.

The District Conducts Annual Salary Surveys

The Human Resources Compensation and Benefits Office conducts salary surveys annually to determine if Brevard County School District's salaries are comparable to the private and public sectors.⁶ Certain jobs are benchmarked and used for the survey.

⁵ Non-bargaining employees include administrators, specialists, programmers, foremen, auditors, buyers, secretaries, specific classification of clerks, and cafeteria managers.

⁶ Some of the agencies (public and private sector groups) include: Brevard County, Board of County Commissioners; Counties of Hillsborough, Lake, Marion, Okeechobee, Orange; City of Cocoa, Orlando, Melbourne, Palm Bay, Rockledge, Titusville; School districts of Flagler, Hillsborough, Indian River, Lake, Marion, Martin, Okeechobee, Orange, Osceola, Pinellas, Polk, Seminole, St. Lucie, Sumter; Harris Corporation; Johnson Controls, Inc.; Lockheed Martin; Northrup Grumman; Rockwell Collines; and Walt Disney World Company.

In the survey, the district asks the selected private and public schools to provide copies of salary schedules for professional and administrative staff as well as information on the school's most recent salary adjustments. Surveys requesting salary data for benchmarked positions such as specific directors, internal auditor, buyer, payroll clerk, cafeteria manager, food service intern, data base manager, systems analyst, and senior computer programmer are also made annually. Survey results are analyzed and comparisons made between Brevard salaries and those districts and private sector agencies that responded to the survey. The 1997-98 survey was sent to 28 agencies that included large employers, public and private, profit and not-for-profit agencies in East Central Florida. Of those surveyed, 19 agencies responded. Many private agencies do not respond because of confidentiality and competitiveness. The last survey report was prepared for analysis in May of 1999.

As shown later in the chapter (Section 9), the district's minimum salaries for many of the benchmarked positions are lower than comparison entities. District average annualized salaries for many of the benchmarked positions are also lower than the comparison entities.

Salary Adjustments to Employee Salaries Are Determined By District Cost of Living Indices and Available Funding

The board must approve salary adjustments, which are contingent upon available funding. All requests and recommendations, with necessary forms and justifications, are processed through the Human Resources Department. Adjustments to bargaining unit salary schedules are negotiated with the appropriate labor unions. Salary adjustments for non-bargaining employees are developed by the district's salary committee, recommended to the Superintendent, and then submitted to the school board for approval.

A history of salary adjustments for teachers, Local 1010 members, and non-bargaining employees for the past 10 years (1988-89 through 1997-98) is shown in Exhibit 11-8. The inflation rate for each of those years is also shown. The percent increase given to teachers has kept pace with the inflation rate in all years with the exception of 1997 (0.2% less), 1995 (1.0% less), and 1992 (0.5% less) and in five of the 10 years has exceeded the inflation rate. Local 1010 members received a salary increase that exceeded the rate of inflation in five of the last 10 years and equaled it in one of them. Non-bargaining employees received a salary increase that exceeded the rate of inflation in just two of the 10 years.

Teachers, members of Local 1010, and non-bargaining employees all received salary adjustments for the 1998-99 school year of 3.40 percent. Available funding for such adjustments is at the discretion of the board and determined through the districtwide budgeting process.

Exhibit 11-8

While District Bargaining Unit Salary Adjustments Have Generally Exceeded Inflation, Non-Bargaining Adjustments Have Not

Year	Inflation Rate	Teachers		Local 1010 Members		Non-Bargaining Employees	
		Percent Salary Increase	Salary Increase <, =, > Inflation Rate	Percent Salary Increase	Salary Increase <, =, > Inflation Rate	Percent Salary Increase	Salary Increase <, =, > Inflation Rate
1988-89	4.6%	8.0%	>	8.0%	>	7.3%	>
1989-90	4.6%	8.0%	>	6.2%	>	7.1%	>
1990-91	6.1%	6.1%	=	6.1%	=	6.0%	<
1991-92	3.1%	3.1%	=	3.7%	>	3.0%	<
1992-93	2.9%	2.4%	<	2.5%	<	2.2%	<
1993-94	2.7%	3.0%	>	2.3%	<	2.4%	<
1994-95	2.7%	5.0%	>	3.5%	>	2.5%	<
1995-96	2.5%	1.5%	<	0.0%	<	0.0%	<
1996-97	3.3%	4.0%	>	4.6%	>	2.6%	<
1997-98	2.2% ⁷	2.0%	<	2.0%	<	2.0%	<
Total	34.7%	43.1%	>	38.9%	>	35.1%	>
10-Year Average	3.5%	4.3%	>	3.9%	>	3.5%	=

Source: Brevard County School District and the U.S. Department of Labor-Consumer Price Index

District Salaries On Average Are Comparable With Peer Districts

Teacher Salaries

In general, Brevard County School District average salaries are comparable to average salaries in the peer districts. Exhibit 11-9 illustrates the average salaries of district teachers compared with average salaries of teachers in the peer districts for the 1997-98 school year (the most recent year for which figures are available). The average salary of a Brevard teacher is comparable to three of the five peer districts. However, Seminole and Lee County teachers average \$4,146 and \$3,817 more than Brevard.

⁷ CPI increase for 12 months ended August 1997.

Exhibit 11-9

Brevard Teacher Average Salaries Are Generally Comparable With Peer Districts⁸

District	Average Salary	Ranking Within Peer Districts
Brevard	\$31,267	4
Lee	\$35,084	2
Orange	\$31,676	3
Polk	\$31,186	5
Seminole	\$35,413	1
Volusia	\$31,071	6
Peer Average	\$32,886	

Source: The Florida Teaching Profession-NEA and the Florida Education Association, *Teacher Compensation Data*, 1997-98.

The salaries of teachers with no experience, with 10 years of experience, and at maximum are shown in Exhibit 11-10. In comparison to its peers, Brevard ranks in the middle at every level of experience. For each degree type, at each experience level, Brevard offers either the second or third lowest salaries among the peers. Also, for each degree type, at each experience level, Brevard offers salaries just slightly below the average of its peers.

⁸ Comparing average salaries across districts can be misleading if allowances are not made for certain difference, such as the number of people in the category being averaged, the longevity of the employees in the category, and the specific duties of the category class. Major disparities between salary figures reported by two districts can often be explained by any or all of these factors.

Exhibit 11-10

1997-98 Salaries of Brevard Teachers Are Somewhat Below the Middle of the Peer Districts at all Experience Levels

District	BA/BS	Peer Rank	MA/MS	Peer Rank	Ph.D.	Peer Rank
Beginning:						
Brevard	\$24,000	4	\$26,185	4	\$27,810	5
Lee	\$25,769	1	\$28,069	1	\$30,769	2
Orange	\$24,700	2	\$26,950	3	\$29,250	4
Polk	\$23,000	6	\$24,695	6	\$25,545	6
Seminole	\$23,214	5	\$26,000	5	\$30,962	1
Volusia	\$24,346	3	\$26,972	2	\$29,760	3
Peer Average	\$24,206		\$26,537		\$29,257	
10 Years of Experience:						
Brevard	\$28,113	4	\$30,298	4	\$31,923	4
Lee	\$30,728	1	\$33,028	2	\$35,728	2
Orange	\$27,989	5	\$30,239	5	\$30,539	5
Polk	\$26,685	6	\$28,380	6	\$29,230	6
Seminole	\$30,703	2	\$33,709	1	\$37,742	1
Volusia	\$29,625	3	\$32,522	3	\$34,950	3
Peer Average	\$29,146		\$31,576		\$33,638	
Maximum:						
Brevard	\$39,573	4	\$41,758	4	\$43,383	5
Lee	\$43,659	1	\$45,959	1	\$48,659	2
Orange	\$39,821	3	\$42,071	3	\$44,371	3
Polk	\$39,400	5	\$41,095	6	\$41,945	6
Seminole	\$41,309	2	\$44,888	2	\$48,857	1
Volusia	\$38,280	6	\$41,300	5	\$44,000	4
Peer Average	\$40,494		\$43,063		\$45,566	

Source: Florida School Labor Relations Services, May 1998.

Support Salaries

Exhibit 11-11 shows the minimum and maximum hourly salaries for three support staff positions - custodians, bus drivers, and secretaries. The minimum hourly salaries of Brevard County School District custodians and secretaries rank about in the middle of its peer districts, while bus driver minimum hourly salaries are somewhat below the middle. Even so, all three of Brevard's minimum wages are greater than the peer average wage.

However, Brevard's maximum hourly salaries rank at or near the bottom of its peer districts. The maximum hourly wage for Brevard's custodians is almost \$1.50 less per hour than the highest paying peer

district, its bus driver maximum wage is nearly \$2.50 less, and its secretary maximum wage is almost \$4.50 less. All three of Brevard’s maximum wages are less than the peer average.

Exhibit 11-11

Brevard Custodian, Bus Driver, and Secretary⁹ Hourly Wages Are Comparable to the Peer Districts for Minimum But Not for Maximum Hourly Wages

Districts	Minimum Salary (per hour)	Peer Rank	Maximum Salary (per hour)	Peer Rank
Custodian:				
Brevard	\$6.80	3	\$ 9.83	5
Lee	\$6.42	4	\$10.28	3
Orange	\$6.00	6	\$10.29	2
Polk	\$7.20	1	\$ 9.91	4
Seminole	\$6.95	2	\$11.22	1
Volusia	\$6.05	5	\$ 9.18	6
Peer Average	\$6.52		\$10.18	
Bus Driver:				
Brevard	\$7.80	4	\$11.13	5
Lee	\$8.35	2	\$13.44	2
Orange	n/a		n/a	
Polk	\$8.00	3	\$13.25	3
Seminole	\$8.72	1	\$13.57	1
Volusia	\$7.47	5	\$11.71	4
Peer Average	\$8.14		\$12.99	
Secretary:				
Brevard	\$7.50	3	\$10.73	6
Lee	\$8.45	1	\$13.54	2
Orange	\$7.46	4	\$11.12	5
Polk	\$6.67	5	\$15.19	1
Seminole	\$8.05	2	\$12.08	3
Volusia	\$5.87	6	\$11.86	4
Peer Average	\$7.30		\$12.76	

Source: *Educational Support Personnel Wage Report, 1997-98, Florida Teaching Profession-NEA.*

3 The district uses a comprehensive staff development program to increase productivity and achieve district priorities.

The district’s overall staff development program is focused and comprehensive. The program is tied to overall district goals and priorities. In-service activities planned by the Office of Staff Development offer many opportunities designed to enhance and augment the skills, attitudes, and knowledge of staff. Needs assessments and evaluation procedures are part of the district’s program.

⁹ Only secretaries represented by Local 1010 are included in this analysis. Nonbargaining secretaries are not included.

A Director oversees a staff of seven committed to providing a broad range of staff development activities to the employees of the district.¹⁰ While the district supports a Brevard County Induction Program for new teachers, little is done in the way of districtwide orientation for other new employees. Programs for support staff are not as well developed as the majority of staff development efforts are designed for instructional staff. However, the district is making headway towards providing like programs for support employees. Orientation for substitute teachers is dependent upon what the individual schools provide; currently, no mandatory district training is provided to substitutes.

The District Has a Comprehensive Staff Development Program

The district's first five-year strategic plan covering school years 1992-93 to 1996-97 included strategies for developing and implementing a staff development program to support the district's mission. The three objectives of the staff development plan included offering staff development opportunities on a five-year cycle for professional growth and lifelong learning for all participants, making use of all available human and materials resources in the delivery of staff development activities, and providing the communication necessary to implement an exemplary staff development program. Each of these objectives included action plans for fulfilling the objectives. A new district strategic plan is now in place which includes board priorities and objectives which will be updated annually over the next five years.

Some of the objectives being met by the staff development office include:

- using school developed planning guides, needs assessments, and school improvement plans to coordinate specific training opportunities for individual schools;
- collaborating with the University of Central Florida (UCF) and other institutions of higher learning in providing experiences for interns, courses for certification and certificate renewal, and workshops for pre-service teachers;
- seeking input from as many representative groups as possible when developing staff development activities;
- providing an orientation of the staff development plan to building in-service representatives at the beginning of each school year;
- publishing staff development offerings through newsletters; and
- incorporating legislative changes into the instructional performance appraisal system.

The programs designed by the Office of Staff Development are focused to assist staff in achieving the overall goals and priorities of the district's strategic plan. Individual schools that provide in-service programs have tied those programs to their school improvement plans. For school year 1999-2000, the district will design in-service workshops for instructional improvement based on the needs of schools as indicated by student achievement. Training programs will reflect new program implementation, changes in existing programs, and training needs identified by school advisory councils. Each district school is required to submit to the in-service planning committee for approval an in-service planning guide identifying the top five school-wide training needs.

¹⁰ Two of the staff members in the Office of Staff Development are associated with the Management Training Institute (MTI). The MTI is a consortium of 12 districts making up one of the five regions in the state to train administrators and teachers. MTI originally existed as a separate office in Human Resources with its own Director and staff of three. However, in the past year funding for MTI was cut by the state and now the only staff remaining are a Technical Assistant and MTI trainer which are now part of the office of Staff Development. The institute is being funded by grant money and a carry over of funds from the previous school year.

To meet state statutes, Florida school districts must develop a comprehensive program of staff development with a master in-service plan to guide the program. The Brevard County Master In-service Plan fulfills this requirement and serves as a handbook for personnel who are responsible for planning, implementing, and evaluating the Brevard County staff development program. The in-service plan also serves as a handbook on professional growth activities that have been developed in accordance with state guidelines.

The in-service plan includes a synopsis of Florida statutes and State Board of Education rules as they apply to staff development, procedures for program objectives, management strategies, fund allocations, and needs assessment. Evaluation data, in-service forms, and an alphabetical listing of master in-service components are contained in the master plan. The plan is updated regularly and was last revised in July 1998.

The District Provides Opportunities for Employees to Attend Professional Workshops and Training Activities

The district provides opportunities for employees to participate in professional workshops and training activities. In addition to providing school-based in-service programs to meet identified priorities, the district offers several add-on-certification programs such as ESOL (English for Speakers of Other Languages), middle grades, gifted, and athletic coaching. In addition, the district collaborates with educators and community groups to provide in-service activities for teachers and with institutions of higher education to provide college course work.

Courses offered and designed by the district have a general objective tied to the course. Specific objectives are accomplished upon completion of the course. For each course offered, the course coordinator, the component number, the maximum points that can be earned, the general and specific objectives, and course activities are stated in the course outline.

Employees may attend professional workshops by using professional leave time. The leave must be approved by the employee's immediate supervisor who decides whether attendance at the workshop is justified. The employee must submit an *Individual In-Service Request* form to Staff Development to receive in-service points for the activity in which he/she participated. For a conference/workshop, an agenda of the activity with dates and times of sessions must be included, along with a written summary of the knowledge that was gained.

Brevard County School District permits teachers from outside the district to register free-of-charge for any course/workshop the district offers as long as there are seats available; district teachers are given first priority to attend. Teachers from private schools and other school districts can take advantage of these workshops if their school does not have the ability or capacity to offer the same type of professional development workshops or courses. Also, teachers who are not employed often take advantage of these workshops to stay current with certification requirements in the event they return to the classroom in the future.

Depending upon the classes offered, as many as 25 out-of-Brevard district teachers have signed up for workshops offered during any one in-service. For instance, in September 1998, 25 non-district teachers signed up for eight different courses.

Training Programs in the District Are Based on Needs Identified through Personnel Evaluations and Input from Employees and Their Supervisors.

District documents attest to the district’s provision of training programs that are based on needs identified through personnel evaluations and input from employees and their supervisors. The Staff Development Office has developed a “needs assessment” survey for instructional and support staff that is conducted annually. From the survey and its results, professional development offerings are developed for both building level and district level in-service programs.

Teachers and support staff responding to the 1998 Training Needs Assessment Survey identified 57 and 31 areas of need, respectively. The top five training needs expressed by the 3,433 instructional staff and 1,367 support staff in the 1998 survey that was provided to every employee are shown in Exhibit 11-12.

Exhibit 11-12

Teacher and Support Staff Identified Five Top Priorities in the 1998 Training Needs Assessment Survey

Teachers		Support Staff	
Training Area	Percent Responding	Training Area	Percent Responding
• Internet Instruction	66%	• CPR Training	66%
• Computerized Record Keeping	62%	• Dealing with Difficult People	58%
• Digital Extensions: (cameras, scanner, video disc, data display projects)	60%	• CPI “Day 1” Training	54%
• Electronic Assessment Portfolios	59%	• Informal Group Meetings	55%
• Power Point	58%	• Stress Management	53%

Source: 1998 Training Needs Assessment Survey.

When offerings were examined for districtwide in-service days held in September 1998 and February 1999, four out of these five top training areas were offered to both teachers and support staff. The exceptions were Electronic Assessment Portfolios for teachers and Informal Group Meetings for support staff. Approximately 67 workshops were offered at the in-service day in September 1998 for instructional staff and approximately five for support staff, and in February 1999, 111 for instructional staff and nine for support staff.

The district’s Professional Development Council also helps to guide the district’s professional development system to achieve district and school-level improvement goals. Teachers, principals, supervisory district staff, administrators, support personnel, university personnel, school board members and parents are represented on the council. Additionally, professional staff in the Office of Staff Development review every personnel evaluation each year when they are returned to Human Resources. A tally is made of the suggestions for improvement provided by an employee’s supervisor. These comments, depending upon the nature of the comment and the number of times a similar comment is made, are then taken into consideration in planning staff development activities for the next school year. Also, at the school level, the personnel evaluations are taken into consideration by the principal and the school advisory council in planning in-service activities at the school level.

Staff Development Has Increased Offerings to Meet the Needs of Support Staff

The district has increased its staff development offerings to meet the needs of support staff. In previous years, support staff members have not been offered as much in the way of districtwide in-service workshops or courses as instructional staff. The opportunities were much more limited as evidenced upon review of the offerings. Training for bus drivers and food service workers has always been provided by the respective departments. Training for secretaries has been provided by human resources.

Efforts are being made to increase offerings for support staff. For instance, a professional development opportunity was offered this year to non-instructional staff in public speaking training. At no cost to the participant, the training has been ongoing since January. In addition, the district offered twice as many workshops to support staff on the February in-service day than it did on the previous in-service day held in September. Courses offered in September included conflict resolution, crisis prevention and intervention, cardiopulmonary resuscitation and a technology course on the spreadsheet program Excel. In February, additional courses were added such as workshops on asthma, first aid, and customer service. Mandatory customer service training is being given to more than 160 plant operations and maintenance personnel. To further assist support staff in obtaining training, Staff Development will offer a 30-hour training series during the summer after school is out. The training series will include learning styles, brain and behavior, multiple intelligences, and thinking skills for support staff. Support staff also can attend training offered to all employees in computer technology and leadership development.

The Office of Staff Development also supports the continued training of support staff through approving funds for outside training opportunities. In the past year the Director of Staff Development approved the use of staff development funds for:

- quantity foods classes offered to new cooks and bakers;
- the annual DOE driver safety meeting for school transportation personnel; and
- the Florida Association of Educational Office Professionals conference for district clerical staff.

Training Is Not Provided to District Substitute Teachers

While the district has approximately 3,000 individuals available to substitute for classroom teachers, substitute teachers do not receive any mandatory training or orientation other than what is provided at the school in which they teach. Since there were some 18,000 teacher absences reported in the 1997-98 school year (see Exhibit 11-19), the district should seek to fill these slots with reliable and well-trained substitutes. Having substitutes that are able to plan and present a lesson, manage discipline and remain on task is invaluable to the district, but not always attainable when substitutes have not been in a classroom or have not been trained. Orientation and training of substitutes is highly desirable. Of the districts reviewed by this consultant, some type of orientation, if not training, has been provided for substitutes. In Lee, Orange, Polk, Seminole, and Volusia counties (Brevard's peer districts) substitutes are offered or are required to attend some type of training. Exhibit 11-13 shows which districts require training for substitutes and which districts offer it.

Exhibit 11-13

Brevard's Peer Districts Provide Either Mandatory or Optional Training for Teacher Substitutes

District	Training Provided
Brevard	No training required. Orientation provided at the school level. Optional exceptional student education training provided in previous years.
Lee	Mandatory training workshop. Substitute must have at least 60 hours of college credit.
Orange	Training is offered but is optional. Pay is increased by 10 percent if the substitute signs-up for training. Cost to the substitute is \$32.90.
Polk	Training is offered but is optional.
Seminole	Mandatory training which is offered the last Monday of each month. All substitutes are required to hold a teaching certificate.
Volusia	One day training session required.

Source: MGT interviews with peer districts.

The district is seeking to address the need for substitute teacher training in the 1999-2000 school year. It has requested funds for a District Substitute Employment Coordinator position. This position will facilitate the implementation of and maintain the new Substitute Employee Management System. This position would also be responsible for training district instructional substitutes and district non-instructional substitutes.

Orientation Varies Based on Personnel Category

The district does not provide the same type of orientation for all newly hired personnel. The district's yearlong Brevard County Induction Program (BCIP) informs new instructional staff of applicable procedures, training and career opportunities, federal and state program requirements, professional standards, and expected instructional practices. Trained mentors are assigned to new teachers. The mentor is required to observe the teacher twice during the year, assist with the teacher's professional development plan, and provide other assistance as needed.

Another orientation is held for administrative personnel called CB101 (Collective Bargaining Workshop). All new administrative personnel were required to attend in Fall 1998, but the workshop is not currently scheduled to be repeated. The workshop covered collective bargaining in general, the specific language in current district procedures, and the grievance process.

However, the district does not have a similar orientation program for other types of new hires. For these staff, training is limited to information on district benefits and whatever orientation they are provided when they join departments or schools. The district does not provide any guidelines for orientation at the departmental or school level. Whether the new hire is given information on applicable procedures, performance expectations, training and career opportunities, or federal and state program requirements is left up to the individual departments or schools.

The District Collects Data to Evaluate the Effectiveness of Program Offerings and Learning of In-Service Participants

The district, in the spring of 1998 designed an evaluation program to provide procedures to determine the effectiveness of in-service activities provided to employees and the impact of training provided to teachers

on student performance. Up to this time no data were collected and routinely used to determine whether a staff development activity adequately prepared participants to implement the skills and knowledge gained from training nor were any data collected to determine the impact of staff development on student performance.

The Office of Staff Development designed instruments to collect data to rate staff development activities in terms of trainee satisfaction and the acquisition of skills and knowledge. Another mechanism used to collect data on the implementation of the knowledge and skills gained through the in-service activity is an implementation log that records exactly what the trainee is able to do with the training received. Another instrument used to evaluate staff development activities ties the training received to changes observed in a teacher's classroom as a result of the implementation of skills provided in the training.

A variety of instruments in addition to the ones mentioned above evaluate in-service activities. All of these instruments help the staff development staff to assess whether the activity provided is effective. The Office of Staff Development also annually reviews objectives in the district's Strategic Plan to determine if long-term training objectives are being met.

The designer of an in-service activity can specify the method that will be used to evaluate the learning of in-service participants. Methods used to demonstrate the increased competency of the participant can include:

- a written examination;
- a passing grade from a college or university;
- written summary and analysis of the benefits of the activity as they relate to student achievement or job performance;
- proficiency in a selected activity;
- submission of lesson plans which reflect implementation of targeted objectives; or
- a lesson taught using the concepts learned.

A survey of 500 randomly selected teachers is conducted each year to evaluate the effectiveness of the in-service programs offered during the school year. Some of the results that were reported in the 1998 survey include:

- 64% - attended from one to three in-service sessions during the school year;
- 23% – attended state and national conferences, or both;
- 67% – received information from the in-service activity that they could use with students;
- 96% – learned from the in-service activity;
- 76% – attended in-service as a professional growth experience;
- 96% – attended their first choice of in-service sessions; and
- 75% – indicated that a presenter from the district was as effective as an outside consultant.

District Maintains In-Service Records on All Personnel

Professional staff members earn in-service points for attending staff development activities. In-service points are maintained electronically on professional staff members in the district. A personnel records clerk in the Office of Staff Development records the points once written verification of course or workshop and points awarded are received from the instructor of the workshop or course. The number of points awarded is based upon the number of contact hours in training. The instrument used to evaluate the activity and participant must accompany the instructor's request for points for workshop/course participants. If a test is administered at the end of the in-service activity, the participant must achieve an 80 percent or higher score to receive points.

All district employees' in-service records are entered and maintained by the Office of Staff Development. Certificated employees use in-service points for recertification. Non-certificated employees may use their in-service records to verify pay-for-performance requirements or to document personal and professional growth.

The current in-service recordkeeping system is in a state of transition. The MIS department is in the process of assisting the Office of Staff Development with this transition. The conversion to CIMS has had a major impact on how the Office of Staff Development serves schools. Prior to CIMS, all schools and departments could access in-service records and information. This access is now limited to three computers, thus limiting service capabilities. The MIS department is developing additional programming that will significantly enhance staff development's service to school, departments, and employees and again allow districtwide access to in-service records.

Recommendation

- *While the district generally has a well organized, planned, and delivered staff development program, there are some areas that need attention. These areas include orientation for new staff members, increased training and staff development offerings for support staff, and orientation and training for substitute teachers. Thus, the district should:*
 - *develop and implement a comprehensive orientation package for all district employees that clearly communicates the role of district employees in achieving desired outcomes and performance expectations;*
 - *increase efforts to provide in-service programs to support personnel by developing a written plan with goals, objectives, and procedures that will be used to guide the activities; and*
 - *develop and require orientation and training to new substitute teachers prior to allowing them to substitute.*

4 The district does not communicate personnel expectations to each employee or elicit feedback for improvements.

Brevard County School District employees are informed of district expectations through job descriptions, the appraisal system used to evaluate their performance, and expectations communicated by their individual supervisors. Other district publications, such as union agreements, communicate expectations to various groups of employees. However, the district does not have an employee handbook that describes personnel policies, employee rights and responsibilities, work requirements, grievance procedures, staff development

activities, the appraisal system, and compensation policies. Also, the district does not solicit feedback from staff on how to improve operations.

The District Generally Provides Written Job Information to Staff

The district provides staff with information related to personnel expectations in several ways. When a prospective employee applies for a position within the district, the vacancy posting announces what is expected of that employee. When hired, the employee receives a job description that outlines the responsibilities and duties of the position. Further, the new hire receives a copy of the appraisal instrument used, along with orientation of its use.

Each school in the district maintains either a teacher manual or an employee manual that provides the employee with information specific to that school. These manuals provide information about district and local school policies, working hours, emergency procedures, school and district forms, attendance guidelines, grading policies, and employee evaluations. Dependent upon the school, the manuals are either distributed to all employees or to teachers only.

The agreements between the school board and the Brevard Federation of Teachers (BFT) and the International Brotherhood of Painters and Allied Trades (Local 1010 of the AFL-CIO) also provide in writing what is expected of its members and the employer. These agreements provide its members with information and documentation related to the rights of employees on topics such as promotions, seniority, layoffs, grievances, vacations, life insurance, overtime, in-service training, all specific to the particular labor group. Non-bargaining employees do not receive any specific employee handbook.

The District Does Not Currently Have an Employee Handbook

The district does not have an employee handbook. Currently, a new employee is provided with an array of publications about insurance, retirement, workers' compensation, sexual harassment, bloodborne pathogens, and paid holidays. If the new employee is a member of one of the two bargaining units, a copy of the agreement with the school board is also provided that details employee rights specific to the particular labor group.

The Department of Human Resources, however, is in the process of developing an employee handbook. A steering committee composed of staff from the offices of Staff Development, Instructional Employment, and Support Staff Employment in Human Resources – no staff from outside the Human Resources Department are included -- is developing the handbook. In February, the committee surveyed a randomly selected group of employees to determine whether employees had received appropriate and timely orientation when they were hired, the type of orientation and information they received, and whether they thought a handbook for new employees would be helpful. Sixty (60) percent of those responding agreed that a handbook would be helpful. The handbook will include suggestions made by employees who responded to the survey on items related to the district's code of ethics, general personnel policies, the school calendar, important phone numbers, and staff development information. The handbook is scheduled to be distributed August 1999.

The District Can Improve its Efforts to Solicit Feedback from Staff

Principals and teachers identified a tendency within the district for district staff and the board to practice one-way communication. That is, directives and initiatives are often begun at the district level, and school site staff find themselves trying to decide whether the new directive means that they can abandon a

previous initiative that dealt with similar issues. In MGT's survey of school administrators and teachers, 51 percent of teachers stated that the district does not ensure adequate input from teachers and staff, as did 18 percent of principals and assistant principals (see Appendix A for further information on the MGT survey).

The solution to this concern would be for the district to set periodic opportunities for staff to provide feedback and input into issues and proposals that are likely to affect the schools. One tool that could be useful for providing routine feedback is expanding e-mail capability to all instructional staff, a goal that should be reached in the next six months. Because instructional staff are typically occupied during most of the workday with classroom activities, e-mail provides a means whereby staff can communicate effectively with district staff.

Recommendations

- *The district should complete the development of an employee handbook no later than August 1999. This handbook should clearly communicate personnel expectations and should include:*
 - *district's mission statement*
 - *district goals*
 - *code of ethics*
 - *information about the school district and the county in general*
 - *names of school board members, Superintendent, and key administrators*
 - *important phone numbers*
 - *school calendar*
 - *general personnel policies*
 - *district expectations*
 - *employee responsibilities and rights*
 - *general working requirements (work days, leave requirements, holidays, etc.)*
 - *personnel evaluations and the appraisal system*
 - *grievance procedures*
 - *compensation policies*
 - *staff development*
- *The district should establish periodic opportunities and avenues for staff to provide input into issues and proposals that are likely to affect employees at the school site.*
- *Action Plan 11-1 provides the steps needed to implement these recommendations.*

Action Plan 11-1

Develop an Employee Handbook and Improve Efforts to Solicit Feedback

Recommendation 1	
Strategy	Develop and distribute an Employee Handbook to all employees that will provide general and specific information about the district.
Action Needed	<p>Finish developing the Employee Handbook already in progress and add recommended sections to the handbook.</p> <p>Step 1: Meet to consider above recommended information and sections to add to handbook.</p> <p>Step 2: Decide which items to include in handbook and how it will be bound.</p> <p>Step 3: Compile handbook and submit to the Human Resources directors and the Assistant Superintendent of Human Resources for approval.</p> <p>Step 4: Distribute the handbook to program leaders throughout the district to solicit their feedback.</p> <p>Step 5: Incorporate suggestions for improvement.</p> <p>Step 6: Submit the handbook to the Superintendent for approval.</p> <p>Step 7: Distribute the handbook to all employees.</p> <p>Step 8: As soon as possible, the Employee Handbook should be available on the district's Intranet for easy access by all employees.</p>
Who Is Responsible	Steering Committee composed of representatives from Staff Development, Instructional Employment, and Support Staff Employment in the Department of Human Resources.
Time Frame	August 1999
Fiscal Impact	The recommendation can be implemented with existing resources.
Recommendation 2	
Strategy	Provide opportunities for staff to give input into issues and proposals that are likely to affect employees at the school site.
Action Needed	<p>Step 1: Complete work of providing e-mail access to all instructional staff.</p> <p>Step 2: As issues and proposals are raised in the district that are likely to affect employees, provide an electronic discussion forum via the district's intranet or via e-mail to appropriate persons in the central office.</p>
Who Is Responsible	Office of Community Involvement.
Time Frame	December 1999
Fiscal Impact	The recommendation can be implemented with existing resources.

5 The district formally evaluates employees to improve performance and productivity.

The district has in place a process whereby all district employees are formally evaluated. Written procedures direct the evaluation of instructional employees through a system known as the Instructional Personnel Performance Appraisal System. The new Leadership Performance Appraisal System guides administrative, professional, and supervisory personnel in leadership positions through the appraisal process. Both of these systems have measures and standards that relate to the performance of the employee. All employees are required to be evaluated at least once a year and the district trains persons to conduct these evaluations.

As part of the appraisal system, the district requires that suggestions for improvement be part of the evaluation process, and if a disciplinary concern is noted, it is defined in writing and due process ensured. While the district has terminated poorly performing teachers, the process can take several years; only a few have been terminated annually to date, but the numbers are increasing.

The District Has A System That Guides Efforts to Improve the Performance of Its Employees

The district has written procedures for the evaluation of the performance of instructional and non-instructional personnel. All employees are formally evaluated at least once a year. As required by state law, the Brevard County School District has tied student achievement to its performance evaluations. Districts were given until July 1998 to incorporate this requirement into their appraisal system. The deadline was later revised and extended through the 1998-99 school year. The district's appraisal system was recently fully approved by the Department of Education; all requirements and conditions established by the State of Florida have been met. Data and indicators of student performance are used as a part of the evaluation of instructional personnel. Teachers are monitored on how they use assessment strategies for student performance, which may come from nine-week student progress reports, interim progress reports, or teachers' grade books.

The comment sections of all evaluation instruments are provided for specific feedback and comments about an employee's performance. If an employee's performance falls in either the unsatisfactory or needs improvement category, a written notice must be submitted to the employee, a conference held, a written assistance plan provided, and a specific and reasonable period of time given to correct deficiencies. If an unsatisfactory is given to an instructional employee, a Professional Development Plan must be provided to the employee. Specific strategies, suggestions, and /or improvements in the areas are noted as deficient.

If management determines that dismissal of an employee may be necessary, specific due process must be followed. A written notice is provided to the employee that states that specific deficiencies, if not corrected, could lead to dismissal. The deficiencies are explained fully and suggestions given to correct the deficiencies. A written description of assistance is offered, and a written, specified timeframe is provided to correct the deficiencies.

New legislation now requires school districts to evaluate administrators and supervisors on how they evaluate instructional personnel. To ensure that assessment criteria and evaluation procedures have been used effectively by the evaluator, performance appraisals are to be reviewed. If an evaluation is not completed properly or is not submitted on time, a less than effective rating may be given to the evaluator.

The process used in the evaluation of instructional personnel is laid out in the *Instructional Personnel Performance Appraisal System (IPPAS)* which clearly details the orientation, observation, performance ratings, professional development, career counseling, employee coaching, evaluator training, and professional performance standards. The appraisal system uses data and indicators of student performance as part of the evaluation of instructional personnel.

The *Leadership Performance Appraisal System (LPAS)* is designed to improve and support leadership competencies of administrative, professional, and supervisory personnel. The system evaluates all levels of leadership within the district from supervisors to administrators with the purpose of improving and enhancing leadership competencies. The evaluation of principals/assistant principals includes several components of student performance, including test scores and attendance. The School Accountability Plan, described in detail in Chapter 4.0, reviews such things as students' test scores, and is a factor in the principal/assistant principals's evaluation.

The Office of Staff Development monitors the evaluation process and is responsible for ensuring that all employees are evaluated. A letter is mailed in early winter to all supervisory staff notifying them as to when the appraisals must be completed and returned to the Human Resources Department. All employee appraisals for the current school year (1998-99) have been returned to Human Resources. The Staff Development office provided the consultant with documentation that showed evaluations had been conducted and the appraisals were returned to their office. Documentation of prior years was also provided but this was the first year that all appraisals were returned to Staff Development complete and on-time. To further substantiate that appraisals were conducted, the consultant verified the presence of completed appraisals in all of the 30 randomly selected personnel files.

The district requires that all personnel receive a printed copy of the assessment instrument at the beginning of the school year. Instructional staff members are apprised of the personnel performance appraisal system at an orientation scheduled during pre-planning days or immediately following employment. The principal is responsible for conducting the orientation and a teacher at each school is trained in the performance appraisal system to assist when needed. Records are maintained at the school level indicating attendance at these orientation sessions.

Staff Members Are Trained To Conduct Personnel Evaluations

The district provides training to all persons conducting personnel evaluations. This training is part of the new Leadership Performance Appraisal System (LPAS), the Instructional Personnel Performance Appraisal System (IPPAS), and the Support Personnel Performance Appraisal System (SPPAS). The purposes of these systems is to develop, improve, and enhance leadership competencies in administrative, professional, and supervisory personnel and enhance and improve performance areas in instructional and support personnel. The system enables evaluators to:

- develop of a positive attitude toward personnel performance appraisal;
- outline the conceptual basis for the system;
- ensure proper use of the assessment criteria and procedures;
- examine procedures as they relate to various categories of instructional personnel;
and
- provide techniques for developing an understanding of assessment criteria and procedures.

Overview and training sessions for all performance appraisal systems were held during August and September 1998 for Deputy/Associate/Assistant and Area Superintendents, directors, principals, assistant

principals, and anyone else who has a responsibility to evaluate administrators, instructional, and support personnel. The training will be provided each year to ensure consistency and fairness in the performance appraisal processes.

The District Has Not Traditionally Terminated Poor Performing School Administrators or Teachers

The district has traditionally been slow and hesitant in terminating principals for poor performance. At the present time, one principal has received a “needs to improve” rating. School administrators are less likely to be terminated than teachers because they are usually hired from within the system and have proven track records.

District staff indicated that for about a 10-year period prior to the arrival of the current Superintendent in 1994 very few teachers were terminated for poor performance. The process to terminate was rarely initiated as past boards and superintendents were thought to be unsympathetic and non-supportive. This has changed in recent years, but the process to terminate a teacher for poor performance is still slow and may take up to two years. In the past three years, seven teachers have been terminated. District staff indicated during interviews that in recent school years, out of the total number of teachers in the district, two or three teachers have been rated “*unsatisfactory*” and 100 or less have received ratings of “*needs to improve*.”

Two pieces of state legislation have impacted the ability of the district to dismiss poorly performing teachers. One provision provides for an initial 97-day probationary period where the teacher can be dismissed without cause or can resign without breaking a contract. During 1997-98, one teacher was dismissed after the initial 97-day probationary period. The other provision shortens the time period by which a teacher on a Professional Services Contract can be dismissed following a 90-day performance probationary period. New teachers that receive an unsatisfactory rating usually resign, improve, or are terminated.

6 The district does not periodically evaluate its personnel practices and adjust these practices as needed.

While the Assistant Superintendent of Human resources meets regularly with the department’s administrators to review projects undertaken by staff, to share ideas to improve efficiency and effectiveness in the department, and to set goals to develop new processes, no formal evaluation is conducted to evaluate district personnel practices. The district does compare the ethnicity of its staff to that of its students and the community, but does not monitor absenteeism and turnover rates for its teachers and district administrators.

The District’s *Strategic Plan* Includes Human Resources Elements

The district’s *Strategic Plan* includes several objectives for the 1998-99 year that concern human resources functions. They are:

- *Review job descriptions for Financial Services, Human Resources, Management Information Services, the Superintendent’s Office and School Operations for compliance with state and federal regulations as identified in the equity audit.*
- *Implement legislative changes to the instructional [personnel] performance appraisal system.*

- *Continue to address the inequities that exist in the nonbargaining salary schedule.*
- *Develop and implement a Pay for Performance plan for nonbargaining employees incorporating the competencies identified in the Human Resources Management & Development Program.*
- *Implement the Employee Management System component of the CIMS Payroll/Department of Human Resources Services (HRMD) [Human Resources Management & Development] database to include applicant tracking, appointments, reclassification/transfers, and position control.*
- *Secure approval for and implement the HRMD plan for Brevard Public Schools.*

While these objectives are worthwhile and will contribute to a more effective human resources function, the *Strategic Plan* does not include provisions for the systematic evaluation of existing human resources functions. The successful completion of the *Strategic Plan* objectives will be reported in the district's *Management Reports*, quarterly publications that provide updates on all of the strategic plan objectives, but will not include evaluation of the outcomes associated with those objectives. The current *Strategic Plan* does not identify expected outcomes for its objectives. More on the need for improvement in the district's *Strategic Plan* is included in Chapter 3.0 of this report.

The District Does Not Formally Evaluate the Overall Efficiency and Effectiveness of Its Personnel Practices

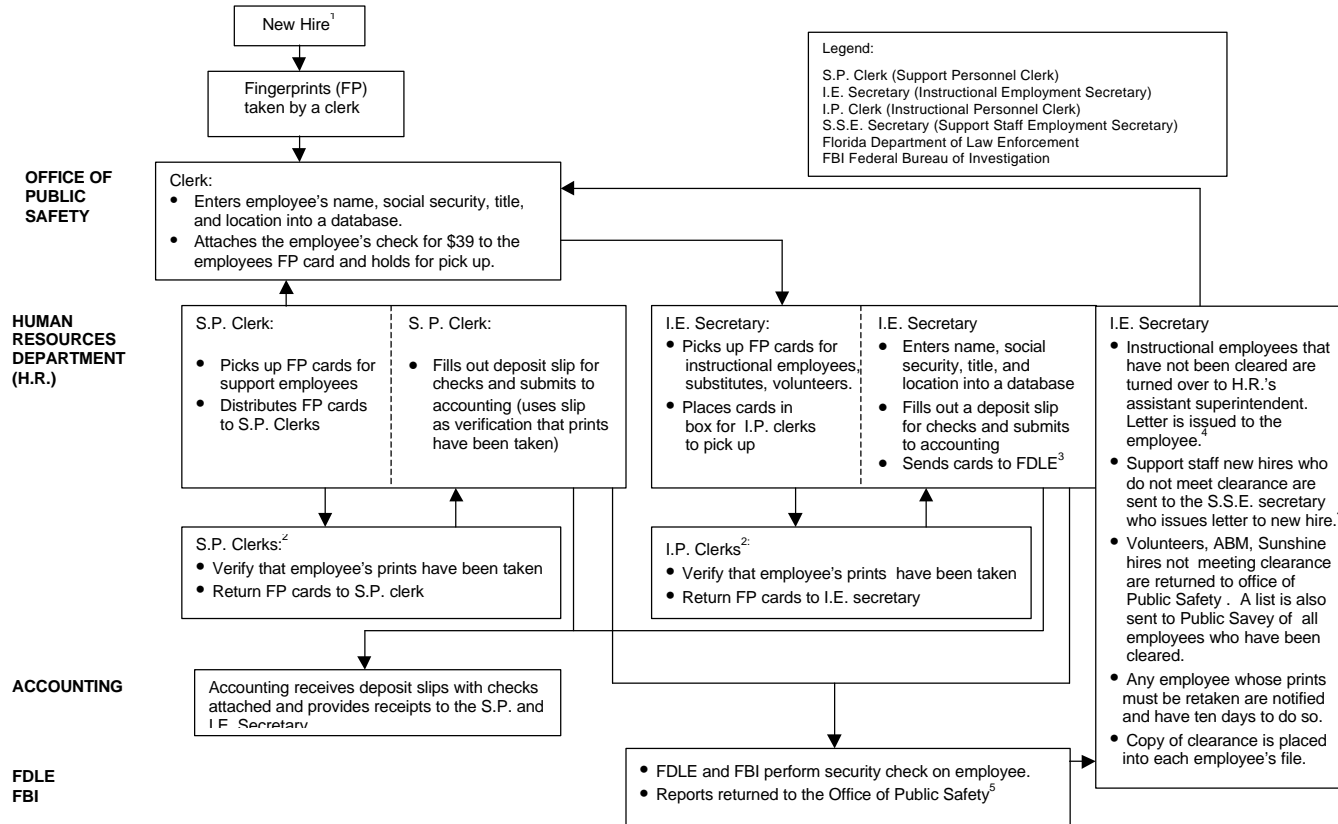
The district does not have a strategy in place to evaluate the overall efficiency and effectiveness of its personnel practices on a regular basis. However, district staff have identified and addressed specific personnel issues, such as the employee handbook, job description revisions, revision of several district manuals, and the districtwide conversion to a new computer system.

The district needs to develop a plan to periodically evaluate the efficiency and effectiveness of all its personnel practices. The plan should include goals, measurable objectives, and strategies that will be implemented to achieve the objective, who is responsible for the activity associated with the strategy, benchmarks and performance targets. The district should then make improvements to its personnel practices based on the results of the evaluation.

One area in which the district should evaluate its personnel practice is the processing, monitoring, and maintenance of fingerprint records. The process currently in place is cumbersome and inefficient. Exhibit 11-14 shows unnecessary duplication of effort. Numerous staff members are involved in this process in which responsibilities overlap and monitoring and maintaining records is unwieldy.

Exhibit 11-14

The Steps Undertaken by the District to Take, Process, and Maintain Fingerprints Records are Cumbersome and Inefficient



1 All new hires (includes volunteers, substitutes, AMB custodial workers, Sunshine food services employees with the exception of Transportation) are fingerprinted in the Office of Public Safety. Transportation new hires are fingerprinted in Transportation.

2 Instructional and Support Personnel Clerks (S.P. and I.P) are responsible for processing new employees and must verify all paperwork for new hires.

3 Print cards from Transportation are sent to the S.P. Clerk to include with other prints going to FDLE

4 A letter is sent to all instructional and support staff who have not received clearance; they are given 30 days to respond to the letter.

5 The instructional employment secretary receives all mail addressed to Public Safety. The secretary pulls out mail from FDLE and delivers the rest to Public Safety.

Source: Created by MGT of America based on interviews with Brevard staff.

District Lags Student Body in Minority Percentage

The district annually assesses the ethnicity of its staff. As shown in Exhibit 11-15, the ethnicity of the district staff differs from its students, but parallels the population in Brevard County and its employed labor force. The ethnicity of the school district staff should parallel that of its students, especially at the school sites.

Exhibit 11-15

The Brevard County School District Staff Parallels the Community But Has Fewer Minorities than the School District Student Population

Brevard County	White		Total Minority		Total	
Population ¹¹	404,445	88.3%	53,589	11.7%	458,035	100%
Employed Labor Force ¹²	188,012	88.3%	24,913	11.7%	212,925	100%
School District Staff ¹³	6,321	88.3%	836	11.7%	7,157	100%
School District Students ¹⁴	53,922	78.6%	14,710	21.4%	68,638	100%

Sources: Brevard County Data, Small Business Administration.

When ethnicity is broken down for both district employees and students, the data reveal that the district is lacking in employees of all minorities. As Exhibit 11-16 shows, the situation is most acute for African Americans, who make up 14.3 percent of the student body, but only 8.9 percent of employees.

Exhibit 11-16

District Staff is Lacking in All Minorities When Compared to Students

Employee Category	White		African American		Hispanic American		Other Minority		Total Minority		Grand Total
Employees	6,321	88.3%	638	8.9%	156	2.2%	42	0.5%	836	11.7%	7,157
Students	53,922	78.6%	9,802	14.3%	2,684	3.9%	2,224	3.2%	14,710	21.4%	68,638

Sources: Employee Data- Department of Education, *Staff in Florida's Public Schools*, 1997-98 Student Data-Membership in Florida's Public Schools, 1997-98.

District Has Focused Recruiting Efforts on Attracting Minorities

The district employs approximately 300 new teachers at the beginning of each year. Efforts to hire minority teachers among these 300 have intensified in the past few years as the school population of minority students has increased. In 1997-98, 7.4 percent of the district's classroom teachers were minorities while 21.4 percent of the student body was minority. As far back as 1986-87, an Advisory

¹¹ April 1, 1998 Florida Department of Labor Estimation based on 1990 Census.

¹² Estimation based on Employed Labor Force of December 1997.

¹³ Employee Data: Florida Department of Education, *Staff in Florida's Public Schools*, Fall 1998.

¹⁴ Student Data: Membership in Florida's Public Schools, Fall 1998.

Committee on Minority Recruitment was created to examine ways in which more minority teachers might be encouraged to come to teach in Brevard County. The committee’s major thrust has been to retain minority teachers and recruit minority teachers and administrators.

The district has made some worthy efforts to attract minorities to the district. However, as in other school districts, the same minorities are being recruited by private and public industries that offer more incentives and higher salaries. Exhibit 11-17 provides a list of schools and jobs fairs attended in the 1997-98 school year including the total number of interviews that were conducted, of those the total number of minorities that were interviewed, and the total number of minorities strongly recommended.

Exhibit 11-17

The District Has Made Efforts to Recruit Minorities in 1997-98

College or Job Fair	Total Number of Interviews	Number of Minorities Interviewed	Number of Minorities Strongly Recommended¹⁵
University of Central Florida Orlando, FL	Spoke with 105 students on three separate visits	N/A	2
Rollins College Interns Rockledge, FL	Spoke with 22 students on two separate visits		
Florida Fund for Minority Teachers, Inc. Miami, FL	20	20	3
1998 Career Showcase University of Memphis Memphis, TN	21	14	5
North Alabama College Placement Day Huntsville, AL	12	6	3
Brevard '98 Job Fair (non-instructional) Melbourne, FL	No information available		
Kentucky Teachers Network Lexington, KY	38	7	1
Louisiana Trip (Lafayette, Baton Rouge Hammond, New Orleans)	58	37	19
Talladega College Talladega, AL	0	0	0
National Multicultural Job Expo San Marcos, TX	16	6	1
Grambling State University Grambling, LA	8	8	3
South Carolina State University Orangeburg, SC	14	14	4
Great Florida Teach-In University of Florida Gainesville, FL	34	6	1
Grand Total	348	118	42

Source: Human Resources Department, Brevard County School District, 1997-98.

¹⁵ All highly recommended minority candidates were offered pre-contract binders (official written offer of employment).

In an effort to increase and retain minority employees, the district has developed several methods and strategies. Some of these methods and strategies include:

- An Advisory Committee on Minority Recruitment develops strategies and methods to recruit and retain minority teachers and other staff in the district. The nine-member committee composed of minority principals, teachers, and community representatives also seeks ways to increase the number of minority administrators in the schools.
- A recruitment video is being revised and updated to distribute to college placement offices and historically black colleges.
- Recruitment brochures aimed specifically at minorities have been developed.

Three other methods and strategies the district is using to recruit qualified candidates, including minorities include:

- The design and implementation of an internet home page.
- A “grow your own” program called *Career Opportunity Program for Support Personnel* -- currently providing support in the form of tuition and books to support employees who would like to enter the teaching field. This program is open to any district support personnel regardless of race and ethnicity. Thirty-two (32) support employees applied for the program in the fall of the current school year. Three (two African Americans and one white) were chosen for the program. Four thousand dollars has been budgeted for the program with a request to increase these funds to \$5,000 for the coming school year. Those enrolled in the program must sign an agreement to teach in the district for three years upon receiving their teaching degree or reimburse the district for the funds expended.
- A \$1,000 one-time supplement for a beginning teacher and a reimbursement for personal travel expenses for applicants from their home to Brevard County for the purpose of reporting to work.

Due to these efforts to recruit minority staff, there has been an overall increase in minority representation over the past three years (1995-96, 1996-97, and 1997-98) for all classifications of staff (administrative, instructional, and support), with the exception of African Americans, which has decreased overall by five percent. However, the number of African American classroom teachers has increased by four percent over the past three years. Hispanic classroom teachers have increased by 33 percent. The number of Asian classroom teachers has almost doubled in these years from a total of nine to 15 and the number of American Indian classroom teachers has doubled from two to four. Hispanic and Asian support staff have also increased by 73 percent and 14 percent, respectively. See Exhibit 11-18 for further details.

Exhibit 11-18

Minority Staff Increased from 1995-96 through 1997-98

Category	African American			Hispanic			Asian			Native American		
	95-96	96-97	97-98	95-96	96-97	97-98	95-96	96-97	97-98	95-96	96-97	97-98
Administrative	27	25	25	3	3	3	1	1	1	0	0	0
All Instructional	210	217	218	50	66	68	10	15	16	3	5	6
Classroom Teachers	189	196	197	49	63	65	9	14	15	2	4	4
Support Staff	432	418	395	49	54	85	14	13	16	7	6	3
Total Staff ¹⁶	669	660	638	102	123	156	25	29	33	10	11	9

Source: *Profiles of Florida Districts*, 1995-96, 1996-97, and 1997-98.

Instructional Staff and School Administrators are Appropriately Certified

The Human Resources Department verifies that instructional staff and administrators are properly certified or licensed and that they have met appropriate requirements. Once the office receives notice from the principal that a teacher is recommended for hire, personnel staff members review instructional staff credentials in accordance with state guidelines. References are checked and an official transcript of the new hire is placed on file. A certification specialist in the department checks to see that the applicant has an appropriate major and is qualified to teach.

The Human Resources Department also notifies a teacher when his/her certificate is up for renewal. To be recertified, a teacher must complete six semester hours of coursework or earn 120 in-service points (or a combination of the two). Renewals of five-year certificates can be processed on-line directly to the Florida Department of Education, which issues the renewed certificate to the teacher. The Human Resources Department tracks in-service points electronically and verifies that the number of in-service points has been earned over the five years.

District Has Not Compared Absenteeism and Turnover Rates to Other Districts

The district could not demonstrate whether its absentee and turnover rates are similar or dissimilar to comparable school districts, other government agencies, or private industry. These statistics are important for the district to identify types of positions that may have absenteeism and turnover problems. The reasons why teachers leave the district is of particular importance in retaining qualified teachers.

The total number of teachers absent from duty last school year and for the current year are reported in Exhibit 11-19. Absences due to sickness and personal reasons increased slightly from 1997-98 to 1998-99.

¹⁶ Total Staff – administrative, instructional, and support.

Exhibit 11-19

Per Teacher Absences for Personal Reasons Increased Slightly This Year

Reasons for Absence	1997-98		1998-99 ¹⁷	
	Number Absences	Per Teacher	Number Absences	Per Teacher
Sick	11,810	3.12	12,621	3.26
Family/Medical Leave Act	97	0.03	98	0.03
Illness in the Line of Duty	52	0.01	159	0.04
Jury	214	0.06	231	0.06
Military	97	0.03	97	0.03
Personal	5,001	1.32	6,000	1.55
Professional	1,162	0.31	1,201	0.31
Other	83	0.02	0	0.00
Total for the Year	18,516	4.88	20,407	5.26

Source: Department of Information Systems, Brevard County School District.

While the district does not track teacher and administrator absences to compare with peer districts, the Florida Department of Education (DOE) collects these data. As shown in Exhibit 11-20, Brevard teachers are absent on average approximately 6.2 days per year, a lower number of absences than in any of its peer districts.¹⁸

¹⁷ The district provided data for the first seven months of the 1998-99 school year (July 1, 1998 through March 31, 1999). The total yearly absences shown in the exhibit for each category in 1998-99 were calculated in the following manner. The number provided by the Department of MIS/DP for 1998-99 was divided by seven (number of months) to find an average number of absences per month per category. This number was then multiplied by five (the remaining five months) to find a total for each of the categories. The reader must keep in mind that the resulting numbers are estimated.

¹⁸ These figures for Brevard teachers do not agree with the figures provided in Exhibit 11-20. MGT has reviewed both sets of figures with district staff and DOE staff but cannot determine the reason for the disparity in them.

Exhibit 11-20

Brevard Teachers on Average Are Absent Less Than Any of the Peer Districts¹⁹

District	Per Teacher				Total Absences
	Personal Leave	Sick Leave	Temporary Duty	Other	
Brevard	1.6	4.4	0.0	0.1	6.2
Lee	1.5	4.6	3.2	0.2	9.4
Orange	2.0	4.8	0.0	0.3	7.2
Polk	0.1	7.0	0.0	0.0	7.1
Seminole	0.9	5.1	1.5	0.2	7.2
Volusia	2.0	5.3	0.1	1.2	8.6
Average without Brevard	1.3	5.4	1.0	0.4	7.9

Source: Florida Department of Education, 1997-98 school year.

As shown in Exhibit 11-21, Brevard administrators are absent on average approximately 14.3 days per year, approximately six days less than the average of its peer districts. District administrators on average are on sick leave less than any of the peer districts – averaging about 1.6 days a year. District administrators also take less personal leave than any of the other districts with the exception of Polk which shows no personal leave days.

Exhibit 11-21

Brevard Administrators are Absent Far Less Than Any of the Peer Districts

District	Per Administrator				Total Absences
	Personal Leave	Sick Leave	Temporary Duty	Other	
Brevard	0.4	1.6	0.0	12.3	14.3
Lee	1.1	2.4	2.7	19.1	25.1
Orange	1.3	3.5	4.2	14.3	23.3
Polk	0.0	4.2	0.0	14.2	18.4
Seminole	0.7	2.6	1.5	15.9	19.7
Volusia	1.9	3.5	0.1	12.5	18.0
Average without Brevard	1.0	3.2	1.7	15.2	20.9

Source: Florida Department of Education, 1997-98 school year.

¹⁹ These figures for Brevard teachers do not agree with the figures provided in Exhibit 11-19. MGT has reviewed both sets of figures with district staff and DOE staff but cannot determine the reason for the disparity in them.

The teacher turnover rate for Brevard County School District is shown in Exhibit 11-22. Overall, teacher turnover declined from 1995-96 to 1997-98.

Exhibit 11-22

Teacher Turnover Rate Declined from 1995-96 to 1997-98

Reasons for Leaving the District	Teacher Terminations 1995-96	Teacher Terminations 1996-97	Teacher Terminations 1997-98
Contract Expired ²⁰	111	98	74
Death	5	3	7
Dismissal Due to Findings by Board Related to Charges	2	9	1
Reason Not Known ²¹	70	78	55
Resignation for Employment in Education In Florida	0	5	47
Resignation for Employment in Education Out of Florida	0	3	29
Resignation for Employment Outside of Education	26	10	20
Resignation for Other Personal Reasons	152	55	101
Retirement	94	106	93
Staff Reduction	0	0	0
Total Terminations	460	367	427
Total Teachers	3,729	3,799	3,791
Teacher Turnover	12.3%	9.7%	11.3%

Source: Department of Information Systems, Brevard County School District and *Profiles of Florida Districts, Student and Staff Data*, 1995-96, 1996-97, and 1997-98.

Human Resources Could Reduce the Number of Support Staff and Not Affect Its Efficiency in Delivering Services to District Employees

As part of evaluating its personnel practices, the Human Resources Department should review the number of staff in the department. For example, an evaluation of the efficiency and effectiveness of Human Resources staff should consider staff work loads and services provided. When applicable, comparisons should be made with personnel departments of peer districts.

One of Brevard’s peer districts (Polk County) has a Department of Human Resources with a staff of 32 which is 13 less than Brevard although it provides services to almost 2,000 more employees. Volusia has

²⁰ Non-renewal of an annual contract, usually due to poor performance of the teacher (mostly beginning teachers).

²¹ Reasons for the teacher’s departure from the district are not known.

28 staff members in its human resources department, 17 less than Brevard, although it provides services to 600 more employees. Lee has 32 staff members in its personnel department or one for every 193 full-time employees. In contrast, Brevard has one human resources staff member for every 159 full-time employees. Thus, reducing staff in Brevard’s Human Resources Department should be considered.

For example, the department should consider reducing personnel recruitment clerk positions. Currently, three personnel recruitment clerks serve as receptionists at the front counter of the department. Their responsibilities include: receiving employment applications and filing them; maintaining the job line; and distributing and processing “for hire” notices. Although these responsibilities are important to the functioning of the department, they can be handled by one personnel recruitment clerk, with assistance as needed from other human resources staff. This is particularly true due to the decentralized hiring process used by the district.

Recommendations

- *The district should develop and implement a formal plan to periodically evaluate the efficiency and effectiveness of district personnel practices.*
- *The fingerprinting process should be restructured to reduce the duplication of efforts, the number of staff for which responsibilities overlap, and the cumbersome maintenance of records.*
- *The district should compare absenteeism and turnover rates of Brevard County School District employees to staff in its peer districts.*
- *Two of the three personnel recruitment clerk positions should be eliminated.*
- *Action Plan 11-2 provides the steps needed to implement these recommendations.*

Action Plan 11-2

Periodically Evaluate Personnel Practices

Recommendation 1	
Strategy	Evaluate the efficiency and effectiveness of the district’s personnel practices.
Action Needed	<p>Step 1: Develop methodology to periodically (every three years) evaluate personnel practices in the Department of Human Resources along with districtwide personnel practices. Goals, objectives, standards, and benchmarks should be developed to assess the effectiveness and efficiency of the office and its personnel practices.</p> <p>Step 2: Evaluate the Human Resources Department according to the goals, objectives, standards, and benchmarks developed.</p> <p>Step 3: Produce and provide a report of the results of the evaluation to the Assistant Superintendent for Human Resources and personnel staff.</p> <p>Step 4: Use the results to develop goals and strategies to improve the efficiency and effectiveness of the Human Resources Department.</p>
Who Is Responsible	Assistant Superintendent and the five directors of the Department of Human Resources, with technical assistance from the Office of Testing, Evaluation, and Accountability.
Time Frame	December 1999 and every three years.

Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 2	
Strategy	Restructure the process used in fingerprinting new hires for employment, the monitoring of the fingerprints, and the maintenance of records to improve the efficiency of the entire process.
Action Needed	<p>Step 1: Place the entire process of fingerprinting with the Office of Public Safety. This process would include:</p> <ul style="list-style-type: none"> • taking the fingerprints; • entering a record of each new hire into a security database which would record date of prints taken and when cleared; • depositing checks with accounting; • sending prints off to the FDLE; • monitoring the security clearances when returned; • entering clearance into database of new hires; • sending lists of new hires who have passed clearance to the instructional and support staff personnel clerks; • relaying records from FDLE of new hires (other than ABM, Sunshine, and volunteers)²² who did not pass clearance to the Assistant Superintendent of Human Resources; and • sending letters to new hires that need to have their prints retaken. <p>Step 2: The Assistant Superintendent of Human Resources sends letters to those new hires that did not pass clearance using the same process as currently is in place.</p> <p>Step 3: The public safety database of those new hires should be placed on-line and available as “read only” to personnel clerks, directors of human resources, the Assistant Superintendent of Human Resources, and other district staff identified with a “need to know.”</p>
Who Is Responsible	The Superintendent is responsible for making the organizational change. The Director of Public Safety and the Assistant Superintendent of Human Resources are responsible for implementing the new process.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 3	
Strategy	Develop annual reports to identify the absenteeism and turnover rates for teachers and compare Brevard County to its peer districts.

²² “ABM” refers to custodial employees for which the district contracts through ABM, a private custodial services company. “Sunshine” refers to temporary employees for which the district contracts through Sunshine Staffing Services. “Volunteer” refers to individuals who seek to volunteer in the schools. The results of fingerprinting for these three classes are handled outside the Office of Public Safety and the Human Resources Department. Problems with ABM and Sunshine fingerprint results are referred back to the private companies; problems with volunteer fingerprint results are referred to the Office of Community Involvement.

Action Needed	<p>Step 1: Have the MIS department produce monthly reports of absences so Human Resources staff can study and assess absences over time (months in which most of the absences occur and possible reasons) and study the costs of bringing in teacher substitutes.</p> <p>Step 2: Have the MIS department compile an annual report on the number of teachers who leave the district in a school year.</p> <p>Step 3: Compare absenteeism and turnover rates to Brevard's peer districts annually.</p> <p>Step 4: Develop conclusions, possible ways to reduce absenteeism, and produce a report to the Assistant Superintendent of Human Resources at the end of the school year.</p> <p>Step 5: Develop conclusions, possible ways to reduce turnover and produce a report at the end of the school year.</p>
Who Is Responsible	MIS Director and the directors of support staff employment and instructional employment.
Time Frame	June 2000
Fiscal Impact	This recommendation can be implemented with existing resources.

Recommendation 4

Strategy	Reduce the number of personnel recruitment clerks serving as receptionists from three to one. In times of heavy activity in the department, temporary staff should be hired to assist.
Action Needed	<p>Step 1: Eliminate two front desk staff positions in the Department of Human Resources by attrition or reassignment.</p> <p>Step 2: Once the positions have been eliminated, the duties associated with these positions should be reassigned to the remaining recruitment clerk.</p> <p>Step 3: In heavy activity periods, temporary help should be hired to assist the recruitment clerk.</p>
Who Is Responsible	Assistant Superintendent of Human Resources.
Time Frame	September 1999
Fiscal Impact	The elimination of two personnel recruitment clerks will save the district \$49,154. This figure is based on an annual salary of a recruitment clerk of \$18,479 plus benefits of \$6,098 times two for a total savings of \$49,154

7 The district does not have an automated personnel record-keeping system that adequately and proficiently maintains employee data.

While the district is adequately maintaining hard copy records of documents pertaining to employees, the district's human resources automated personnel management system is ineffective and unproductive. As a result of a districtwide change in software systems two years ago, the district does not have a sufficient automated record-keeping system. However, the district does maintain personnel records timely, in accordance to state statutes.

Personnel Record Files Are Maintained in Accordance with State Statutes and Are Accessible and Complete

The district's *Personnel File Procedures* details the policies and procedures that must be followed in maintaining personnel record files according to Florida Statutes 231.291 and School Board Policy 6G5-7.01(14). Official record files of active employees that contain the employee's application, contract, resume, transcripts, and other such documents are maintained in the Human Resources Department. Inactive employee files are microfilmed by the district's MIS Department and stored in archives.

District personnel files are accessible and complete. The personnel folders are maintained on shelves in a large room within the Human Resources Department adjacent to the personnel records clerks' modules. A small office next to the records room is used for review of folders by those making the appropriate request.

While conducting fieldwork, MGT examined 40 randomly selected employee record files (an equal number from each category of employees) to determine their upkeep, completeness, and if the files were kept up-to-date. The files were in compliance with the Florida Statutes and district policy. The files contained proper documentation and included the employee's annual appraisal. Documentation placed in the files was up-to-date.

The Automated System That Human Resources Uses for Personnel Transactions is Inadequate and Insufficient

The district's current system for automating personnel records is not adequate. When applicants are hired by the district, paperwork is sent to the Human Resources Department to be processed. Personnel record clerks set up electronic files for new hires that contain personnel information, including:

- basic information - name, address, phone, birth date, ethnicity, work location, pay location and assignment, hire date, employment date, marital status;
- payroll information - exemptions, direct deposit, base salary, working hours, contract period;
- academic information – institution codes, degrees, major/minor;
- category code – bargaining unit, contracts, type contract; and
- certificate information.

The electronic files can then be accessed by payroll clerks to issue payroll checks. The personnel records clerks make entries into the system on an ongoing basis. All transfers, promotions, resignations, and terminations are processed through Human Resources for access by the payroll clerks who issue the payroll and who depend on these records being accurate so that correct payroll checks are issued.

District No Longer Has an Automated Personnel Record-Keeping System

Prior to 1997, the district had an automated personnel record-keeping system that ran smoothly. Up until that time, the district maintained student, personnel, and payroll data on its own mainframe. Then, in 1996, the district replaced the mainframe with a new hardware platform, the IBM AS/400. At the same time, the district selected new software for all computerized functions, including human resources. The software package selected for both financial and human resources was the Comprehensive Information Management Systems (CIMS), which was to be phased in over a two-year period. The Finance Department began using

the CIMS financial package in June 1996; the Human Resources Department began using the CIMS personnel applications a year later, in June 1997.

The Automation Needs of the Human Resources Department Have Not Been Met

Although expected, CIMS has not been modified to meet the district’s personnel management needs. Exhibit 11-23 details CIMS’ expected capabilities and whether these have been realized.

Exhibit 11-23

The Promised Capabilities of the CIMS System for Human Resources Management Have Not Been Realized

Promised Capability of the CIMS Systems in Relation to Human Resources Management	Has Capability Been Realized?
A mechanism to create an inventory of approved and desired positions within the district and the tracking of assignments of specific employees to those positions (position control).	NO
The ability to match qualified substitutes for absent employees.	NO
Tracking of employee history: positions held, contracts, dates assigned, pay amounts, and pay rate.	YES to a certain degree, but NO when considering the number of errors the system has created and the system’s inability to assign a payroll amount if a job code is changed.
More effective applicant control for both new applicants and current employees for upcoming positions (applicant tracking).	NO
Interfaces with Financial Management Systems and Employee Management Systems to eliminate redundant data entry	YES data entered are not redundant when referencing basic information about the employee, but NO as the system will not take certain job codes when new assignments are made; paperwork must then be sent to payroll to reenter data by closing out one record and opening another.

Source: Brevard County School District, interviews with district staff.

Thus, most needed human resource management functions have not been realized with CIMS implementation. Both position control and application tracking are not possible with CIMS. Moreover, interfacing with payroll has been plagued with problems. The problems and difficulties with CIMS implementation, and its inability to handle human resource functions are presented in Exhibit 11-24.

Exhibit 11-24

Problems Have Occurred Since CIMS Implementation

Function	Problem	Consequences of Problem
Job codes	Each position in the district has a job code. When an employee's job code changes due to a new assignment, CIMS does not automatically change the code to reflect the new assignment in accordance with payroll deadlines.	Paperwork must be sent to payroll showing new assignment job code so that payroll can close out one payroll record and enter new data in alliance with payroll deadlines.
Number of electronic screens in which data must be entered	It now takes up to 20 screens to enter data that were previously entered on one screen. It now takes at least 15 minutes to enter data that once took five minutes. System will not allow clerks to back up to a previous screen when data needs to be re-entered; personnel records clerks must page through all screens to reach desired screen.	More overtime has resulted.
Checks and balances to catch errors	The previous system allowed an end of day printout of all entries made during the day so a personnel records clerk could check work for errors. CIMS does not allow for such a function and as a result, personnel clerks must recheck their work continually so that errors do occur.	Clerks must carefully check work as they go along in order to avoid errors, which takes additional time. Clerks are concerned that errors will not be caught until later when a person's pay is affected. Major errors that have occurred thus far include employees who have been paid incorrectly and salaries that have been changed incorrectly.
Days worked	CIMS on occasion, usually at the end of the school year, reports incorrect number of days an employee worked.	Personnel clerks attempt to catch these errors when reviewing records. The potential exists for employees to receive a paycheck for an incorrect amount.
Tracking of applications	Prior to CIMS, all applications were entered into an electronic database which principals and supervisors could access for lists of applicants for particular jobs. CIMS does not have this capability; thus, applications are no longer being electronically tracked.	All applications previously on file and those that have been received since CIMS are filed alphabetically in filing cabinets at the district office. When principals or directors want to review applications for particular positions, they must search through all applications to locate applications for those positions.

Exhibit 11-24 (Continued)

Problems That Have Occurred Since the Implementation of CIMS

Function	Problem	Consequences of Problem
Tracking of applications (Continued)		To mitigate this problem, clerks enter the names and positions of current applicants into a department database so that when requests are made for applications for particular positions, the clerk can pull up those applicant names and locate the applications easily. No tracking system however exists any longer.
Manpower Control	This important district function has been plagued with problems since the inception of CIMS. According to staff, at no given time can a report be generated that accurately depicts the number of staff in specific schools and whether they have exceeded staff allotments. At the end of the school year, this function becomes particularly crucial.	Basically, staff members are attempting to track positions manually against computer generated lists. Data Processing staff members have designed a position status package that is completed. However, there is no computer interface between position status package and CIMS.
Tracking the staff member who made changes to an employee's record	Prior to CIMS, a trace file was available to track who did what to which records in case a problem arose.	No way to go back to the staff member making the entry to find out what was done and why in cases where there are problems.

Source: Interviews with staff and related documents.

Thus, to date, the anticipated capabilities of CIMS have not been realized. According to staff, CIMS itself would have to be reprogrammed in order to have the human resources modules function as needed. This would be similar to a complete redesign of CIMS.

CIMS Has Caused Significant Overtime in Human Resources

The money spent in the last three years on overtime for instructional and support personnel records clerks has been particularly high and well over the amount Human Resources has budgeted for overtime, which is \$7,650 annually. Overtime increased significantly two years ago when CIMS was installed. Due to the difficulties that have been encountered with this system (See Exhibit 11-24), more and more overtime has been incurred by personnel records clerks to meet the demands of CIMS difficulties. Exhibit 11-25 shows the hours and the estimated cost to the district in overtime hours over the past three years for the personnel records clerks. Part of the overtime cost for 1996-97 can be related to initial implementation of the CIMS system. The large increase in cost for 1997-98 can be attributed to the number of hours it took to train, learn, correct errors, and work out the quirks in the CIMS system. However, as the exhibit shows, overtime for 1998-99 has not returned to initial CIMS levels. The current level of overtime greatly exceeds the budgeted amount for human resources.

Exhibit 11-25

The Cost to the District in Overtime of Human Resources Staff Over the Past Three Years Is Excessive

Staff	1996-97		1997-98		1998-99	
	Overtime Hours	Cost	Overtime Hours	Cost	Overtime Hours	Cost
Personnel Records Clerks ²³	1,745	\$27,575	3,266	\$52,483	2,313 ²⁴	\$37,818 ²⁵

Source: Brevard County School District, Human Resources Department.

Recommendation

- *Due to the situation that the district now faces in attempting to find a solution to the ineffective human resources management system that will not interface effectively with payroll, allow for position control, or track applications, the district should investigate the following options for developing or obtaining a useful automated human resources package:*
 - 1) *modify CIMS;*
 - 2) *purchase the human resources component of TERMS;²⁶*
 - 3) *identify and purchase a third off-the-shelf human resources package; and*
 - 4) *reinstall the previous custom package or develop completely new custom programming for human resources functions.*

Because the last option represents a step backward technologically and would most likely be the lengthiest to implement, MGT does not recommend this option. The other three options all have pros and cons and should be fully explored by the district.

- *Action Plan 11-3 provides the steps necessary to implement this recommendation.*

²³ Eleven instructional and support personnel records clerks (does not include the Personnel Records Clerk who oversees processing of substitutes, or the three recruitment clerks).

²⁴ Overtime hours were only available for 1998-99 up through March 1999.

²⁵ To estimate the cost for the entire 1998-99 school year, an average cost per month was first calculated based on the number of hours reported (1,542) for an average cost per month of \$3,312 times the four remaining months in the school year. However, the estimated cost of \$37,818 may be low when one takes into consideration that four months remain in the school year, two of which are in the height of the hiring season.

²⁶ This option should be considered because several components of the TERMS software system are already in use in the district.

Action Plan 11-3

Improve Human Resources Automation

Recommendation 1	
Strategy	Develop or purchase a human resources management software package to automate critical personnel functions.
Action Needed	<p>Step 1: Form a committee of district staff from payroll, accounting, human resources, and MIS to review the following options:</p> <ul style="list-style-type: none"> • modify CIMS; • purchase the human resources component of TERMS; • identify and purchase a third off-the-shelf human resources package; and • reinstall the previous custom package or develop completely new custom programming for human resources functions. <p>Step 2: The committee should research, investigate, and consult with other districts using any of the three options. Input from all users should be considered and recommendations carefully thought out.</p> <p>Step 3: Select one of the options.</p> <p>Step 4: Purchase the selected software package and complete programming necessary to ensure it interfaces with CIMS. Once a fully automated system is in use for human resources, the overtime now seen should be greatly reduced.</p>
Who Is Responsible	MIS Director, the MIS Steering Committee, and the Assistant Superintendent of Human Resources.
Time Frame	This depends on the option selected; however a fully automated system should be implemented no later than August 2001.
Fiscal Impact	The fiscal impact of the selection of a software package that meets the needs of Human Resources is largely dependent on the specific choice of software. MGT estimates this cost to be no more than \$200,000 based on the cost already expended for the personnel management system component of CIMS. This would be a one-time cost. Balanced against that would be the annual savings in overtime costs the district will realize once it has a functional automated human resources system. MGT estimates that at least 35 percent of the current overtime is directly or indirectly attributable to problems with CIMS. Therefore, implementing a better automated system would save the district \$13,200 or more per year.

8 The district does not use cost-containment practices for its Workers’ Compensation Program.

The district does not use cost-containment practices in its Workers’ Compensation Program. The district does not evaluate worker claims and expenses, nor can the district demonstrate that its workers’ compensation expenses are comparable to other school districts.

Background

The Brevard County School District utilizes a third party administrator to manage its workers' compensation claims and expenses and its property liabilities. Gallager Bassett Services, Inc. serves as the claims administrator. The third party administrator is responsible for:

- determining the compensability of claims;
- filing the state First Report of Injury form;
- maintaining original claims forms;
- processing payments;
- establishing reserves;
- managing settlements; and
- evaluating medical care.

The district had 340 workers' compensation claims during the September 1997 through October 1998 time period. The claims resulted in a total cost of \$2,218,900. The average cost per claim was \$6,526. As shown in Exhibit 11-26, workers' compensation expenses increased from 1995-96 to 1996-97 and then decreased in 1997-98. Moreover, the paid losses²⁷ decreased steadily from 1995-96 to 1997-98. The 1997-98 paid loss of \$344,104 is the lowest loss in the last 10 years and accounts for a mere 1.6 percent of the total paid loss for the last 10 years. This is a significant positive decline.

Exhibit 11-26

Workers' Compensation Expenses Decreased Slightly in the Last School Year and Paid Losses Continued to Decrease

	School Year		
	1995-96	1996-97	1997-98
Total Expenses	\$2,878,600	\$3,015,500	\$2,218,900
Paid Loss	\$1,563,596	\$1,127,677	\$344,104

Source: Godbold, Malpere, and Company, 1998.²⁸

²⁷ This is the amount actually paid by the district for claims during periods of self-insurance.

²⁸ Godbold, Malpere, and Company serves as the district's actuarial firm.

District Not Reviewing Workers' Compensation Claims and Expenses to Identify Ways to Control Costs

Although, in past years, the district has assessed the performance and cost effectiveness of its workers' compensation third party administrator, the district has not conducted any recent reviews. This has likely been due to vacancies in key positions. The district did not have a Director of Risk Management for 6 months; this position was only recently filled. Also, of the four insurance specialists assigned to deal with employees, only one has been working full-time in the last six months. In the absence of key staff, the Risk Management Department has failed to evaluate claims and expenses related to workers' compensation outside of the third party administrators reports and Actuarial Review performed by Godbold, Malpere, and Company. However, the district is currently in the process of adding additional staff.

In addition, the Risk Management Department does not have a policies and procedures manual. A manual detailing the major responsibilities of the department would be useful to employees and facilitate continuity in program operations when vacancies occur (this is addressed in Chapter 11, page 11-7).

The risk management department should focus on examining claims involving lost work time and work restrictions and tracking progress on return to work cases in order to better control costs. A standard method of analyzing claims should be implemented and employed on a monthly basis. Some of the information that should be reviewed includes source of injury, number of injuries per cost center, and expenses per cost center. Without having more timely data and analysis, the district cannot develop plans to minimize claims and expenses.

In order to ensure that claims processed by the third party administrator are processed in accordance with the contractual agreement and that the controls used to process claims for the district are operating effectively, the district should request from the administrator a Report on the Processing of Transactions by Service Organizations as contemplated by Statements on Auditing Standards (SAS) number 70. This report would be reviewed by the Director of Risk Management and would provide district management with assurances that claims were correctly processed for the district.

Comparisons Needed to Other Districts

The district fails to compare its workers' compensation expenses to other school districts or private industry. Such comparisons are needed to ensure that the district is effectively minimizing costs associated with workers' compensation.

Recommendations

- *The district should develop procedures to ensure that workers' compensation costs are better monitored. The district should monitor lost time claims and work with claims administrators and health care providers to return employees to work. The primary goal of the district should be to minimize costs and return employees to work as soon as possible.*
- *The district should implement a system for comparing workers' compensation claim expenses to other school districts and private industry.*
- *Action Plan 11-4 provides the steps needed to implement these recommendations.*

Action Plan 11-4

Ensure That the District Implements Methods to Better Monitor Claims and Minimize Costs

Recommendation 1	
Strategy	Monitor the claims reported by the third party administrator and develop procedures to ensure that the district reviews workers' compensation claims and expenses and uses information to reduce costs associated with workers' compensation.
Action Needed	<p>Step 1: Develop procedures for evaluating the data reported by the third party administrator.</p> <p>Step 2: Record the procedures in the risk management handbook (see Chapter 12.)</p> <p>Step 3: Develop procedures for evaluating data on workers' compensation claims. The procedures should include:</p> <ul style="list-style-type: none"> - the creation of a tracking form which accounts for the movement of a claim through the workers' compensation system; - a database that allows analysis of claims to determine patterns in return to work rates; and - a standard set of tests for analyzing claims information. <p>Step 4: Add the analysis procedures to the department procedure manual.</p> <p>Step 5: Conduct annual evaluations of the data reported by the third party administrator.</p> <p>Step 6: Conduct annual reviews of data on workers' compensation claims.</p> <p>Step 7: Utilize the results of the annual reviews to assess areas in need of improvement and to identify strategies to reduce workers' compensation costs.</p>
Who Is Responsible	Director of Risk Management.
Time Frame	September 1999 and annually thereafter
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Implement a system for comparing workers' compensation claim expenses to other school districts and private industry.
Action Needed	<p>Step 1: Develop a procedure to regularly compare workers' compensation claims to those in comparable school districts and comparable private industries on at least an annual basis.</p> <p>Step 2: Add the analysis procedures to the department procedure manual</p> <p>Step 3: Compare the results for the district with other school districts and private industry to evaluate the similarities and differences.</p> <p>Step 4: Provide results of the comparisons to the board for review.</p>
Who Is Responsible	Director of Risk Management.
Time Frame	July 2000 and annually thereafter
Fiscal Impact	This can be implemented with existing resources.

9 The district regularly evaluates employee salaries and benefits.

The district regularly evaluates its salaries by comparing them to other districts, government agencies, and private industry using appropriate benchmarks that include standards from comparable school districts, government agencies, and private industry. The district provides an array of benefits to its employees such as medical, vision, dental, life, disability, and cancer insurances; tax sheltered annuities; wage deferral compensation plans; employee assistance programs; sick leave, sick leave bank, and sick leave buy back; and state retirement.

The District Regularly Evaluates Employee Salaries and Benefits Using Appropriate Benchmarks

The district regularly evaluates employee salaries and benefits by benchmarking them with comparable school districts, government agencies, and private industry (for non-bargaining positions). The administration of the salary system is the responsibility of the Office of Compensation and Benefits in Human Resources. The board, on the recommendation of the superintendent, approves salaries of employees.

Employee salaries and benefits for bargaining units are negotiated annually with representatives of the two bargaining units (BFT and Local 1010) and the board.

For non-bargaining members, the district negotiates salaries and arrives at fair and equitable pay by:

- conducting in-house salary surveys of other Florida school districts;
- consulting with governmental organizations to seek salary information;
- comparing salary increases to the consumer price index;
- using the State of Florida Department of Education Statistical Briefs and the Bureau of Labor Statistics Reports for compensation information; and
- examining other published reports such as Computer World, Educational Research Services, Educational Support Personnel Wage Report-NEA, and Compdata Surveys-Compensation Data for Florida.

As mentioned previously in this chapter, the district conducts annual salary surveys to determine if its salaries are comparable to the private and public sectors. The surveys returns are compared to district salaries for potential adjustments. The last salary survey was completed in May 1999.

The District Annually Reviews Similar Positions for Internal Equity

The district reviews internal equity on an ongoing basis. Internal equity refers to the relationship between pay for the same or similar jobs in the school system. Human Resources is responsible for evaluating equity within the system. However, any staff member can bring a potential equity problem to the attention of the Human Resources staff.

The district has formed two committees to assist in reviewing salary issues for internal equity – the Salary Committee and the Classification Committee. The Salary Committee provides recommendations to the superintendent regarding salary adjustments for non-bargaining personnel. The Classification Committee reviews recommendations from Human Resources and supervisors of affected personnel and makes recommendations to the Superintendent. The Superintendent makes recommendations to the board on all denied reclassification requests. Both committees routinely evaluate internal equity issues.

The district uses a job evaluation system to analyze and evaluate non-bargaining positions to reduce inequities in salary administration. This point factor system was described in Section 2 and basically is a system that assigns a numerical value to 10 factors that impact the effective and efficient performance of an employee such as knowledge required, leadership skills, decision making, critical thinking, communication, mission, orientation, professional growth, and achievement. Once a numerical value has been calculated it is cross-referenced to an appropriate pay grade on the non-bargaining salary schedule.

District Wages Are Generally Within Market Value of Similar Positions in Comparable School Districts and Government Agencies

As noted earlier in this chapter, the district conducts an annual salary survey to determine if the wages paid to district employees are comparable to other districts. Certain positions are benchmarked for the survey. These include six positions in Finance; two in Food Services; nine in Management Information System; six in Facilities, Plant Operations, and Maintenance; one in Transportation; and two in Human Resources.

Results of the 1998 survey for five positions are detailed in Exhibit 11-27. This exhibit compares Brevard's salaries for these five positions to its peer districts, as well as two city government agencies and one county government agency. Some categories are marked n/a for those respondents who did not respond to that part of the survey.

The average salary for payroll clerks in each of the districts/agencies in the exhibit is in the low to mid 20's with the exception of Polk County Public Schools at \$18,953. Only three districts/agencies responded when asked the wages for a cafeteria manager; Brevard pays cafeteria managers almost \$6,000 less than Orange County Public Schools. Brevard wages for network technology specialists also lag behind the comparison districts/agencies. Polk County Public Schools pays its network technology specialists on average \$36,983, about \$10,000 more than Brevard. However, Brevard pays higher wages to its project foremen than Orange County or the City of Melbourne, two neighboring agencies. Personnel Records clerks in Brevard County School District, on average, are paid less than what the other districts/agencies reported although the average wages for personnel clerks tended to be in the low 20's for all that reported.

Exhibit 11-27

Brevard Minimum Salaries are Generally Lower Than Benchmarks

Agency (# of Incumbents for Position)	Average Salary Annualized	Minimum Annual Salary	Rank of Minimum Salary
Payroll Clerk:			
Brevard County Public Schools (6)	\$ 20,566	\$17,580	4
City of Melbourne (5)	\$ 23,609	\$ 21,954	1
City of Orlando (1)		\$ 18,938	2
Seminole County Public Schools (1)		\$ 18, 543	3
Orange County Commissioners (0)			
Polk County Public Schools (4)	\$ 18,953	\$ 13,326	6
Orange County Public Schools (7)	\$ 21,673	\$ 16, 516	5
Cafeteria Manager:			
Brevard County Public Schools (48)	\$ 28,106	\$17,580	4
City of Melbourne (0)			
City of Orlando (0)			
Seminole County Public Schools (34)		\$ 24,645	1
Orange County Commissioners (0)			
Polk County Public Schools (98)		\$ 19,000	3
Orange County Public Schools (135)	\$34,086	\$23,552	2
Network Technology Specialist:			
Brevard County Public Schools (4)	\$ 26,347	\$ 23,907	4
City of Melbourne (1)		\$ 26,510	2
City of Orlando (0)			
Seminole County Public Schools (7)		\$ 29,710	1
Orange County Commissioners (0)			
Polk County Public Schools (3)	\$ 36,983		
Orange County Public Schools (25)	\$ 31,320	\$ 26,141	3
Project Foreman I:			
Brevard County Public Schools (5)	\$ 35,345	\$ 27,895	3
City of Melbourne (3)	\$ 32,874	\$ 24,686	5
City of Orlando (0)			
Seminole County Public Schools (2)		\$ 43,758	1
Orange County Commissioners (36)	\$ 29,618	\$ 25,243	4
Polk County Public Schools (9)	\$ 39,625	\$ 30,077	2
Orange County Public Schools (0)			
Personnel Records Clerk I:			
Brevard County Public Schools (18)	\$ 20,295	\$ 17,580	5
City of Melbourne (0)			
City of Orlando (1)		\$ 18,937	4
Seminole County Public Schools (5)		\$ 29,710	1
Orange County Commissioners (15)	\$ 24,216	\$ 21,339	3
Polk County Public Schools (5)	\$ 22,570	\$ 13,631	6
Orange County Public Schools (20)	\$ 21,589	\$ 21,589	2

Source: Department of Human Resources, Office of Compensation, 1998

If the district finds that Brevard salaries of benchmarked positions are within 90 percent of other district/agency salaries, the district is satisfied that they are paying salaries at market value. Before making salary adjustments for those salaries not within this range, the district makes sure that the salary being paid in other districts or agencies are for positions of comparable scope to the district position.

When adjustments are necessary, the issue is presented to the salary committee for discussion. If deemed necessary, a salary adjustment is made or the job is reclassified. Over the last three years, two positions have been reclassified.

The District’s Employee Benefits are Appropriate and Consistent with Its Peer Districts

Exhibit 11-28 provides an overview of a select group of benefits provided by the district in comparison to its five peer districts. Brevard County pays for coverage on more of the insurance offerings than the other districts.

Exhibit 11-28

The District’s Coverage of Insurance Benefits Is Comparable to Its Five Peer Districts

District	Major Medical		Dental		Vision Care		Basic Life		Long/Short Term Disability		Short Term Disability		Long Term Disability	
	D ²⁹	E ³⁰	D	E	D	E	D	E	D	E	D	E	D	E
Brevard	X			X	X		X			X	O	O	O	O
Lee	X			X		X	X		O	O		X		X
Orange	X			X		X	X		O	O		X		X
Polk		X	O	O		X	X			X		X		X
Seminole	X	X ³¹		X	O	O	X			X	X			X
Volusia	X		X	X ³²		X	X			X	O	O	O	O

Source: Florida School Boards Association, 1998 Annual Employee Benefits Survey.

²⁹ An X in “D” columns indicates district pays 100 percent or a significant percent of single employee coverage, as defined by the Florida School Boards Association. An O indicates that coverage is not offered by the district.

³⁰ An X in “E” columns indicates employee pays 100 percent or a significant percent of single employee coverage.

³¹ District and Employee paid.

³² District and Employee paid.

An employee can choose either a Preferred Provider Organization (PPO) or Health Maintenance Organization (HMO) when selecting medical coverage. The PPO offers the employee a higher degree of choice in the selection of doctors; however, while the board contributes to the cost of the coverage, a portion must be borne by the employee. In contrast, if an HMO is chosen, the board covers the entire cost of the coverage, but the choice of doctors is limited to network doctors and medical care must be coordinated through the employee's primary care physician.

The district provides all employees with group term life insurance equal to their annual salary. However, an employee may purchase up to four times their annual salary at a monthly premium of \$0.18 per thousand of coverage in excess of the employee's salary.

Exhibit 11-29 shows the annual contributions made by Brevard and its five peer districts toward HMO and PPO coverage for an employee in the Fall 1998. In comparison to its peer districts, Brevard's annual contribution for HMOs coverage was \$204 to \$329 less than Orange and Polk, but \$551 more than Seminole. When Brevard is compared to its peer districts in regard to PPO coverage, the amount contributed by Brevard for coverage was anywhere from \$295 to \$616 more. Brevard employees contribute about \$68 per month if they choose a PPO. HMOs are fully paid by the district. The amount being contributed by Brevard during the current year (beginning in January 1999) is \$2,676 for HMO coverage and \$2,868 for PPO coverage.

Exhibit 11-29

Comparison of Contributions Toward HMOs and PPOs by Brevard and Peer Districts

District	HMOs	PPOs
Brevard	\$2,136	\$2,866
Lee		\$2,250
Orange	\$2,465	\$2,465
Polk	\$2,340	\$2,340
Seminole	\$1,585	
Volusia	\$2,082	\$2,571

Source: Florida School Boards Association, 1998 Annual Employee Benefits Survey.

The district credits each employee with one day of sick leave for each month of employment that can be used by the employee for absences during regularly scheduled work days. An employee can use up to six days of the accumulated sick leave days each school year for personal leave.

All employees, with the exception of administrative employees, have the option of receiving an annual payment for sick leave days accumulated during the school year provided that the employee has shown exemplary attendance for the work year. The days for which an employee is paid are deducted from the employee's accumulated sick leave balance.

The district has established a Sick Leave Bank for employees that need additional sick leave days for catastrophic, prolonged personal illness, accident, or injury. Membership in the sick leave bank is voluntary and is only available to an employee who has completed at least one full year of employment.

Other benefits offered to employees include an employee assistance program to assist employees with personal problems, a tax sheltered annuity, payroll deductions, direct payroll deposit, Workers' Compensation for on the job injuries, and liability protection for bodily injury or property damage.

District Reviews Insurance Carriers Periodically

A new insurance carrier for medical, vision, dental, life, disability was chosen to provide benefits that started in January 1999. Carriers were selected through the Request for Proposal (RFP) process. Hewitt Associates, the board's consultants, assisted in the process. Over 40 RFPs were sent to vendors, with 16 vendors responding back with 32 different proposals. After analysis of the proposals, the superintendent's Insurance Advisory Committee (consisting of 15 members representing the board, BFT, Local 1010, school administrators and non-bargaining employees) evaluated and recommended to the superintendent the following vendors: CIGNA as the medical provider, Vision Care Plan as the vision provider, American Dental Plan as the dental carrier, Aetna Life Insurance Co as the life insurance provider, and CAN Insurance Companies as the accidental death and disability (AD&D) and long- and short-term disability carrier. With the board's final approval, the insurance coverage began on January 1, 1999.

While the district generally conducts a review of insurance carriers every three to five years, the district can select new carriers every year if it would be financially advantageous to do so. The district found it necessary to conduct such a review only five months after selecting CIGNA as the carrier of medical coverage. Employee complaints of wrong coverage, poor treatment, and incorrect deductions, as well as complaints from doctors inundated the district's insurance office. As a result, the superintendent and the insurance advisory committee sought the approval of the board to proceed with a joint bid for health insurance with Brevard County, subject to approval by the county with an effective date of January 1, 2000.

District Contributes to Employee Retirement

The board contributes 17.43 percent of an employee's salary to the Florida Retirement System. The board pays all the retirement contribution of the employee necessary for the employee to earn service credits towards future retirement benefits. In July of 1998, the state offered school employees a new retirement program called the Deferred Retirement Option Program (DROP). The program allows the employee to retire and begin accumulating retirement benefits without terminating employment for up to 60 months from the date the employee first reaches normal retirement. When an employee participates in DROP, the employee's monthly retirement benefits remain in trust, earning tax-differed interest while the employee works. As of July 1, 1999, retirement contributions for employees will be 10.5 percent with a 12.5 percent rate for DROP enrollees.

Exhibit 11-30 shows the number of employees who have retired over the past five years. As the exhibit shows, the number of retirees has continued to climb over the past five years with a slight decline from 1996-97 to 1997-98 of five percent. The largest number of employees to retire came in 1996-97. The largest number of teachers to retire also came in 1996-97.

Exhibit 11-30

The Number of Retirees Has Increased 25 Percent Since 1993-94

Year	Administrator Retirees	Classified Employee Retirees³³	Teacher Retirees	Other Retirees³⁴	Total Retirees
1993-94	11	73	76	6	166
1994-95	14	73	84	7	178
1995-96	14	91	101	9	215
1996-97	10	89	113	6	218
1997-98	14	82	91	21	208

Source: Human Resources Department, Brevard County School District.

³³ Classified employees include bus drivers, food service workers, custodians, clerks, secretaries, teacher assistants.

³⁴ Other employees include disabled workers, former employees.

12

Cost Control Systems

The district's cost control systems include internal auditing, financial auditing, asset management, risk management, financial management, purchasing, and information systems. Improvements are needed in all areas reviewed.

Conclusion

During this review of the district's cost control systems, the significant areas of concern included:

- the automated accounting system;
- staffing levels and vacancies in key positions going unfilled for long periods of time;
- the structure and organization of an internal audit function;
- weaknesses in accounting procedures; and
- weaknesses in internal controls.

Overall, MGT reached the conclusions listed in Exhibit 12-1.

Exhibit 12-1

MGT Came to Numerous Conclusions Regarding the District's Cost Control Systems

Review Area	MGT's Conclusions
Internal Auditing	The district has not established an internal audit function with its primary mission to (1) provide assurance that the internal control processes in the organization are adequately designed and functioning effectively, and (2) where appropriate, offer recommendations and counsel to management that improves its performance. (page 12-7)
Financial Auditing	The district obtains an external audit in accordance with government auditing standards. (page 12-15) The district does not always provide for timely follow-up to findings identified in the external audit. (page 12-15)

Exhibit 12-1 (Continued)

MGT Came to Numerous Conclusions Regarding the District’s Cost Control Systems

Review Area	MGT’s Conclusions
Asset Management	<p>Segregation of Duties: The district segregates responsibilities for custody of assets from recordkeeping responsibilities for those assets. (page 12-25)</p> <p>Authorization Controls: The district has established controls that provide for proper authorization of asset acquisitions. (page 12-28)</p> <p>Project Accounting: The district has established records that accumulate project costs and other relevant data to facilitate reporting construction and maintenance activities to the board, public, and grantors. (page 12-30)</p> <p>Asset Accountability: The district does not provide recorded accountability for capitalized assets. (page 12-31)</p>
Risk Management	<p>General: The district does not have an adequate process to set objectives for risk management activities, identify and evaluate risks, and design a comprehensive program to protect the district at a reasonable cost. (page 12-35)</p> <p>Commercial Coverage: The district does have comprehensive policies and procedures relating to purchasing and reviewing insurance coverage. (page 12-37)</p> <p>Self-Insurance Programs: The district does not monitor and evaluate its self-insurance program to ensure the feasibility of its self-insured coverages. (page 12-38)</p>
Financial Management	<p>Management Control Methods: District management does not always communicate its commitment and support of strong internal controls. (page 12-42)</p> <p>Financial Accounting System: The district records and reports financial transactions in accordance with prescribed standards. (page 12-47)</p> <p>Financial Reporting Procedures: The district does not always prepare and distribute its financial reports timely. (page 12-49)</p> <p>Budget Practices: The district does not have a financial plan serving as an estimate of and control over operations and expenditures. (page 12-50)</p> <p>Cash Management: The district does not have adequate controls to provide recorded accountability for cash resources. (page 12-54)</p> <p>Investment Practices: The district has an investment plan that includes investment objectives and performance criteria, and specifies the types of financial products approved for investment. (page 12-57)</p> <p>Receivables: The district has not established controls for recording, collecting, adjusting, and reporting receivables. (page 12-57)</p> <p>Salary and Benefits Costs: The district has established controls that provide accountability for employees’ compensation and benefits pursuant to an approved compensation plan. (page 12-59)</p> <p>Debt Financing: The district has procedures for analyzing, evaluating, monitoring, and reporting debt financing alternatives. (page 12-59)</p> <p>Grant and Entitlement Monitoring: The district does not adequately monitor and report grants activities. (page 12-60)</p>

Exhibit 12-1 (Continued)

MGT Came to Numerous Conclusions Regarding the District’s Cost Control Systems

Review Area	MGT’s Conclusions
Purchasing	<p>Segregation of Duties: The district segregates purchasing responsibilities from the requisitioning, authorizing, and receiving functions. (page 12-62)</p> <p>Requisitioning: The district has established controls for authorizing purchase requisitions. (page 12-63)</p> <p>Purchasing: The district has established authorization controls to ensure that goods and services are acquired at prices that are fair, competitive, and reasonably consistent with acceptable quality and performance. (page 12-64)</p> <p>Receiving: The district has established controls to ensure that goods are received and meet quality standards. (page 12-68)</p> <p>Invoice Processing: The district has established controls for processing invoices to ensure that quantities, prices, and terms coincide with purchase orders and receiving reports. (page 12-69)</p> <p>Disbursements: The district has established controls to ensure disbursements are properly authorized, documented, and recorded. (page 12-70)</p> <p>Accounts Payable Encumbrances or Obligations: The district has established controls to ensure payables/encumbrances (obligations) are properly authorized, documented, and recorded. (page 12-70)</p>
Information Systems	<p>Segregation of Duties: The district segregates duties to prevent unauthorized transactions by appropriately limiting access to data systems processes and functions. (page 12-72)</p> <p>User Controls: The district’s user controls do ensure authorization prior to processing transactions and do not ensure all output represents authorized and valid transactions. (page 12-74)</p> <p>Application Controls: The district has established appropriate data controls between the user and the Data System Department. (page 12-76)</p> <p>General Controls: The district has not established general controls designed to provide physical security over terminals, limit access to data programs and data files, and to control risk in systems development and maintenance. (page 12-76)</p>

Source: MGT.

Fiscal Impact of Recommendations

As can be seen in Exhibit 12-2, the district will expend a net additional \$126,300 annually implementing the recommendations of this chapter.

Exhibit 12-2

Implementing the Recommendations for Cost Control Systems Will Have a Net Annual Fiscal Impact of \$126,300

Recommendation	Fiscal Impact
Improve asset management.	Hiring one additional property records clerk will cost approximately \$30,000 annually.
Improve management control methods.	Contracting with an independent firm for a fraud hotline will cost approximately \$30,000 annually. Hiring a staff accountant will cost \$45,000 annually.
Improve cash management.	Improving earning potential on excess funds should provide an interest income of \$50,000 annually.
Document and develop procedures for grant monitoring and accounting, and develop a system of accountability.	Improving monitoring of grant funds should result in the district fully expending grant monies, which it has previously not done. Improved monitoring should result in additional grant funds of \$75,000 per year.
Improve MIS general controls.	Hiring additional staff – two Systems Analysts and one Junior Programmer – will cost \$146,300 annually.

Source: MGT.

Background

This chapter reviews cost control functions in seven subsections:

- Internal Auditing
- Financial Auditing
- Asset Management
- Risk Management
- Financial Management
- Purchasing
- Information Systems

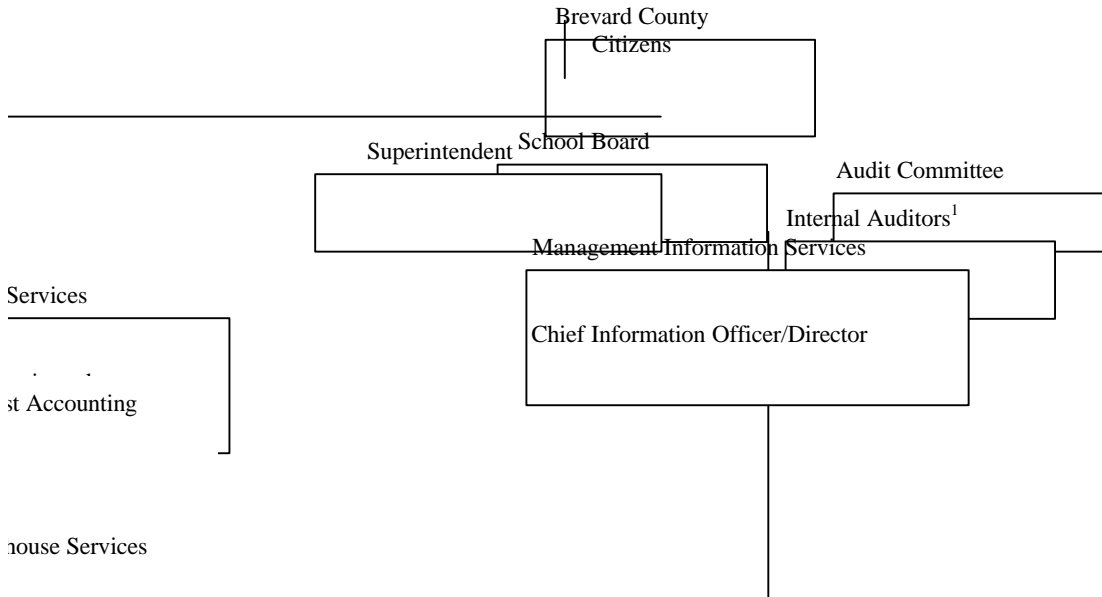
The majority of the functions discussed in this chapter fall under direction of the Associate Superintendent of Financial Services. Internal auditing, as discussed in this chapter, refers to internal audit functions that the district has contracted out to an independent auditing firm. The independent auditing firm contracted to perform internal audit functions should officially report to the School Board through an audit advisory committee. The district also has a department called Internal Audit that performs no true internal audit functions and should not be confused with the topic of internal auditing as presented in this chapter. Financial auditing is performed by the Auditor General of the State of Florida and other external auditing firms. The responsibility for coordinating and managing the financial auditing function falls under the direction of the Associate Superintendent of Financial Services and the Director of Accounting Services. The asset management functions in the district, which comprise property control, cash management, and internal controls, are handled in various departments under the purview of the Office of Financial Services. The Internal Audit Department is responsible for property control, and the Accounting Services Department is responsible for cash management and internal controls. Risk management responsibilities fall under the Risk Management Department, and financial management responsibilities are handled in the

Accounting Services Department and the Budget, FTE and Cost Accounting Department. Purchasing functions are the responsibility of the Purchasing and Warehouse Services Department. The functions associated with information systems fall under the Office of Management Information Services which reports directly to the Superintendent.

Exhibit 12-3 presents a high-level overview of the organizational structure of these functions in the district. As necessary, sections of this chapter present more detailed organizational charts showing staffing levels and positions.

Exhibit 12-3

Overview of the Organization of Brevard County’s Cost Control Functions



Source: Brevard County Public Schools, 1999.

¹ As discussed in the Internal Audit section of this Chapter, the district has contracted with an independent audit firm to provide internal audit services. This is separate and apart from the Internal Audit Department whose primary responsibilities include reviewing cafeteria operations, supporting school bookkeepers, and maintaining property inventory records.

The school board, as provided in section 230.03(2) of Florida Statutes (F.S.), is required to operate, control, and supervise all free public schools in the district. Laws, rules, regulations, and grantor restrictions applicable to the district's activities define, among other matters, the purposes for which resources may be used and the manner in which authorized uses shall be accomplished and documented. Section 230.03(3), F.S., provides that the responsibility for the administration of the schools and for the supervision of instruction in the district is vested with the Superintendent as the secretary and executive officer of the board, as provided by law. To ensure the efficient and effective operation of the district in accordance with good business practices and with applicable legal and contractual requirements, effective cost control systems must be established and maintained.

The Superintendent is responsible for establishing and maintaining effective and efficient cost control systems. The objective of effective and efficient cost control systems is to:

- provide management with reasonable, but not absolute, assurance that assets are safeguarded against loss from unauthorized use or disposition;
- ensure that transactions are executed in accordance with the board's authorization;
- ensure that transactions are recorded properly to promote reliable financial data;
- ensure that restricted assets are managed in compliance with applicable laws, regulations, and contracts; and
- within the constraints established by applicable laws and regulations, ensure that operating policies and procedures promote cost-effective and efficient methods of operation.

Are Best Practices for Internal Auditing Being Observed?

Goal: The district has an adequate internal auditing function.

Background

Section 11.45(3)(a)1., F.S. permits school districts to employ internal auditors to perform ongoing financial verification of the financial records of a school district and requires that internal auditors hired pursuant to this law must report directly to the board or its designee. Internal auditors employed in this manner, if effectively used, can be considered to be meeting this best practice.

The internal audit function is a major element of management and internal control. The purposes of an internal audit function within a school system are to provide assurance that the internal control processes in the organization are adequately designed and functioning effectively and to evaluate the manner in which district organizational units comply with board and administrative policies and procedures, as well as state and federal guidelines. In addition, an internal audit function can provide a district with an effective internal performance and evaluation system.

In addition to funds received at the district level, the individual schools also receive funds for club and class activities. These funds are deposited into the school's accounts, which are commonly identified as school internal funds. State Board of Education Rule 6A-1.087, Florida Administrative Code (F.A.C.) requires school districts to provide for annual audits of the school internal funds. Internal auditors may also be assigned the responsibility for auditing school internal funds.

1 The district has not established an internal audit function.

The district has not established an internal audit function with its primary mission to provide assurance that the internal control processes in the organization are adequately designed and functioning effectively. The district has recognized the insufficient level of internal audit resources and has employed an internal audit function through privatization, in response to the needs of management for independent and objective reviews of district operations. The two approaches to providing internal auditing services, whether the resources are achieved through placement of internal auditors within the district or through privatization, are both valid.

The District is in the Process of Implementing an Internal Audit Function Through Privatization

The district is in the initial stages of implementing an internal audit function through outsourcing by securing the services of the CPA firm of Bray, Beck & Koetter. This firm currently audits the school board's internal accounts pursuant to State Board of Education rules 6A-1.087. In October 1998, the School Board voted to form an audit committee and implement an independent internal audit function. An organizational chart is provided to illustrate the internal audit structure in Exhibit 12-4.

Exhibit 12-4

Internal Audit Function Outsourced by the District

The time line for the initial year of the program pursuant to the letter of proposal approved by the board is October 1998 through October 1999. Work by Bray, Beck & Koetter, CPAs, is reported to not have commenced until February 1999. The firm has reported to be in the initial phases of evaluating internal controls within the school district operations as shown by the contract time line in Exhibit 12-5. Although the district has privatized the internal audit function, certain enhancements as a result of full implementation of the internal audit function would improve the effectiveness of this function's operations.

Exhibit 12-5

The Time Line For the Outsourced Internal Audit Function Runs From October 1998 to October 1999

Projected Completion Date	Internal Auditing Activities To Be Performed
October 1998	<ul style="list-style-type: none"> • Initial organization of program • Adoption of program objectives
November 1998	<ul style="list-style-type: none"> • Establish structure of committee • Organize committee
October 1998 – February 1999	<ul style="list-style-type: none"> • Perform initial study of the internal control system • Agree with committee on critical areas
January 1999 – August 1999	<ul style="list-style-type: none"> • Design and write audit plan and procedures • Perform first series of audit programs
Periodic (TBD)	<ul style="list-style-type: none"> • Identify and assess program results • Meet with controller’s office representatives • Meet with audit committee
June – August 1999	<ul style="list-style-type: none"> • Establish critical control elements jointly with audit committee • Adopt “continuous” review policy
September – October 1999	<ul style="list-style-type: none"> • Finalize first year’s audit • Establish rotation schedule • Report to audit committee

Source: Bray, Beck & Koetter, CPAs, P.A. Letter of Proposal/Contract.

The District’s Decisions to Privatize the Internal Audit Function Was Not Supported By a Formal Cost/Benefit Analysis

District staff completed an informal cost/benefit analysis before a decision was made to privatize the internal audit function. While the cost/benefit analysis was not formally documented, the costs were found to be essentially the same for privatization in comparison with the costs for providing an internal audit function within the district’s employ.

Pursuant to F.S.11.45(3)(a)1, the managing director of the firm awarded the internal audit contract reports directly to an audit committee that reports to the board. This audit committee was formed subsequent to the board’s acceptance of the sole source proposal by Bray, Beck & Koetter, CPAs to provide internal auditing services effective October 1998, for an annual cost not to exceed \$100,000 to \$125,000. The hourly rate is stated in the proposal to range from a rate of \$45 to \$160 for a level of services ranging from administrative assistant to managing director, respectively. The proposal does not provide a work plan essential to identify the products and services to be received by the board. The work plan only identifies the tasks to be performed, the staffing level who is to perform specific tasks, the number of hours and staffing levels to be used for performing tasks, and the hourly fees associated with tasks.

MGT interviewed board members regarding this privatization. At least one board member was unaware of discussions regarding privatization of the internal audit function and how other districts address the internal auditing issue. Two board members who voted for the privatization effort indicated they may not have been fully informed about the issue.

MGT estimates the cost to employ an internal audit staff of two, including salary and benefits, totals approximately \$146,300 as shown in Exhibit 12-6.

Conservative estimates for professional training and travel for a staff of two totals \$4,000. The total estimated cost for salary and training of \$150,300 would provide the district with approximately 3,328 audit hours or 2,080 per auditor at 80 percent estimated hours available for utilization. Based on the benefits stated for privatization by the district and a comparison of the firm's charge of approximately \$100,000 to \$125,000, the district may be in a position to save \$46,300 to \$21,300. The cost of services for two internal auditors from Bray, Beck & Koetter, using an average rate of \$100 (manager at \$105 and senior at \$95), the value of 3,328 audit hours totals \$332,800. Although Bray, Beck & Koetter is in a position to provide the district with resources in excess of two persons if needed under emergency situations as requested by management, the absence of a work plan to specify the number of hours to be provided by the firm prevents a true comparison of cost. The associated benefits should also be disclosed. Therefore, a comprehensive cost/benefit analysis should be undertaken by the district.

Exhibit 12-6

An Internal Audit Staff Would Cost Approximately \$146,300 in Salary and Benefits²

Type of Position	Estimated Salary	Benefits Rate	Total Salary & Benefits
Internal Audit Manager	\$70,000	33%	\$93,100
Junior Auditor	\$40,000	33%	\$53,200
Estimated Total Cost	\$110,000		\$146,300

Source: MGT.

The Level of Internal Auditing Services Provided To Date Have Been Insufficient To Meet the Internal Auditing Needs of the District

The district has not fully implemented the internal audit function using outside resources. At the time of the on-site review, no risk assessment, audit plan, or work plan had been developed. No internal audit reports or other formal reports had been released.

Audit plans should include a risk analysis of each area proposed for audit, along with an allocation of hours to be used for each proposed audit. Audit plans should be prioritized and formally adopted by the board to ensure that adequate hours are spent auditing the areas of greatest risk to the district. In addition, special investigations and other unplanned audits are normal, and the audit plan should allocate auditor hours to deal with such issues.

Without a risk assessment and an hourly budget, the school board will have difficulty determining whether adequate resources have been assigned to audit activities. The risk assessment should include, but not be limited to:

² These salary figures were derived by considering the market rate for such positions in other school districts in the state, in addition to market rates paid by some state agencies. It is possible that the Brevard school district would be able to fill internal audit staff positions at lower rates.

- annual budget amounts;
- liquidity of assets;
- potential loss and risk;
- quality of internal control system;
- political sensitivity and adverse publicity;
- external audit concerns;
- major changes in operations, programs, systems and controls;
- date and result of last audit;
- extent of government regulations; and
- management requests.

Auditors Are Proceeding Without Audit Committee Guidance

Many school districts maintain audit committees for the purpose of reviewing and considering internal as well as external audit matters. Typical audit committees are made up of outside individuals whose primary focus is to assist the school board in carrying out its responsibilities on internal control, financial reporting practices, and accounting policies. In the first year of establishment of the committee, member terms should vary in length so that the three-year terms expire in staggered years.

The committee should meet at least quarterly, or more frequently should the need arise. Responsibilities of the Audit Advisory Committee should include:

- reviewing the Internal Auditor's annual audit plan and making recommendations concerning areas to be emphasized;
- periodically evaluating the effectiveness of the internal audit plan;
- reviewing the external auditor's annual management letter recommendations on internal control and accounting procedures;
- monitoring corrective action agreed to be taken on internal and external audit recommendations;
- reviewing policies and procedures affecting the financial areas; and
- participating in the selection of independent auditing firms, determining areas to be emphasized in external audits, reviewing proposals by competing firms, preparing appropriate comments for the governing board to consider, and assisting in the development of audit contracts with firms selected by the governing board.

The internal auditors should report to the school board through the Audit Advisory Committee.

As of April 1999, there have been no meetings held between Bray, Beck and Koetter, CPAs and the Audit Committee related to internal audit functions or audit feedback. However, the auditors have met twice with the school board during the past six-month period in connection with the contract for internal auditing services. The firm has reported they are not yet at the point of meeting with the Audit Committee. The committee has not yet been formally established since certain committee members have not been selected. However, the firm currently identifies the departments for review and communicates this to the Associate

Superintendent of Financial Services, who prepares a letter to the department identified. Thus, the auditors have begun work without the guidance of the Audit Committee, bypassing intended controls.

The Audit Committee Should Be Restructured

An audit committee serves to protect the assets of an organization while maintaining independence. The role of the committee is to safeguard an organization by its authority to question top management regarding the way financial reporting responsibilities are handled, as well as to make sure that corrective actions are taken. Key characteristics for audit committee members are: in-depth knowledge of the organization, experience, and the time to commit to serving the committee's and the organization's best interests. The audit committee needs to review the internal audit function to confirm that it is performing its duties in conformity with the Institute of Internal Auditor's *Standards for the Professional Practice of Internal Auditing*.

The Audit Committee is currently comprised of the following members:

- Board Chairman
- Superintendent
- Area Superintendent (one)
- Outside Citizen Appointees (two)

The proposal is written to state that staff resources, while not voting members of the audit committee, should include key members of management in the following areas:

- Financial Services
- Human Resources
- Facilities
- Instruction

The Associate Superintendent of Financial Services serves as a management liaison between Bray, Beck and Koetter and the audit committee by being available to both for questions regarding internal auditing issues. He is not an active or voting committee member.

The audit committee should be restructured. The district should establish specific committee guidelines, including the qualifications of the committee members. For example, the guidelines could require a five-member committee comprised of the Superintendent, the board chairman, and three appointed members such as an independent certified public account, a community business leader, and a representative from the PTA, PTO, or school advisory councils. Additionally, the district may include in the guidelines the length of time that a member can serve and the process for appointing audit committee members.

Internal auditors are to report directly to the audit committee and the board of directors, and should have easy access to and open communication with the committee. According to the Institute of Internal Auditors, the worldwide leader for the profession of internal auditing, the internal auditor should provide a broad range of audit coverage in a variety of areas and should offer adequate findings and recommendations to the audit committee.

The District Should Ensure Independence of the Internal Audit Function

Operationally, internal auditors should be independent when obtaining evidence in the sense of being free from direction or constraint by the managers of the organization. This independence is enhanced by giving the internal audit function the authority and responsibility to report to a higher level such as the school board or an independent audit committee. Under such a reporting authority, the internal audit function is free of direction or constraint by management of the organization under audit and the internal auditor can be without fear of job or compensation retribution. Independence, in both fact and appearance, is necessary so that the internal auditors are free from any undue influence by management to report findings in a favorable light.

The firm of Bray, Beck and Koetter has been awarded three separate contracts during the past four years. The firm was initially awarded the contract for auditing internal accounts under competitive bid. A second contract was awarded without competitive bid for performance contract audits to enhance utility functions. These energy audits addressed new lighting, heating, cooling and other cost-saving systems installed in the district. The third contract, also awarded without competitive bid, was for the internal auditing function.

The invoices currently submitted by Bray, Beck and Koetter for payment are reviewed and approved by the Associate Superintendent of Financial Services. The invoices include an accounting of the hours applied to the job by position title and the number of hours applied to the schedule of hourly rates. While the internal auditing function will ultimately report to the audit committee, the auditors report to the Associate Superintendent of Financial Services on an interim basis pending full implementation of the audit committee.

Recommendations

- *The district should:*
 - *prepare a formal cost/benefit analysis to justify privatization of the internal audit function;*
 - *direct the Audit Committee to prepare a risk assessment and annual and long-term audit plans;*
 - *meet with the Audit Committee on a periodic basis to provide audit feedback and revise formally approved audit plans as necessary;*
 - *review the structure of the audit committee; and*
 - *have invoices reviewed and approved by the Audit Committee and the school board.*
- *Action Plan 12-1 provides the steps necessary to implement these recommendations.*

Action Plan 12-1

Improve Internal Auditing

Recommendation 1	
Strategy	Prepare a formal cost/benefit analysis in support of the decision to privatize the internal auditing function for future management decisions.
Action Needed	<p>Prepare formal cost benefit analysis.</p> <p>Step 1: Document the estimated cost for an internal audit function using outside sources and the estimated cost to implement an internal audit staff within the district.</p> <p>Step 2: Document the benefits and disadvantages of privatization in support of the management decision.</p>
Who Is Responsible	Associate Superintendent of Financial Services
Time Frame	October 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2	
Strategy	Establish an annual audit plan and a three or five year audit plan approved by the audit committee and school board supported by a formal risk assessment.
Action Needed	<p>Audit committee and board approval of annual audit plan supported by audit plan and risk assessment and work plan.</p> <p>Step 1: Develop risk assessment.</p> <p>Step 2: Develop work plan to identify auditable units of priority based on the risk assessment which are to be addressed using the available number of hours available from resources allocated.</p> <p>Step 3: Prepare a written annual and long-term audit plan for approval by the audit committee and school board.</p>
Who Is Responsible	Audit Committee and School Board
Time Frame	October 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 3	
Strategy	Ensure internal auditors only work from a formally adopted audit plan and are not involved in any other projects without formal approval.
Action Needed	<p>Changes to the audit plan should be formally approved by the audit committee and school board prior to the period of change to ensure that the internal auditors only work from a formally adopted audit plan and is not involved in any other projects unless formally approved in advance.</p> <p>Step 1: Identify the auditable units to be addressed in the audit plan as a result of the proposed change.</p> <ul style="list-style-type: none"> • Incorporate changes as requested by the audit committee, when deemed appropriate by the internal audit staff, or based on input from management.

- Step 2: Make changes to the work plan based on available resources:
- review resources available for the internal audit function;
 - review hours to be committed to the audit plan as a result of the modification; and
 - review the work plan based on proposed changes.
- Step 3: Prepare revised audit plan:
- identify new components of the audit plan as a result of changes proposed; and
 - include deferrals or deletions of auditable units.
- Step 4: Seek approval of the revised audit plan.

Who Is Responsible	Audit Committee
Time Frame	Ongoing
Fiscal Impact	This can be implemented with existing resources.

Recommendation 4

Strategy	Review structure of Audit Committee to ensure that three members are from the community to include an independent certified public accountant, a community business leader, and a representative from the PTA, PTO, or school advisory councils.
Action Needed	Review structure of Audit Committee Step 1: Identify current committee members. Step 2: Review guidelines to include community members. Step 3: Identify appropriate committee members. Step 4: Submit members to the school board for approval.

Who Is Responsible	The School Board
Time Frame	September 15, 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 5

Strategy	Ensure the internal audit function is free of direction or constraint by management of the organization under audit.
Action Needed	Step 1: Payment approval of internal audit services should be performed by the audit committee and the school board: <ul style="list-style-type: none"> • have internal auditing firm submit invoices to the audit committee for approval; • forward invoices approved by the audit committee to the board for approval; and • forward invoices approved by the audit committee and board to the Associate Superintendent of Financial Services for review and processing. Step 2: Payment of invoices should be prepared in the Accounting Department through normal procedures. Step 3: Payment should be released to the firm for payment of services through normal procedures.

Who Is Responsible	Audit Committee
Time Frame	As invoices are submitted
Fiscal Impact	This can be implemented with existing resources.

Are Best Practices for Financial Auditing Being Observed?

Goal: The school district ensures that it receives an annual external audit and uses the audit to improve its operations.

Background

The provisions of Section 11.45, Florida Statutes require annual independent financial and compliance audits of the district. These audits include the examination of the district's general purpose financial statements, consideration of the district's internal controls, determination of the district's compliance with legal requirements, and presentation of reports of audit findings and recommendations relating to those matters.

1 The district obtains an external audit in accordance with government auditing standards.

The district has received annual external audits performed by the Auditor General's Office in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States. The methodology used to develop the findings in the Auditor General reports include the examination of pertinent records of the district in connection with the application of procedures required by generally accepted auditing standards.

2 The district does not always provide for timely follow-up to findings identified in the external audit.

Auditor General Reports issued for the audit of the district for the school years ending June 30, 1995 through 1998 were reviewed to determine if timely follow-up actions were taken to correct the findings in the audit reports. The Audit Report for the period ending June 30, 1998 disclosed repeat audit findings from the Audit Reports ending June 30, 1995, 1996, and 1997, respectively, relating to the monitoring and administration of the budget. A second repeat audit finding from the June 30, 1997 report relates to the monitoring of receivables due the district.

Paragraph 10 of the Audit Report for the period ending June 30, 1998, states:

We recommend that the board establish policies designed to ensure that any revisions to the budget are made in accordance with the board's directives and are timely approved by the board. Such policies should provide for monitoring of the budget to ensure that expenditures do not exceed available resources and that resources are allocated to programs and activities in accordance with law and board's directives.

The district responded by stating:

The district continues to review and implement procedures to provide for monitoring of the budget and to insure that all necessary budget amendments are made in accordance

with the board's directives and are approved by the board. Additionally, the district reviewed Section 237.02, Florida Statutes, and established policies that allowed expenditures to exceed the amount budgeted by function and object provided that the board approves the expenditure and amends the budget within time lines established by board policies.

The district added language to the most recent response of the June 30, 1998 findings by stating additionally:

Due to circumstances beyond the district's control, budgets were not amended until October 13, 1998 and this inadvertently did not include amendments for those functional areas within the General Fund. Procedures will be implemented to ensure that these oversights do not occur in the future.

Paragraph 30 of the June 30, 1998 Audit Report states "We recommend that the district strengthen its efforts to timely collect moneys owed to the district." The district responded to the June 30, 1998 and the June 30, 1997 Audit Reports by stating:

With respect to the procedures for the monitoring of amounts due the district, staff recognizes that these procedures can be improved. District personnel have been working to not only collect past amounts due the district, but also, to improve upon the existing collection procedures.

As Exhibit 12-7 shows, the Auditor General has repeatedly identified problems in the district's budget administration and collection of receivables.

Exhibit 12-7

Audit Findings in Auditor General Reports are Repeated

Nature of Audit Finding	School Year of Audit Findings		
	1995-96	1996-97	1997-98
• Budget Administration	Repeat	Repeat	Repeat
• Receivables	N/A ³	Initial	Repeat

Source: Auditor General Reports.

In comparison to its peers, Brevard has more problems with untimely follow-up as Exhibits 12-8 and 12-9 show.

³ Findings relating to receivables were not addressed in this audit period.

Exhibit 12-8

Brevard has More Untimely Follow-Up of Audit Findings Related to Budget Administration

District	School Year of Audit Findings	
	1996-97	1997-98
Brevard	Repeat	Repeat
Lee	No	No
Orange	Repeat	No
Polk	No	No
Seminole	No	No
Volusia	No	No

Source: Auditor General Reports.

Exhibit 12-9

Brevard has More Untimely Follow-Up of Audit Findings Related to Receivables

District	School Year of Audit Findings	
	1996-97	1997-98
Brevard	Yes	Repeat
Lee	No	No
Orange	Yes	No
Polk	No	No
Seminole	No	No
Volusia	No	No

Source: Auditor General Reports.

Recommendation

- *The district should respond to Auditor General Report findings in a timely manner to ensure that corrective action is taken prior to the end of the following school year. Ensure that circumstances surrounding the audit findings are resolved during the school year succeeding the period for which the report recommendation was provided and prior to the subsequent audit. Manage the budget and submit in a timely manner.*
- *Action Plan 12-2 provides the steps necessary to implement this recommendation.*

Action Plan 12-2

Ensure That the District Takes Corrective Action in a Timely Manner to Respond to Auditor General Recommendations

Recommendation 1	
Strategy	Address audit findings in a timely manner
Action Needed	Step 1: Ensure that all audit findings are given attention by submitting them to the Audit Committee. Step 2: Develop specific corrective action plans to address audit findings, assigning specific responsibility for the task involved in addressing the findings. Step 3: Report progress on addressing audit findings to the Audit Committee on a regular basis.
Who Is Responsible	Audit Committee
Time Frame	September 11, 1999 or as established by the Department of Education.
Fiscal Impact	The corrective action can be achieved with existing resources.

Are Best Practices for Asset Management Being Observed?

Goal: District management has established controls to provide for effective management of capital assets.

Background

Asset management involves the manner in which assets are purchased and accounted for, and maximizes the disposal of surplus or obsolete equipment so that it is turned back into productive channels. Primary fixed assets in the district consist of items that include the following categories:

- furniture, fixtures, and equipment
- buildings
- land
- construction in progress

Accounting for assets primarily focuses on personal property, since the risk of losing or misplacing an asset falls at this level. That is, the physical safeguarding of buildings, land, and construction in progress are not as significant a concern as it is for smaller items of personal property.

The responsibilities for the tagging, tracking, and accounting for fixed assets in the Brevard County School District are shared by various departments in the organization. Property control functions are coordinated through the Internal Audit Department and the Warehouse Services Department. The district maintains two

positions of Internal Auditor. These positions, however, are not considered true audit positions and should not be confused with the internal audit function discussed previously.

Exhibit 12-10 shows the staffing and organization of the Internal Audit Department and the Warehouse Services Department.

Exhibit 12-10

Organization of Brevard County's Internal Audit and Warehouse Services Departments

Source: Brevard County Public Schools, 1999.

Exhibit 12-11 summarizes the various fixed asset responsibilities in the district.

Exhibit 12-11

Fixed Asset Responsibilities Are Fulfilled by Various District Departments

Function	Responsibilities	Position Responsible	Department
Review control account	To ensure that all purchases of capitalizable assets are properly recorded to the accounting records	Internal Auditor	Internal Audit
Maintain Fixed Asset Inventory System	To ensure that all assets are recorded correctly to the computerized fixed asset system	Internal Auditor	Internal Audit
Issue bar code tags and assign identification numbers	To ensure all assets are properly tagged and identified	Internal Auditor	Internal Audit
Maintain bar code system and bar coding equipment	To ensure that all software and hardware for the bar coding system are functioning properly	Property Records Clerk	Internal Audit
Train school and departmental personnel to use bar coding equipment	To ensure school and departmental personnel use proper procedures when using bar coding equipment to conduct inventory counts	Property Records Clerk	Internal Audit
Affix bar code tags to equipment	To ensure that all property items are properly tagged	Property Custodian	All schools and departments
Safeguard equipment	To ensure that all property is properly stored and locked up; to ensure that all property on loan has been properly checked out and signed for	Property Custodian	All schools and departments
Conduct physical inventory counts	To ensure that all assets are accounted for	Property custodian	All schools and departments
Report stolen/damaged equipment	To ensure that all stolen or damaged equipment is recorded and investigated	Property custodian	All schools and departments
Follow-up on theft/vandalism reports	To ensure that all reports of property damage and theft are investigated; to report theft and vandalism incidents to law enforcement authorities	Safety Specialist	Office of Public Safety
Reconcile Fixed Asset Inventory System to general ledger	To ensure that recorded accountability exists regarding fixed assets	Accounting Manager ⁴	Accounting Services Department
Physical transport of assets throughout the district	To ensure that assets are properly transferred throughout the district; to ensure proper paperwork has been completed to record transfer of property	Surplus Property Clerks	Warehouse Services
Maintain surplus inventory	To safeguard and store surplus property; to report surplus property for school board approval to write off	Surplus Property Clerks; Warehouse Coordinator	Warehouse Services
Dispose of surplus property	To ensure that surplus property is disposed of through sales or auctions in ways that will generate funds for the district	Surplus Property Clerks; Warehouse Coordinator	Warehouse Services

Source: Interviews, organizational charts, procedure manuals, Brevard County School District, 1999.

⁴ In the past this has been assigned to the Director of Accounting Services.

Florida Statutes (F.S.) chapter 274, section .02 defines the word "property" as fixtures and other tangible personal property of a nonconsumable nature, the value of which is \$750 or more and the normal expected life of which is one year or more. Chapter 274 further authorizes the Auditor General to prescribe procedures for the accounting and safeguarding of assets. Section 274.02 provides that:

Each item of property which it is practicable to identify by marking shall be marked in the manner required by the Auditor General. Each governmental unit shall maintain an adequate record of its property, which record shall contain such information as shall be required by the Auditor General.

Section 274.01 of the Florida Statutes defines a property custodian as "the person to whom the custody of county or district property has been delegated by the governmental unit." The Brevard County School Board, through school board rule 6Gx5-6.02, names school principals as property custodians for all property located at and charged to schools, and similarly assigns the custodian responsibility to department heads for all property assigned or purchased through a department. School board rule 6Gx5-6.02 further allows for each designated custodian to delegate the custodial responsibilities to an employee under their supervision. That is, the principal at a school can name an employee under his or her supervision, such as the school bookkeeper, to be in charge of tagging, tracking, and accounting for property. This function is typically, but not always, delegated to more than one individual at a school site, often a computer technician or computer teacher because of the large volume of computer equipment located in the schools.

The rules set out by the Auditor General applicable to the accounting for school-owned property are found in Chapter 10.400 of the Rules of the Auditor General. The rules governing property include:

- property records required
- identification of property
- disposal of property
- inventory procedures

Applicable sections of the Rules of the Auditor General pertaining to school-owned property are summarized in Exhibit 12-12 on the next page.

Exhibit 12-12

Chapter 10.400 of the Rules of the Auditor General Pertain to School-Owned Property

Section	Section Title	Summary
10.450	Property Records Required	<ul style="list-style-type: none"> • individual records should be maintained for each property item • property records should include: <ul style="list-style-type: none"> – identification number – property description – location of property – name of person responsible for item (asset custodian) – name, make, or manufacturer of item – year and/or model number – manufacturer’s serial number; for vehicles, the vehicle identification number – date acquired – cost or value at acquisition – method of acquisition (purchase, donation, etc.); for purchased items, the voucher and check or warrant number – date the item was last physically inventoried and item condition – at disposition, full circumstances of disposition • property records may be maintained by a variety of methods (cards, ledgers, computerized records, etc.) so long as the information is not in an erasable form and can be produced in a readable form • manually prepared records must be kept in numeric sequence; electronic records must have the capability of being sorted • an entity-wide control account must be used showing the total investment in property • depreciation is not to be charged against property values
10.460	Property Identification	<ul style="list-style-type: none"> • all property should be permanently marked to establish ownership • all property should have its identification number marked on the item • methods of marking include: <ul style="list-style-type: none"> – bar code labels – branding irons – electric pencils – indelible ink – metal tags – paint or stencils – permanent stamps – steel dies • exemptions from the marking requirement include items whose value or utility would be significantly impaired by physical marking • items should be marked in a consistent manner to facilitate identification of the item

Exhibit 12-12 (Continued)

Chapter 10.400 of the Rules of the Auditor General Pertain to School-Owned Property

Section	Section Title	Summary
10.470	Disposition of Property	<ul style="list-style-type: none"> • property must be disposed of as provided in Sections 274.04, 274.05, and 274.06, Florida Statutes • information regarding disposal includes: <ul style="list-style-type: none"> – date of disposition – authority for disposition – manner of disposition (sale, donation, transfer, cannibalization, scrapped, destroyed, trade, etc.) – identity of employee witnessing disposition if cannibalized, scrapped, or destroyed – receipt number and dollar amount received if sold – value of insurance proceeds for items disposed of as a result of casualty loss – property records for items disposed should be transferred to an inactive property file – cost or value of disposed property must be removed from control account
10.480	Property Inventory Procedures	<ul style="list-style-type: none"> • all property should be physically inventoried in the event of a change in custodian • forms used for the inventory process should include the following: <ul style="list-style-type: none"> – identification number of item – description of item – physical location of item – name of person responsible for item – name, make, manufacturer – year and/or model(s) – manufacturer’s serial number; if item is a vehicle, vehicle identification number – date acquired • any unrecorded property found during an inventory count should be added to ownership records • custodians may not inventory items for which they are responsible

Source: Rules of the Auditor General, Chapter 10.400, *Local Government-Owned Tangible Personal Property*, July 1, 1996.

The Brevard County School Board maintains a computerized system for accounting and tracking fixed assets. The district’s primary computerized accounting system, called Comprehensive Information Management for Schools III (CIMS), contains a module designed for maintaining fixed asset records. This module, or component of the main system, is called the Fixed Asset Inventory System. Information pertaining to district property includes a unique number identifying the asset, a detailed description of the asset including manufacturer and model number, serial number, location including school or department

and room number, purchase date, purchase order number, and cost. The CIMS III system can generate a variety of reports to help in the asset monitoring process.

All fixed asset transactions are charged to a fixed asset control account at the time that a purchase order transaction is created. Control accounts are used to summarize fixed asset transactions, and do not make up the detailed fixed asset records of the district. The control accounts reside in the core accounting records of the district. Control accounts used by the district include the following accounts:

- Account 621 AV Materials – equal to or over \$750
- Account 641 Furniture, fixtures & equipment – equal to or over \$750
- Account 643 Computer hardware – equal to or over \$750
- Account 651 School buses
- Account 652 Other vehicles
- Account 691 Computer software – equal to or over \$750

At the time that an authorized district employee inputs a “receiver” into the electronic purchasing system, asset information is transferred to the Fixed Assets Inventory System of CIMS III. All transactions affecting the Fixed Asset Inventory System are reviewed by the Internal Auditor to determine whether they meet criteria for capital assets (\$750 in value and life expectancy of one year or more) and therefore should be set up in the district’s fixed asset system. Upon determining that an item should have a fixed asset record established in the system, the Internal Auditor inputs as much information as possible about the asset into the inventory system and sends an information request form to the property custodian for any additional information about the asset. A bar code tag with the unique asset number accompanies the information sheet. Asset custodians are instructed to fill in the details of the asset sheet and affix the bar code number to the property item.

Exhibit 12-13 shows the information requested from asset custodians and which is necessary to establish a fixed asset record in the Fixed Asset Inventory System of CIMS III.

Exhibit 12-13

Fixed Asset Information Forms are Used by the District

Item on Form	Purpose of Information	Information Completed By
Department or School	To denote location of property	Internal Auditor
Asset Description	Information obtained from purchase order	Internal Auditor
Asset Number	To assign unique identification to property	Assigned by Internal Auditor
Serial Number	To complete description of property	Property custodian
Model Number	To complete description of property	Property custodian
Room Number	To denote location of property	Property custodian
Additional Information	To more completely describe the property or its location	Property custodian
Tagged By	Indicates the person responsible for affixing the bar code tag to the property	Property custodian

Source: Brevard County Public Schools, Fixed Asset Information Forms, 1999.

When the information forms are completed and returned to the Internal Auditor, all remaining information about the asset is entered into the inventory system and the set-up of the property is complete.

Property often needs to be transferred throughout the district. In order to have property properly transferred so that all accounting records are kept current, the asset custodian is responsible for completing a Distribution Center Request (DCR) form. The property custodian requesting the transfer must sign the DCR. All DCR forms are submitted to the Warehouse Coordinator where they are reviewed, logged, and approved. Surplus Property Clerks take a copy of the DCR to the location of the asset to be transferred and perform the physical transfer of the item. The receiving custodian is required to sign for receipt of the property. All completed DCRs are forwarded to the Internal Audit Department for entry into the Fixed Asset Inventory System.

All assets in need of retirement must also have a DCR filed with details as to why the item is being retired. After receipt, logging, and approving the DCR for retirement, Surplus Property Clerks pick up the assets and deliver them to the surplus property warehouse. All items shipped to the surplus warehouse are stored in an area specifically reserved for items awaiting school board approval for retirement. The Warehouse Coordinator compiles a list of equipment to be retired and submits it to the school board. After school board approval, the items are placed in areas open to public sale.

In addition to the Fixed Asset Inventory System, the district uses a bar coding system to tag and inventory property. All assets are given a bar code tag with the unique identification number printed on it to be affixed to the property. During physical inventory counts, a bar-coding wand can scan codes. The information is electronically transferred into a data file. The bar coding system eliminates manually tracking and recording individual property identification numbers during the inventory process.

1 Segregation of duties: In most cases, the district segregates the responsibilities for the custody of assets from the recordkeeping responsibilities for those assets.

Internal controls are the policies, procedures, and practices of an organization that are designed to safeguard the assets of the enterprise. Internal controls, or the checks and balances used by an organization, should help to identify errors or losses in a timely manner so that the error or loss can be corrected or addressed. There are five main principles that make up good internal controls, one of which is the segregation of duties. The other four principles are:

- clearly defined procedures and systems of authorization;
- control over access to assets, important documents, and blank forms;
- qualified personnel; and
- periodic comparisons of records with actual assets.

The separation of responsibilities and the use of prescribed routines are particularly important phases in a control environment. A clear-cut separation of duties and responsibilities between employees requires that a single person be prohibited from handling a process from beginning to end. This principle is central to an effective internal control system. Prescribed routines should be designed so that the work done by one individual automatically is checked by the results reported by other individuals.

Four kinds of functional responsibilities should be performed by different departments, or at least by different persons, for an effective control system:

- authorization to execute a transaction;
- recording of the transaction;
- custody of assets involved in transactions; and
- periodic reconciliation of existing assets to recorded amounts.

In general, the district properly segregates duties for effective control.

Segregation of Duties for Fixed Assets Exists

As the duties in Exhibit 12-11 showed, responsibilities for fixed assets are divided among four departments in the district. The Property Control Department is responsible for the property records functions and overall monitoring of the inventory system and assisting school and departmental custodians in the tagging, tracking, and inventory process. The Property Control Department is the department primarily responsible for maintaining accurate and timely detailed property records in the inventory system. The Accounting Services Department is responsible for all general ledger functions related to fixed asset transactions, including the payment function and the reconciliation of the district's general accounting records to the detailed records of the Fixed Asset Inventory System. The Warehouse Coordinator is responsible for the transfer and retirement of all property. Warehouse personnel are also charged with coordinating all property retirements, listing and reporting property retirements to the school board, and disposing of surplus property. School or departmental property custodians are responsible for the physical safeguarding of assets, the inventorying of fixed assets, and reporting theft or damage of fixed assets. In addition, all purchases of fixed assets are based on requisitions originating from a principal or department head.

Project accounting, that is, accounting for constructed assets such as buildings and improvements is performed in the Project Management Department, with a Chief Accounting Clerk in the Accounting Services Department reviewing and checking on project reports.

Annual Physical Counts of District Property Are Not Performed by Persons Independent of the Custodial Function

Rules of the Auditor General, section 10.400, state that school districts must conduct an independent inventory of property annually. Having someone other than the person responsible for the custody of the property perform the inventory satisfies independence. Many school districts have assigned the responsibility of conducting the property inventory to the property custodian. However, to ensure the integrity of the inventory process, staff not assigned to safeguard assets, usually staff in a property control function, conducts representative audits.

The district's fixed asset procedures state that:

The internal auditors and property records staff will be in your schools and departments to assist in tagging of property, to perform audits and to perform special tasks assigned by the Associate Superintendent of Financial Services.

Currently, property custodians at campuses and in departments in the district are assigned the responsibility to conduct an annual inventory of property. However, the Internal Audit staff conducts no representative audits.

Because property custodians perform inventory counts and because no audits are performed, the district runs the risk of having improperly conducted inventory counts. Property Control staff stated that use of a bar code system and the bar code scanner to accomplish the physical inventory counts prevent property

custodians from indicating that an asset has been located, when, in fact, it is missing. However, custodians are able to manually enter bar code numbers into the scanning equipment and thus potentially circumvent this safeguard.

In addition to requiring annual inventory counts of district property, Chapter 10.480 (Inventory Procedures) of the Rules of the Auditor General requires that a complete physical inventory be taken whenever there is a change of property custodian. However, inventory counts are not taken by the district in the event of changes in personnel in the property custodian positions.

Property Control Staffing is not Adequate to Monitor Fixed Assets

The property control function in the district is currently staffed with 3.75 full-time equivalent (FTE) employees. Exhibit 12-14 shows the staffing for this function. As this exhibit shows, however, two of the 3.75 positions, the Surplus Property Clerks, are dedicated solely to the transport of assets throughout the district, leaving only 1.75 FTEs available for the tagging, tracking, and audit functions.

Exhibit 12-14

Property Control Staffing in the District is Inadequate

Position	Department	Percent of Time Devoted to Property Control Functions
Internal Auditor	Internal Audit	50%
Internal Auditor	Internal Audit	10%
Property Records Clerk	Internal Audit	100%
Surplus Property Clerk	Warehouse Services	100%
Surplus Property Clerk	Warehouse Services	100%
Warehouse Clerk	Warehouse Services	15%
Total effort contributed to property control function		3.75

Source: Review of organizational charts and interviews with Brevard County Public Schools staff, 1999.

Primary responsibility for coordinating and monitoring the property control function falls within the Internal Audit Department. Prior to the current organization of the property control function, the responsibility resided in the Warehouse Services area under the Purchasing Department. At this time, the function was staffed with one Chief Accounting Clerk, six Property Records Clerks, and two Surplus Property Clerks. In addition, the Internal Audit Department was staffed with four internal auditors: two cafeteria auditors and two internal account auditors. Through attrition, both the property control function and the internal audit function staff have been reduced over the last five years. In 1994, the property control function was merged into the Internal Audit Department. The two auditors that remain in the department include one cafeteria auditor and one auditor whose time is divided equally between property control functions and internal account functions.

Due to staff cuts in the property control function, the district cannot adequately monitor and coordinate the property control efforts in the district. Prior to staffing cuts, property control staff conducted annual inventory counts and audits of school and departmental inventory asset safeguarding processes.

Exhibit 12-15 shows a comparison of staffing for Brevard as compared to the peer districts. Brevard County shows the lowest number of FTEs assigned to the asset tagging, tracking, and counting process.

The recommendations that follow suggest ways to improve the accountability for fixed assets in the district. One of the recommendations is to increase property control staff by one FTE. Although the disparity demonstrated in Exhibit 12-15 between Brevard and the next lowest peer district is 2.25 FTEs, the recommendation is for Brevard to initially hire only one additional FTE for the property control function. Brevard's property control function is a highly efficient operation and it appears that one additional FTE will allow the department to conduct the necessary audits and inventories required by Auditor General rules. However, the district should continue to monitor and evaluate staffing levels, particularly in relation to the increase in the number of schools in the district, and staff the property control function adequately.

Exhibit 12-15

Property Control Staffing in Brevard County is Below Peers

District	Number of FTEs Dedicated to the Property Control Function
Brevard	1.75
Lee	4.00
Orange	7.00 ⁵
Polk	4.00
Volusia	5.50 ⁵

Source: Peer district information, 1999.

Recommendations

- *The district should:*
 - *conduct audits of fixed asset procedures in schools and departments and report all findings to the school board annually;*
 - *increase property control staff; and*
 - *conduct property audits and report findings to the school board.*

2 Authorization Controls: The district has established controls that provide for proper authorization of asset acquisitions.

Authorization is another critical characteristic of a reliable control system. Authorization refers to controls intended to ensure that transactions are approved before they are recorded.

Management is responsible for establishing criteria for recognizing transactions in the accounting system and for supervisory approval of transactions. A control system should permit the accounting operation in an organization to process only authorized transactions and should bar unauthorized transactions.

⁵ These positions perform functions other than just asset inventory functions.

Chapter 235.18 of the Florida Statutes (Annual Capital Outlay Budgets) states:

Each board, including the Board of Regents, shall, each year, adopt a capital outlay budget for the ensuing year in order that the capital outlay needs of the board for the entire year may be well understood by the public. This capital outlay budget shall be a part of the annual budget and shall be based upon and in harmony with the educational plant and ancillary facilities plan. This budget shall designate the proposed capital outlay expenditures by project for the year from all fund sources. The board may not expend any funds on any project not included in the budget, as amended. Each district school board must prepare its tentative district facilities work program as required by s. 235.185 before adopting the capital outlay budget.

In accordance with F.S. 235.18, the capital project budgets are prepared jointly by the Associate Superintendent of Financial Services and the Project Management Director. The Director of Accounting Services and the accounting manager provide assistance in this process. Responsibility for monitoring capital budgets falls to the Director of Project Management.

Pages 48 through 55 of the district's 1998-99 budget document present the budgets for all capital fund projects. The budget presentation shows anticipated revenues by source, budgeted expenditures by project, and budget by major funding source. Capital project funds have been established in the accounting records to segregate capital project expenditures and revenues from operating expenditures and revenues.

Chapter 274.07 of the Florida Statutes (Authorizing and Recording the Disposal of Property) states that:

Authority for the disposal of property shall be recorded in the minutes of the governmental unit. The disposal of property within the purview of section 274.02 shall be recorded in the records required by that section.

Rules of the Auditor General, chapter 10.470, detail the information to be recorded when a district disposes of surplus property. Information to be recorded includes:

- date of disposition;
- authority for disposition;
- manner of disposition;
- identity of the employees witnessing the disposition, if cannibalized, scrapped, or destroyed;
- receipt number and dollar amount received, if the item is sold outright; and
- the value of insurance proceeds and receipt number for items disposed of as a result of casualty loss.

The district maintains detailed procedures on the disposal of assets. Property custodians are to complete a Distribution Center Request (DCR) form for assets needing to be transferred to other locations or that need to be placed in the surplus warehouse. Procedures state that no property is to be moved or transferred without first obtaining an approved DCR form.

Forms are initiated by the property custodian and forwarded to the surplus warehouse where they are logged for tracking purposes. The Warehouse Coordinator must approve all DCR forms. Subsequent to approval by the Warehouse Coordinator, Surplus Property Clerks schedule the property for pick-up. In the event that the property is scheduled for retirement, the Warehouse Coordinator prepares a report listing all assets to be retired for school board approval. After obtaining school board approval, asset tracking numbers for the property approved for disposal are sent to the internal auditor to be removed from the district's property records.

Internal procedures require that grant-funded acquisitions be subject to the same controls as internally funded acquisitions. In the case of property acquisitions, procedures require that in addition to district property tags, the items also have separate identification labels indicating that the items have been acquired through grant funds.

3 Project Accounting: In most cases, the district has established records that accumulate project costs and other relevant data to facilitate reporting construction and maintenance activities to the board, public, and grantors.

Project management is the oversight and coordination of construction projects. Project management functions in the district fall under the Assistant Superintendent of Facilities Services. The Project Management Department is responsible not only for negotiating with contractors for building services, overseeing construction projects, and ensuring vendor compliance with construction contracts, but also for project accounting. The department currently has two chief accounting clerk positions responsible for maintaining the accounting records for construction projects.

The district builds new schools using a "turn-key" process. In this process, an entire school is planned and budgeted to include all construction costs and the cost of equipping the school facility with furniture, fixtures, and equipment.

In addition, the district uses a "construction manager (CM) at risk" form of contracting for school construction. The construction manager at risk concept provides for a pre-approved profit for the construction project, and that any cost overruns will be absorbed by the CM. This process is designed to eliminate the cost overruns and excessive change orders often encountered in construction projects.

All expenditures associated with construction projects are reviewed at several levels. First, all invoices are submitted to construction inspectors in the Project Management Department. After review and approval, inspectors submit invoices to the CM at risk for review and approval. The CM submits the invoices back to the Chief Accounting Clerks in the Project Management Department for coding and preparation for payment. Invoices are then sent to the Accounting Services Department for final review and payment processing.

The Associate Superintendent of Financial Services, the Assistant Superintendent of Facilities Services, and the Director of Accounting Services, prior to presentation for school board approval, prepare detailed project budgets. The Project Management Department is charged with monitoring actual expenditures and comparing to budgeted expenditures.

The District Lacks Procedures to Ensure that Fixed Asset Records for New Schools are Forwarded to the Property Control Department for Inclusion in Detailed Property Records

Upon completion of construction projects, all accounting records are transmitted to the Accounting Services Department in order to transfer amounts to the appropriate accounts. However, this information is not always communicated in a timely manner, resulting in accounting records that do not reflect accurate balances. For example, four new schools opened during the 1998-99 school year, but no final inventories of fixed assets have been submitted to the Property Control Department as of April 1, 1999. As a result of the untimely communication of information, there are few major assets such as cafeteria equipment and gymnasium equipment included in the inventory records for the new school facilities.

4 Asset Accountability: The district does not provide recorded accountability for capitalized assets.

Asset accountability is achieved through use of procedures, budgets, inspections, and periodic comparisons of actual assets to accounting records for those assets. Management has the responsibility for accountability for assets, and should conduct regular comparisons or reconcilements designed to detect errors or irregularities. The more frequently comparisons are performed, the more opportunities there are to detect errors and fraud.

Accountability for fixed assets in the district has been assigned to all principals and department/division heads. School board rule 6Gx5-6.02 states that principals shall be the custodian of all property located and charged to campuses, and that division/department heads shall be the custodian of property purchased through or assigned to the division or department. School board rules further define the term property custodian as the individual to whom responsibility for the custody of property under his or her control has been delegated by the Superintendent or the school board. [Chapter 6Gx5-6.00, section .01(5)]

The District Does Not Maintain Detailed Files Containing Documents Evidencing Property Rights Such as Deeds and Leases

Documents such as deeds and leases are important to an organization because they provide evidence of property rights. As such, it is critical that all such documentation be kept in a central, organized fashion. The Brevard County School District does not maintain such documentation.

Records such as deeds, leases, and other documents containing information on property rights are either non-existent or incomplete.

Differences Between Asset Records and Physical Inventory Counts are Not Investigated in a Timely Manner

Chapter 10.480 of the Rules of the Auditor General of the State of Florida states that property items not located during the physical inventory count should be promptly reported to the school board and a thorough investigation should take place. The rules further state:

If an item is not located as a result of the investigation, the property record shall be so noted and a report filed with the appropriate law enforcement agency describing the missing item and the circumstances surrounding its disappearance.

Observation of the property control function and a review of property documentation revealed several concerns surrounding the investigation into asset items not accounted for during the annual inventory process. These concerns include:

- procedures that are unclear as to how missing items are investigated;
- documentation from school board minutes indicating that missing items are written off after showing missing on two consecutive inventory cycles without adequate investigation;
- property custodians not being held accountable for missing items; and
- missing items not being reported to law enforcement authorities as required by the Rules of the Auditor General (Chapter 10.480, Section 5).

Interviews with staff indicated that property items showing as missing during an inventory count are not adequately investigated. The staff in the Property Control Department does not perform the investigation, and although district staff says that investigations are performed, no evidence of this could be identified. Review of school board minutes show that items determined to be missing during the 1996-97 schools years totaling \$141,464 were written off. Furthermore, detailed reports submitted to the school board do not indicate the property custodian responsible for safeguarding the assets nor efforts made to locate the missing asset.

Missing items are not reported to law enforcement officials in a consistent manner.

Detailed Property Records are not Reconciled With the General Ledger in a Timely Manner

Asset accountability requires not only that physical assets be compared to asset records periodically, but that the detailed fixed asset records be compared to the general accounting records on a regular basis. The purpose of comparing detailed records to general accounting records, called a reconciliation, is to ensure that all assets are accounted for properly.

The Accounting Services Department performs a reconciliation of the fixed asset accounts. However, this reconciliation, last prepared as of June 30, 1998, is only prepared annually. Proper accounting for fixed assets should require that monthly reconciliations be performed on all fixed asset accounts. More frequent reconciliations allow management to detect errors or irregularities in a timely manner.

The District Does Not Have a Process to Identify Surplus or Obsolete Property in a Timely Manner

Review and observation of surplus property processes indicate that the district follows the rules and procedures set out in the Florida Statutes and the Rules of the Auditor General. That is, all surplus items are collected and stored until proper authorization from the school board has been obtained to write them off. Upon school board approval, all surplus items are promptly removed from the books of the district. Surplus items are then either sold during regular weekly sales or through auctions, or are cannibalized for use in other areas.

However, a review of detailed fixed asset listings for all school facilities show large numbers and values of potentially obsolete items still being listed in the records of the district. For example, a detailed review of the fixed asset inventory listing for a high school, junior high school, middle school, and an elementary school each showed numerous pieces of computer, video, and other electronic equipment that were outdated. Exhibit 12-16 shows the results of this review.

Exhibit 12-16

Accounting Records of the District Show Large Value of Surplus Property

School	Total Value of Property	Value of Obsolete Items ⁶
Oakpark Elementary	\$314,749	\$42,000
Madison Middle	\$310,083	\$51,000
Stone Junior High	\$690,800	\$51,000
Titusville High	\$1,382,354	\$78,000

Source: Assets by Location report, Brevard County Public Schools, April 15, 1999.

To develop the listing of assets displayed in Exhibit 12-16 above, all computer, video, or other electronic equipment having a purchase date of 1993 or earlier was noted. Although these items were not physically inspected and some of them may still be in working order, the list indicates the volume of obsolete equipment still being stored in the district. In addition, carrying the values of these old items serves to artificially inflate the actual value of fixed assets in the district. For example, several computer keyboards are listed at \$1,500 each.

Recommendations

- *The district should organize an effort to obtain or reconstruct all documentation serving as evidence of property right for all district property. Establish procedures for maintaining and storing all such documentation in a secure place. Establish procedures that will ensure that in the future, all such documentation is obtained upon acquiring or constructing assets.*

⁶ Aggregate value of property identified on the inventory listing having original acquisition dates of 1993 or earlier. Review was based on selected items including computers, video equipment, and typewriters only. Actual obsolete property and associated values will be different based on a more comprehensive review and actual condition of property.

- *The district should investigate missing assets in a timely manner. All assets that cannot be located should be documented as to what steps were followed to try and locate them. All police reports should be submitted to the Internal Auditor.*
- *The district should establish procedures for reconciling fixed asset activity on a monthly basis.*
- *The district should conduct follow-up audits of the inventory count process.*
- *Action Plan 12-3 provides the steps necessary to implement these recommendations.*

Action Plan 12-3

Improve Asset Accountability

Recommendation 1	
Strategy	Establish a procedure for ensuring that all documentation related to property rights for district property is safeguarded.
Action Needed	Step 1: Assign responsibility for investigating, researching, and obtaining or reconstructing physical records such as deeds and leases. Step 2: Establish procedures to ensure that in the future all such documents are safeguarded and stored in a central location.
Who Is Responsible	Associate Superintendent of Financial Services
Time Frame	July 1, 2000
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Establish procedures that place the responsibility for following up with missing, stolen, or damaged property with the Internal Audit Department. Although specific asset responsibility falls with the property custodian, the Internal Audit Department should be responsible for ensuring that all missing items are investigated in a timely manner and all missing assets are reported to the school board, along with the person accountable for their protection.
Action Needed	Step 1: Develop procedures naming the Internal Audit Department as the department to follow-up on missing assets. Step 2: Develop a mechanism to communicate actions taken in attempting to locate missing assets. Step 3: Develop a mechanism for ensuring that all stolen or damaged property is reported to law enforcement authorities and that copies of reports are maintained by the district. Step 4: Incorporate results of investigation of missing assets into annual reports on fixed asset inventory counts.
Who Is Responsible	Associate Superintendent of Financial Services, Director of Purchasing and Warehousing, and the District Internal Auditor (not the contracted internal audit firm)
Time Frame	October 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 3	
Strategy	Enhance the recorded accountability for fixed assets by preparing more frequent fixed asset reconciliations.

Action Needed	<p>Step 1: Establish procedures for reconciling the fixed asset reconciliation monthly.</p> <p>Step 2: Assign individual responsibility for preparing the fixed asset reconciliation.</p> <p>Step 3: Coordinate with the Internal Auditor to obtain necessary detailed documentation of the fixed asset detail ledger.</p>
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 4

Strategy	Ensure that all obsolete property is removed from schools and departments and disposed of in accordance with Florida Statutes and school board rules.
Action Needed	<p>Step 1: Direct all property custodians to identify and mark obsolete equipment.</p> <p>Step 2: Complete paperwork (DCR forms) to request that surplus property be removed from school sites and departments.</p> <p>Step 3: Transfer all obsolete property to surplus warehouse.</p> <p>Step 4: Obtain school board approval to write off all surplus property.</p> <p>Step 5: Inspect equipment to determine whether to sell, auction, cannibalize, or destroy.</p> <p>Step 6: Remove surplus property from property inventory records.</p>
Who Is Responsible	District Internal Auditor (not the contracted internal audit firm) and Director of Purchasing and Warehousing
Time Frame	January 2000
Fiscal Impact	This can be implemented with existing resources.

Are Best Practices for Risk Management Being Observed?

Goal: The district has established procedures that identify various risks and provide for a comprehensive approach to reducing the impact of losses.

1 The district does not have an adequate process to set objectives for risk management activities, identify and evaluate risks, and design a comprehensive program to protect the district at a reasonable cost.

Overall, the district does not have adequate processes in place to set objectives for risk management activities. The prolonged vacancy in the Director of Risk Management position and the absence of other key staff has limited the district's ability to conduct risk management activities. Recently the district filled the Director of Risk Management position and is in the process of adding additional staff. The current risk

management plan was reviewed by the past Director of Risk Management and implemented as indicated. Although current district staff is making a valiant effort at operating the risk management section and complying with the best practices, the complexity and volume of the work demands the commitment of more personnel. The remaining vacant positions should be filled.

The lack of personnel and leadership in the department has led to several other issues in risk management. There is a one-year backlog in the collection of premiums for persons on leave, therefore resulting in a failure to reconcile premiums collected to premiums paid. In addition, information management problems have led to the district payroll deductions being in arrears. Currently, the deduction information is being calculated manually.

The Risk Management Department is Failing to Meet the Needs of Its Customers

District and school personnel indicated that customer needs are not being met, given the lack of leadership and staff shortages. The primary need that must be addressed is the miscoding of deductions and the inability to alter personal policy options. Unlike some districts, in Brevard the insurance service section is outside of personnel or human resources. Of the four insurance specialists assigned to deal with employees, only one has been working full-time in the last six months.

In order to deal with the backlog and the level of service, the district is in the process of transferring the customer service element of the Risk Management Department to an outside vendor. The transfer is due to take place July 1999.

The District Does Not Possess a Policy and Procedures Manual for Risk Management

Although the district personnel interviewed had some understanding of the policies and procedures, the level of understanding outside of ones immediate area was limited. The fact that employees of the Risk Management Department did not have a policies and procedures manual is a primary cause of the confusion that resulted after the retirement of the Director and risk management specialist. The district should create a single source for all information related to the operation and management of the department.

The District Possesses a Thorough Disaster Recovery Plan

The district developed and has on several occasions tested its Disaster Recovery Plan. The plan indicates the major parties involved in managing a disaster, respective roles and responsibilities, and procedures for dealing with a disaster.

Recommendations

- *The district should seek a vendor to provide quality service to customers of the department.*
- *The district should establish a written policy and procedures manual that details the tasks to be performed to successfully run the unit. The procedure manual will allow other as well as future employees to perform tasks not generally assigned to them. In addition, the manual should contain a regularly updated summary of the coverages owned by the district.*
- *Action Plan 12-4 provides the steps necessary to implement these recommendations.*

Action Plan 12-4

Improve Risk Management

Recommendation 1	
Strategy	Contract with a vendor to provide customer service to insured employees.
Action Needed	Step 1: Identify required services of an external firm to provide customer service elements of the risk management function. Step 2: Prepare a Request for Proposal that outlines vendor requirements. Step 3: Solicit bids. Step 4: Contract with the best qualified vendor.
Who Is Responsible	Associate Superintendent of Financial Services
Time Frame	As soon as possible
Fiscal Impact	The cost of this service is to be determined.
Recommendation 2	
Strategy	Combine policies, procedures, and processes into a single reference volume.
Action Needed	Step 1: Identify all major policies, procedures, and processes of the risk management function. Step 2: Review all existing documentation that pertains to policies, procedures, and processes to determine whether they are still current or in need of updating. Step 3: Develop written documentation for all existing policies, procedures, and processes for which there is not currently any documentation. Step 4: Combine all written documentation into a policies and procedures manual for the risk management function.
Who Is Responsible	Associate Superintendent of Financial Services
Time Frame	As soon as possible
Fiscal Impact	This can be implemented with existing resources.

2 The district does have comprehensive policies and procedures relating to purchasing and reviewing insurance coverage.

The district possesses comprehensive policies dealing with purchasing and reviewing insurance coverages. The district evaluates its coverages on a periodic basis and uses a bidding process to replace providers. An outside firm conducts evaluation and the coverage management is provided through a third party firm. The coverages comply with what is required by law. In addition, the district has complied with Florida law and has obtained and filed official bonds with the Florida Department of State. However, in the last six months (until June 1999), no oversight has been present in this department to ensure compliance with these policies and protect the interests of the district.

The District Uses Competitive Bid to Acquire Insurance Plans

The district through a third party seeks competitive bids for group coverages. The coverages administered include medical, prescription drugs, dental, vision, life, and disability. In addition, the third party provides administrative and supports services.

The District Was Unable to Document How Policies are Updated for New Assets

Given the vacuum in leadership that existed due to the delay in filling the Director of Risk Management position, no attention had been given to updating policies in the last six months. Without an adequate policies and procedures manual, other staff members fail to possess the expertise necessary to make adjustments to coverages. A method needs to be developed to address major asset acquisitions.

Payments and Refunds Related to Insurance are Handled Properly

Through unique accounting codes, the district has a system in place to track payments and refunds related to premiums. In addition, the actuary audit performed once per year verifies the past practices of the district and indicates that the district has complied.

Recommendations

- *Although the district has procedures and policies in place to purchase and review insurance coverages, the district does not possess the personnel necessary to fulfill this requirement. The district needs to replace the vacant risk management specialist position.*
- *The district should ensure that insurance policies reflect the addition and removal of assets.*

3 The district does not regularly monitor and evaluate its self-insurance program to insure feasibility of its self-insured coverages.

The district has some procedures for monitoring and evaluating its self-insurance and has converted its risk in all but workers compensation to commercial coverage. The district utilizes a workers compensation administrator and complies with the necessary state statutes. The area most in need of improvement is in monitoring the work of the administrator and developing formal procedures for evaluation and assessment.

The District Evaluates the Extent of Reinsurance and/or Excess Loss Coverage

Gallagher-Bassett, Inc. provides reinsurance and excess loss coverage evaluation for the district. Gallagher-Bassett also summarizes the amounts due from excess coverage on a current basis. The district presented the required reports and all of the information appears to be in order.

The District Utilizes an Outside Firm for an Annual Analysis of the Amount of Risk Retained and Projections of Potential Claims

The district utilizes an outside actuary firm (Godbold, Malprere, and Co.) to analyze the risk retained as well as predicted potential claims. Both analyses are performed on an annual basis. The district utilizes this information to make decisions on coverages. The amounts due to excessive coverage are recorded and reported on a current basis.

The District Needs to Develop Formal Procedures for Reviewing the Performance of the Administrator on a Regular Basis

The Director of Risk Management has assessed the performance and cost effectiveness of the administrator in the past. Although there appears to be no reason to be concerned over the methodology utilized in evaluation, the district does not have formal, documented procedures for reviewing the administrator. As mentioned previously, a formal policy manual should be produced that would include a section addressing administrator evaluation.

The District is in Compliance with Necessary State Statutes

The self-insured portion of workers' compensation is being handled in accordance with state requirements. The administrator is approved by the Department of Labor and Employment. In addition, claims revolving funds are established in the name of the district in accordance with Section 237.211(6), F.S..

The Risk Management Department Reports to the Board on the Self-Insured Plan

Board meeting notes and minutes confirmed that the Board receives regular updates on the workers' compensation coverage. The report includes a summary of the funding status of the self-insured plan and any large anomalies. Several staff members indicated that more attention should be given to unusual claims and this is addressed in more detail in the next section.

An Audit of Claims in Workers' Compensation is Needed

A validity of claims needs to be performed on self-insured claims through the third party administrator. A sample of employee claims need to be examined and confirmation letters sent to employees. In order to ensure that claims processed by the third party administrator are processed in accordance with the contractual agreement and that controls used in the processing of claims for the district are operating effectively, the district should obtain a Report on the Processing of Transactions by Service Organizations as contemplated by Statements on Auditing Standards (SAS) number 70. This report would provide district management with assurances that claims were correctly processed for the district.

Recommendations

- *The district has made a strong effort to transfer its risk to commercial coverage. However, the district should conduct an analysis of possible remaining claims from the self-insured period to verify a lack of carry over liability.*
- *The district should add a section to the Policies and Procedures Manual that addresses evaluating the performance and cost effectiveness of the administrator.*

- Action Plan 12-5 provides the steps necessary to implement these recommendations.

Action Plan 12-5

Evaluate Validity of Claims From Self-Insurance

Recommendation 1	
Strategy	Evaluate the validity of claims from self-insurance.
Action Needed	Step 1: Perform test of claims for validity and request Statement of Auditing Standards (SAS) number 70 report from third party administrators.
Who Is Responsible	Director of Risk Management
Time Frame	Immediately
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Write procedures for evaluating the self-insurance administrator on a regular basis.
Action Needed	Step 1: Include in the Policies and Procedures manual for Risk Management a section addressing how and when the performance and cost effectiveness of the administrator will be assessed. Lay each step in the process to ensure that staff can easily understand the process.
Who Is Responsible	Director of Risk Management
Time Frame	Immediately
Fiscal Impact	This can be implemented with existing resources.

Are Best Practices for Financial Management Being Observed?

Goal: The district has established controls to ensure its financial resources are properly managed.

Background

Financial services are concerned with the collection, disbursement, management and accounting for all funds of a school district and, as such, are an integral part of a district’s overall operation. The end result of financial services-related activities are quality reports to be used by management in making critical decisions on a school district’s ability to provide quality educational programs to students.

Finance functions in the district are handled primarily in the Accounting Services Department. The organizational chart shown in Exhibit 12-17 displays the staffing and organizational structure for the department.

Exhibit 12-17

**Organizational Structure for Brevard's Accounting Services
Department**

Source: Brevard County Public Schools, 1999.

In the recent past, the department has had staffing vacancies in key positions. The Director of Accounting Services has been with the district since September 1998. The district knew of the impending retirement of the previous director for six months prior to retirement; the position was subsequently vacant an additional two months before being filled.

The district's payroll supervisor position had been vacant for four months prior to filling the position in February 1999. During the four-month vacancy for the position, the accounting supervisor filled in.

1 Management Control Methods: District management does not always communicate its commitment and support of strong internal controls.

Chapter 112 of the Florida Statutes, Part III (sections 112.311 through 112.326) deal with employee ethics issues. Specifically, Chapter 112.313 discusses actions or behaviors that are specifically not allowed by employees, including:

- soliciting or accepting gifts; and
- doing business with one's self.

The District Does Not Have an Employee Ethics Policy

The district does not have an employee ethics policy. School board rules, however, contain various sections pertaining to ethical behavior required by board employees. Specific references include:

- Chapter 6Gx5-5.00 (Business Affairs), section .03(3) which states that employees are not permitted to use bid prices or school prices or receive any preferential treatment in the making of personal purchases.
- Chapter 6Gx5-5.00 (Business Affairs), sections .07(1) and .07(2) state that employees are not allowed to make purchases for personal use through a student body or county office to obtain favorable prices, discounts, or tax exemptions, and that employees are not allowed to accept gratuities, gifts, or favors that might impair or appear to impair their judgment.
- Chapter 6Gx5-7.00 (Personnel Policies), section .01(1)(a) states that:
Employees shall perform the duties required by Florida Statutes and all other generally accepted professional duties such as club sponsorship, hall duty, supervision of bus loading zones, chaperoning students, and other reasonable duties as may be assigned by the employee's immediate supervisor. Failure to perform such duties in an acceptable manner shall constitute a violation of contract and/or board appointment.
- Chapter 6Gx5-7.00 (Personnel Policies), sections (2), (3), and (4) discuss district policies regarding nepotism, tutoring students for pay, and sale of materials, respectively. Section (8) of this chapter states that it is the responsibility of all employees to become familiar with the school board rules and any other such policies, regulations, memoranda, bulletins, and handbooks as pertain to employee duties. Section (8) further states that "any person employed by the board who shall be guilty of any willful violation of the policies of the board shall be guilty of gross

insubordination and shall be subject to dismissal or such other lesser penalty as the board may prescribe.”

There is no indication that all employees have easy access to all policies that they are supposed to be following in the conduct of district business. Not all employees are required to acknowledge upon employment with the school board that they are aware of the ethics-related policies. No section of any board policy could be found that identified the board’s acknowledgment of Chapter 112.313 of the Florida Statutes.

Financial Management Internal Controls Need Improvement

District personnel state that, "accounting procedures provide for strong internal controls," but this review found that in practice these controls are not always in place. The Financial Services Division should be the model for establishing strong internal controls, but staff members in the division are in breach of the controls themselves. For example, bank reconciliations, currently the responsibility of the Director of Accounting Services, have not been prepared since June 1998. In addition, the district’s fixed asset reconciliation, also a responsibility of staff in the Accounting Services Department, has not been prepared since June 1998. In addition, other control weaknesses have been identified, including:

- control weaknesses over the handling of accounts receivable transactions;
- control weaknesses over the approval process for input of changes and adjustments into the accounting system;
- control weaknesses in the preparation of account reconciliations; and
- lack of documentation for accounting policies and procedures.

These examples and others are discussed in more detail in later sections of this chapter and are mentioned here only to illustrate the extent of weakness found in the Accounting Services Department during the review. Considered independently, any one of these internal control lapses would not represent a significant concern. A lapse in any one control may not be significant because one would assume that errors or irregularities would be picked up through other control mechanisms. However, considered collectively, all the control lapses identified do represent significant concern.

The control weaknesses identified in the Financial Services Division indicate that management does not communicate a commitment of strong internal controls when they do not follow such commitments themselves.

MGT’s review did not identify that any regular reviews or checks are performed to ensure internal control or that departments follow proper procedures.

The District Does Not Have a Fraud, Waste, and Abuse Policy

Management is responsible for the prevention and detection of fraud. Statements of Auditing Standards (SAS) Number 82, (*Consideration of Fraud in a Financial Statement Audit*) issued by the American Institute of Certified Public Accountants (AICPA) lists examples of risk factors relating to management’s characteristics and influence over the control environment that the external auditor should be aware of. A failure by management to display and communicate an appropriate attitude regarding internal control and the financial reporting process is one example. Another risk factor is management’s ineffective means of communicating and supporting the entity’s values or ethics, or communication of inappropriate values or ethics.

Partially in response to the issuance of SAS 82, management teams are becoming proactive in the prevention and detection of fraud. Steps that can be taken include:

- conducting business on a high ethical plane and establishing a written employee ethics policy;
- periodically reviewing internal controls to ensure that they are being enforced; and
- establishing procedures allowing for people to report known or suspected improprieties.

The Brevard County School Board does not have an official policy on the prevention or detection of fraud, waste, or abuse in the work place.

Having an effective policy in place will provide employees and citizens with a mechanism for reporting known or suspected instances of fraud, waste, or abuse. The ability of an employee to contact someone other than a direct supervisor enables employees to come forward without fear of retribution. Anonymity in such a procedure is essential.

The Brevard County School Board should establish a policy on fraud, waste, and abuse, and establish a mechanism for improprieties to be reported. A fraud hotline maintained by a third party administrator is an effective way of collecting and responding to known or suspected improprieties and serves to ensure anonymity. Companies that offer such services typically price the service based on the number of employees in an organization. Typical charges for such services average \$4.00 per employee annually.

The District's Accounting Function is Not Staffed Adequately

The district's accounting and finance functions are lacking in many areas. For example, financial reports are not being prepared and submitted timely, internal control procedures such as preparing and reviewing reconciliations are not being performed, and in some cases, separation of duties in the Accounting Services Department is not adequate.

Many of these problems arise due to the lack of staff in the Accounting Services Department, particularly degreed accountants. In addition to not having adequate staffing to handle routine functions, the employees in the department are not adequately cross-trained. In the event of a long-term absence of a key employee, it would be difficult for the department to conduct business.

A review of overtime reports for the period of June 24, 1998 through January 14, 1999 (the only period for which historic overtime data were available) shows that 401 hours of overtime were worked for this 29-week period. Annualizing this number would bring the average number of overtime hours worked by the department to 719. Overtime worked by exempt employees is not tracked, but staff reports that excessive hours are worked. In addition, workload in the department continues to increase with the growth of the district. For instance, four new schools opened last year, alone, and student membership is growing at a rate of two to three percent per year.

In addition to staffing levels, there are indications that the district is having a difficult time attracting staff because salaries are not competitive. The Human Resources Department conducts regular salary comparisons for the most part, but comparisons to other school districts may not accurately reflect the economic factors of the Brevard community that affect the employment market for business and technical professionals. Due to the presence of some large manufacturing employers in the area, in addition to high-tech companies and NASA, Brevard salaries may not be competitive. Recent staff turnover of mid-level management positions in the Accounting Services Department are an indication of this factor.

When conducting salary surveys, the district should make efforts to consider local factors for business positions.

Recommendations

- *The district should:*
 - *develop and implement an employee ethics policy that covers personal conduct, conflicts of interest, nepotism, and other employee ethics items. Implement a process that upon employment with the district, all employees are required to acknowledge that they have read and understand the ethics policy.*
 - *develop a list of internal control functions that should be performed each accounting period such as bank reconciliations, general ledger account reconciliations, subsidiary account reconciliations, and vendor statement reconciliations. Prioritize work load to ensure that all critical reconciliations and other controls are maintained. Cross-train employees so that in the event of extended absences, key control functions continue to be performed. Periodically review controls to ensure they remain adequate and to ensure they are being performed properly and timely.*
 - *develop a fraud, waste, and abuse policy. Establish a fraud, waste, and abuse committee to receive information submitted regarding known or suspected instance of fraud, waste, and abuse, and to provide feedback. Contract with an independent company for a fraud, waste, and abuse hotline.*
 - *increase staff in the Accounting Services Department.*
 - *Action Plan 12-6 provides the steps necessary to implement these recommendations.*

Action Plan 12-6

Improve Management Control Methods

Recommendation 1	
Strategy	To conduct business on a high ethical plane by establishing an employee ethics policy and clearly communicating the policy to all employees.
Action Needed	Step 1: Develop ethics policy. Step 2: Establish a procedure requiring all current employees to review the policy and acknowledge by signature that they understand such policy.
Who Is Responsible	School Board, Assistant Superintendent for Human Services, and the Associate Superintendent of Financial Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2	
Strategy	To develop a systematic process for reviewing functions in the Accounting Services Department to ensure that control procedures are operating effectively.
Action Needed	<p>Step 1: Develop a list of control activities such as individual bank reconciliations, individual general ledger reconciliations, etc.</p> <p>Step 2: Assign responsibility for preparing or performing each control function listed.</p> <p>Step 3: Assign responsibility for approval of all reconciliations or control functions.</p> <p>Step 4: Review listing of control activities monthly and follow-up with functions that have not been completed.</p> <p>Step 5: Cross-train employees in conducting control functions.</p>
Who Is Responsible	Associate Superintendent of Financial Services, Director of Accounting Services, and Accounting Manager
Time Frame	October 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 3	
Strategy	To convey to the community and to citizens that the district is doing all it can to prevent and detect fraud, waste, and abuse in the work place. To investigate and follow-up on all reports of fraud, waste, or abuse.
Action Needed	<p>Step 1: Develop a policy on fraud, waste, and abuse in the work place.</p> <p>Step 2: Establish a committee to review allegations of fraud, waste, and abuse and to investigate and report on all allegations.</p> <p>Step 3: Contract with an independent firm for fraud hotline services.</p>
Who Is Responsible	School Board, Audit Committee, Associate Superintendent of Financial Services, Risk Manager
Time Frame	January 30, 2000
Fiscal Impact	\$30,000 annually
Recommendation 4	
Strategy	To ensure that the district's financial business is handled effectively.
Action Needed	<p>Step 1: Request funding for one additional position for the Accounting Services Department: a Staff Accountant.</p> <p>Step 2: Obtain approval for the addition of the new position.</p> <p>Step 3: Post job openings for the new position.</p> <p>Step 4: Interview applicants and fill the position.</p> <p>Step 5: On a regular basis, the district should ensure that salaries of employees in the business area are compared to the local employment market.</p>
Who Is Responsible	School Board, Associate Superintendent of Financial Services, Director of Accounting Services
Time Frame	October 1999
Fiscal Impact	\$45,000 annually

2 Financial Accounting System: The district records and reports financial transactions in accordance with prescribed standards.

The district uses a system called Comprehensive Information Management for Schools (CIMS III), operated on an AS/400 system. Computerized applications purchased by the district include budgeting, general ledger, purchasing, accounts payable, cash receipts, warehouse and fixed asset inventory, payroll, and human resources management. The district began a phased-in implementation of the CIMS III system in 1996.

System access is limited to those individuals authorized to be responsible for the inputting, processing, and reporting functions. The Director of Accounting Services approves all employee access to the system through defined user profiles and passwords.

The system provides for the monitoring of restricted budget detail through use of the Financial and Program Cost Accounting and Reporting for Florida Schools guidelines. Through use of a detailed chart of accounts, expenditures and revenues are tracked according to funding source, whether it be federal funding, state categorical or state non-categorical funding. The district records and reports financial transactions in accordance with prescribed standards. However, it could improve.

The CIMS III Financial Management System as Implemented has Certain Limitations

Although the CIMS III system has several positive features, there are some drawbacks to the system. For instance, the lack of a position control system and an automated labor system for budgeting purposes has created problems in estimating the district's budgeting needs for personnel. Staff is currently estimating staffing budgets using Excel spreadsheets.

The accounting module of CIMS III allows out-of-balance entries, creating problems in the accounting records of the district. The Auditor General's report for the period ending June 30, 1998 cites the out-of-balance problem. Detailed testing of general ledger accounts conducted by the Auditor General staff revealed that the general ledger was out of balance at year end for the following amounts:

- General Fund - \$36,720
- Special Revenue Fund - \$58,168
- Capital Projects Fund - \$1,047,310

In addition, there are some system limitations in the budget module of CIMS III. Access to accounts that are restricted as to their use because of grant requirements or other restrictions cannot be restricted in the system. System users can either be provided with full access to all the accounts under their department or campus, or zero access. That is, selected accounts cannot be restricted, allowing access to the non-restricted accounts only.

Documented, Written Accounting Procedures are Lacking

The Accounting Services Department does not have a formal procedure manual that documents and governs its operations. Individual memos and hand-written instruction sheets are used by employees as references for the procedures necessary to conduct the business of the department.

The district has some written, documented accounting policies and procedures, but does not have a comprehensive set of policies and procedures. For instance, the fixed asset policies and procedures are well documented and provide sufficient detail.

The Accounting Services Department should develop a detailed accounting procedure manual that describes, in detail, process steps for each critical accounting function. Examples of functional procedures that should be described in the accounting procedures manual include: transaction postings, month-end closings, preparation for cash disbursement (accounts payable), and payroll processing. Once a comprehensive procedures manual has been prepared, it is equally important to ensure that this manual is maintained and updated on a regular basis.

In addition to a lack of written procedures, the department is lacking in cross-training of functions. During interviews with accounting staff, it was apparent that staff knew little of the operations of the organization outside of their specialty area. In the event of serious illness or other events that may require an employee to miss extended periods of work, the district is at risk of not being able to perform some functions.

School bookkeepers use an accounting system called Manatee to account for Internal Funds. The Manatee accounting manual is outdated. The manual itself was written in 1982, with updates in 1993 and 1996. The school year 1997-98 audit conducted of internal funds notes in a report on compliance and on internal control that this manual is outdated and in need of rewriting.

Although the Manatee system users' guide is outdated, the procedures used for accounting for internal funds are fairly current and detailed.

The district has a written investment policy, but the procedures for monitoring investments and daily cash flow are not documented in writing.

The Accounting Services Department has established practices for reviewing and processing information, and interviews with staff indicate that these practices are understood. However, none of these practices are documented in writing. These include procedures for processing invoices, journal entries, cash receipts, distribution of daily mail, etc.

Journal Entry Preparation and Approval Functions Need Improvement

Good internal controls require that the preparation function and the approval function for journal entries are separated. In addition, good controls require that all journal entries be documented with information sufficient to enable the person responsible for review and approval to reasonably perform this function. All journal entries should be reviewed and approved before being entered into the accounting system.

In Brevard County School District, journal vouchers are prepared and entered to the system by Accounting Clerks and Chief Accounting Clerks in the Accounting Services Department, prior to the documentation being reviewed by management. Periodically, the clerks submit documentation for journal entries that have already been posted to the system to the accounting manager or the accounting supervisor for review.

Each Accounting Clerk or Chief Accounting Clerk is responsible for preparing documentation related to journal entries, entering the journal entries, and maintaining a files of posted journal entries. As a result of the journal entries not being maintained in a central location, identification and location of entries can be difficult. For example, specific adjusting journal entries related to NSF check write-offs were requested for this review. The supporting documentation was eventually located, but due to a change in staff responsible for maintaining the files, locating the documentation was time-consuming and cumbersome.

A review of selected journal entry documentation revealed that not all journal entries are approved by management or by a supervisor, and often documentation consists only of print screens of the actual entry itself.

System access for posting of journal entries is limited to authorized individuals in the Accounting Services Department. However, as discussed in detail in a subsequent section, school bookkeepers that are responsible for posting budget amendments to the system have access to restricted accounts because the CIMS III system does not allow a selective “block” to be placed on restricted funds. This means that an individual can be prevented from entering transactions to the system entirely, but those individuals who are authorized to enter selected transaction have full access to all accounts in the system.

Recommendations

- *The District should:*
 - *Develop procedures to monitor out-of-balance transactions on a daily basis. Ensure that prior accounting months are closed in a timely manner to prevent out-of-balance entries to months that have been closed out.*
 - *Assemble a team from Budget, Accounting Services, Human Resources, and Information Systems to study CIMS III issues. Contact other CIMS III users to obtain input.*
 - *Strengthen control over the preparation, approval, and entry of journal entries.*

3 Financial Reporting Procedures: The district does not always prepare and distribute its financial report timely.

Financial reports are important for several reasons. Results of operations and financial position are reviewed by the school board and managers in order to make informed decisions regarding the business affairs of the district. Financial information is required to be filed with outside agencies such as the federal and state governments, and grantor organizations so that compliance with grant provisions and other regulatory requirements can be reviewed and monitored. It is critical that financial information be reported and distributed in a timely manner.

In several areas, the district does not provide timely financial reports including:

- monthly financial reports to the school board – the last set of financial reports presented to the school board were for the month ending November 1998 (as of April 1999);
- the annual cost report submitted to the State Board of Education (SBE) has been filed late for the past two years;
- the Superintendent’s Annual Financial Statement (AFR) – the annual report is due to the Commissioner of Education on September 11th of each year; the 1997-98 AFR was filed on October 13, 1998; and
- financial reports to government and grantor agencies are not always filed in a timely manner.

In accordance with State Board of Education (SBE) Rule 6A-1.0071(2), all school districts must file an AFR by September 11th of each year. For the school year ending June 30, 1998, the district requested an

extension of time. The district was granted an extension until September 30, 1998. However, the AFR was not filed until October 13, 1998.

In other districts, school board members are typically provided a monthly financial statement so that they may monitor the district’s activities as compared to the annually approved budget. This board has not received a monthly financial statement since November 1998.

Recommendation

- *The district should improve the timeliness of financial reports.*
- *Action Plan 12-7 provides the steps necessary to implement this recommendation.*

Action Plan 12-7

Implement Procedures to Ensure the Timeliness of Financial Reports

Recommendation 1	
Strategy	To improve the usefulness of financial data by improving timeliness of reporting and to ensure that the district abides by financial reporting deadlines as prescribed by regulatory authorities.
Action Needed	Step 1: Establish procedures for ensuring that financial reports are filed timely.
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

4 Budget Practices: The district does not have a financial plan serving as an estimate of and control over operations and expenditures.

Operating fund budget preparation in Brevard County School District is the responsibility of individual schools and departments. Campuses and departments submit their budgets to the Budgeting Office where they are compiled into an overall district budget and presented to the school board. The school board votes to approve the budget after appropriately advertised budget hearings are held. After operating budgets have been adopted, budget monitoring is the responsibility of individual principals or department/division heads, with oversight provided by the Budget Office. Budgets are developed by departments and campuses directly through the online system, so at the time that the board approves the budget, the data is already in the system.

Capital outlay budgets are prepared jointly by the Project Management Department and the Financial Services Department. The school board votes annually to adopt the capital outlay budget. Responsibility for monitoring capital outlay budgets falls to the Project Management Department.

Debt service budgets are prepared by the Associate Superintendent of Financial Services and the Director of Accounting Services.

Special revenue budgets are prepared by grant managers throughout the district, and are monitored and maintained in the Accounting Services Department.

Expenditures and commitments are controlled through the use of encumbrances entered through the purchasing and payroll systems. The accounting system does not allow encumbering of funds unless sufficient funding is available, except for situations discussed below.

The District Has Not Established Accountability for Budgetary Spending

A review of ending budget balances as of June 30, 1998 for school general fund budgets showed that of 106 budgets for schools, vocational centers, and adult education programs, 22, or almost 21 percent of programs, overspent their budgets. While not all over expenditures were material, several were significant. Exhibit 12-18 shows a list of schools whose actual expenditures exceeded their budgets as of June 30, 1998.

Exhibit 12-18

School Operating Budgets are Frequently Overspent

School	Ending 6/30/98 Budget Balance
Meadowlane Ropes	(\$398,660)
Clearlake Middle School	(\$168,785)
McNair Middle School	(\$69,583)
Jefferson Middle School	(\$60,538)
Riverview Elementary School	(\$56,472)
Lockmar Elementary	(\$36,568)
Kennedy Middle School	(\$29,388)
Creel Elementary School	(\$24,144)
Fairglen Elementary School	(\$16,626)
Edgewood Middle School	(\$6,984)
South Area Adult Education	(\$6,514)
Meadowlane Off-site	(\$8,287)
South Lake Elementary School	(\$5,376)
Roosevelt Elementary	(\$4,674)
Titusville High School	(\$2,838)
Endeavor Elementary School	(\$2,704)
Central Area Adult Education	(\$1,934)
Satellite High School	(\$1,834)
North Area Adult Education	(\$1,453)
Mid-South Area Adult Education	(\$996)
Bayside High School	(\$573)
Pre-Kindergarten	(\$431)

Source: School-based detail for projects 001, 002 and 001147 as of June 30, 1998, Brevard County School District.

In discussions regarding accountability for district funds, district personnel stated that all negative budget balances carry forward to future years and that this is the means by which principals and program directors are held accountable. In other words, the individual responsible for monitoring expenditures is responsible for developing spending plans to correct deficit spending patterns for future years. District staff also indicated that due to site-based management, there is nothing that district personnel can do to ensure that budgets are not overspent.

The District Does Not Have Adequate System Controls Over Budgetary Spending

MGT identified two instances of improper budget monitoring related to system limitations. The first instance has preliminarily been determined to be a problem with the CIMS III system itself. School sites are allowed to enter their own budget amendments within certain established limits. However, because the CIMS III system does not allow a restriction to be placed on only certain accounts, often schools transfer funds from accounts that are restricted in purpose. To monitor this problem, a Budget Specialist in the

Budget Office reviews monthly reports. When restricted-use accounts have had funds transferred out by schools sites, the Budget Specialist simply reverses the budget amendment that created the problem. The schools are then notified of the action taken and instructed to correct the problem. However, this process can take one and one-half to two months, putting individual campuses at risk of expending funds in excess of budget.

The second situation where the system does not provide adequate budgetary control has to do with the budget controls not being activated in the budgeting system for several months after the start of the school year. What this means is that departments and campuses can see budgeted amounts as compared to actual amounts, but system controls do not prevent the expending of funds in excess of budgeted amounts. This situation occurs because the Budget Office does not finalize departmental and campus budgets until the accounting records for the previous school year have been closed. This is because the district allows unexpended funds to be carried forward from year to year. However, final carry forward numbers are not available until the accounting records have been finalized for the prior school year.

The district is discussing various solutions to this problem, including providing campuses and departments with a preliminary carry forward estimate, to be adjusted upon finalization of the prior year’s accounting records.

Recommendations

- *The district should:*
 - *strengthen controls for budgetary accountability.*
 - *maintain budgetary controls in the budget system at all times.*
- *Action Plan 12-8 provides the steps necessary to implement these recommendations.*

Action Plan 12-8

Improve Budget Practices

Recommendation 1	
Strategy	Ensure that budgets are closely monitored so that district spending stays within the limits established by the school board.
Action Needed	Step 1: Closely monitor district spending by cost center. Step 2: Establish a process for counseling and advising principals and department heads whose expenditures exceed budget. Step 3: Tie Principal and department head evaluations to budget monitoring.
Who Is Responsible	Associate Superintendent of Financial Services, Director of Budget, Cost Accounting, and FTE
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2	
Strategy	Ensure that the district is not at risk of spending funds in excess of authorized budgeted amounts.
Action Needed	Step 1: Establish budgetary system controls at all times.
Who Is Responsible	Director of Budget, Cost Accounting, and FTE
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

5 Cash Management: The district does not have adequate controls to provide recorded accountability for cash resources.

Physical cash received in the Accounting Services Department, whether by US mail or by interoffice mail, is received by an accounting clerk assigned to open and distribute mail. All accounting clerks rotate into the mail processing function weekly. All cash receipts are forwarded to the Investment Specialist who endorses all checks received and prepares a listing of receipts. The Investment Specialist forwards all cash receipts to the Accounts Payable Specialist, along with the receipt listing. The Accounts Payable Specialist prepares the receipts for deposit, and posts some cash receipt transactions to the accounting records. Receipt transactions requiring special treatment such as grant funds are forwarded to the appropriate individual for the actual account posting. After the physical deposit is prepared, a Chief Accounting Clerk in the Accounting Services Department delivers the deposit to the bank. All deposit receipts are returned to the Accounts Payable Specialist for comparison to the original listing of receipts. The responsibility for transporting deposits to the bank is sometimes rotated among staff in the event of absences.

The Accounts Payable Specialist also receives physical checks for COBRA payments. The Accounts Payable Specialist prepares the checks for deposit and posts the cash receipt to the accounting records.

The Investment Specialist reviews receipts that are received through wire transfers or other electronic means daily. The Investment Specialist posts some transactions such as tax collections to the system, while other individuals in the district post other transactions such as receivables from grantor agencies.

The district does not have adequate controls to provide recorded accountability for cash resources. It is not completing bank reconciliations and is lacking cash flow analysis mechanisms.

The District Is Not Completing Bank Reconciliations

The district maintains four bank accounts for the following purposes: payroll disbursement, accounts payable disbursement, food services, and a master account. Individual schools maintain separate bank accounts for internal funds. The four main bank accounts include the following:

- Master account – an interest-bearing account used as the district’s main cash account;
- Accounts payable account – a zero-balance account used to process accounts payable disbursement checks;
- Payroll account – a zero-balance account used to process payroll transactions; and

- Food Services account – an account used to deposit cash receipts from the cafeterias throughout the district.

The master account is a pooled cash account, with the general ledger providing for accounting of separate fund balances. No procedures ensuring that collections and disbursement are recorded accurately and promptly have been identified.

A review of bank statements shows that the district's bank accounts have not been reconciled since June 30, 1998. Prior to the arrival of the current Director of Accounting Services, the former Director of Accounting Services prepared all bank reconciliations. Currently, the function of reconciling the accounts is assigned to a temporary employee who is assisting in getting the reconciliations caught up. To date, however, the last fully reconciled month is June 1998.

Cash Flow Analysis Mechanisms are Lacking

District funds not needed for immediate obligations are left on deposit with the State Board of Administration (SBA) and are withdrawn as necessary. The Investment Specialist in the Accounting Services Department, with oversight of the Director of Accounting Services and the accounting manager, is responsible for monitoring daily cash needs and transferring funds from the SBA account as needed. A Chief Accounting Clerk responsible for construction accounting is responsible for monitoring cash to fund construction expenditures and for subsequently requesting the transfer of cash for these activities.

A review of detailed reports for construction projects shows that cash needed for construction expenditures is not always requested from the SBA on a timely basis. As a result, the general fund has been subsidizing construction projects in the district. A review of general ledger cash balances for construction projects showed negative cash balances netting to a total of over \$1.4 million for 16 out of the 31 construction projects.

In addition, the annual review of the district's financial records for the school year ending June 30, 1998 conducted by the Auditor General of the State of Florida points out that the district was negligent in requesting funding from the federal government to cover expenditures necessary for federal programs. According to the Auditor General's report, the lack of timely requests of funding resulted in ending monthly cash deficits for 10 months during the 1997-98 school year. The report states, "Had sufficient cash advances been requested, the district could have realized additional interest earnings estimated at approximately \$55,000."

The district has neither formal cash analysis mechanisms nor written procedures for the monitoring of daily cash needs. The Investment Specialist responsible for cash management monitors cash and investments in an informal manner without the benefit of a comprehensive forecasting model.

Formal, written procedures for the cash management function provide vital information to employees in the event of absences or other occurrences. Good procedures provide detailed instruction for the regular, routine cash management function. In addition, procedures should instruct employees in handling any non-routine occurrences and in proper internal controls.

Lack of formal, written procedures could have a detrimental effect in the event that the employees regularly assigned to handle the cash management function are for some reason unable to perform their duties. Cash management at the district currently involves knowing what receipts are expected and what expenditures will be incurred. Incorrect monitoring could lead to insufficient funds available to meet obligations or lost investment revenue due to improper investing.

Recommendations

- *The district should:*
 - *ensure that all bank reconciliations are prepared in a timely manner; and*
 - *develop a systematic process for projecting cash needs and provide for timely transfers of funds.*
- *Action Plan 12-9 provides the steps necessary to implement these recommendations.*

Action Plan 12-9

Improve Cash Management

Recommendation 1	
Strategy	Strengthen the controls surrounding cash reconciliations to safeguard district assets.
Action Needed	Step 1: Develop a check list of all cash accounts that should be reconciled monthly. Step 2: Assign responsibility for reconciling cash accounts on monthly basis. Step 3: Review and approve cash reconciliations monthly.
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	To ensure that the district maximizes its earning potential on excess funds while also ensuring that funding needs are met on a timely basis.
Action Needed	Step 1: Develop procedures to monitor cash funding needs daily. Step 2: Develop an electronic format in which to perform a daily cash projection. Step 3: Develop projections daily based on anticipated revenues and anticipated expenditures.
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources. Implementation of these procedures should allow the district to earn interest it was previously not realizing. Lost interest income was estimated to be \$55,000 in 1997-98. Therefore, it is reasonable to assume that adequate procedures will allow the district to earn at least \$50,000 in interest it would otherwise have lost.

6 Investment Practices: The district has an investment plan that includes investment objectives and performance criteria, and specifies the types of financial products approved for investment.

The School Board of Brevard County has adopted an investment policy that establishes guidelines for investing of district funds. The policy states that the Associate Superintendent of Financial Services will periodically review the investment policies to ensure that investment activities bear relationship to broader interest rate risk management strategies of the board. Additionally, the policy establishes that the school board will review overall investment policy not less than annually.

The district's investment policy established that the Associate Superintendent of Financial Services and the Director of Accounting Services are responsible for formulating individual investment strategies, monitoring investment performance, establishing maximum tolerable loss limits, and making recommendations for policy changes to the board. Additionally, the policy states that the Associate Superintendent of Financial Services and the Director of Accounting Services are empowered to execute securities purchases and sales, direct delivery of investment into and out of safekeeping, and authorize wire transfer of funds for settlement of purchases.

The investment policy states that all approved financial institutions transacting repurchase agreements are required to execute and perform as stated in a Master Repurchase Agreement. The agreement establishes the legal responsibilities of both the school board and the institution for each transaction, and provides contractual rights for the school board in the event that the institution defaults.

The Associate Superintendent of Financial Services and the Director of Accounting Services periodically review investment portfolio performance. This review is independent of the investment portfolio management activities because an outside financial advisor performs these functions. The outside financial advisor provides quarterly detailed investment performance reports to the district. The Director of Accounting Services is responsible for generating an overall investment status report for the school board. The natures of investments included in general ledger balances are reviewed by the school board quarterly.

Since a contract portfolio manager manages the district's investments, there is adequate separation in preparing the reports submitted to the school board and all securities purchased by the school board are held in safekeeping by a third party custodial institution.

7 Receivables: The district has not established adequate controls for recording, collecting, adjusting, and reporting receivables.

Receivables are defined as an entity's claim for money, goods, or services from others. Receivable transactions arise when an organization recognizes revenues that have not yet been collected. The recording of such a transaction allows the accounting records of the organization to appropriately reflect income when it is earned rather than when it is actually received.

Good internal control over receivables require that the collection and posting of transactions be separated from the responsibility of maintaining detailed accounts receivable records, referred to also as subsidiary ledgers. Subsidiary ledgers are the detailed records that reflect details of amounts owed, by whom they are owed, due dates, and past due balances.

The Brevard County School District has two primary areas responsible for receivable transactions: the Accounting Services Department and the Risk Management Department. The Investment Specialist in the Accounting Services Department is responsible for billing and collecting for various receivables including:

- amounts due from federal, state, and grantor organizations;
- amounts due for property taxes; and
- amounts due from other entities such as the Brevard Community College, Brevard Workforce Development Board, and the Brevard Federation of Teachers.

The Risk Management Department collects amounts due for individuals participating in the district’s health insurance continuation plan. Under the Consolidated Omnibus Budget Reconciliation Act (COBRA) of 1985, employers are required to offer continuation of health coverage for certain employees and retirees under certain conditions. The individuals receiving the insurance coverage are required to reimburse the employer in order to continue coverage.

The district does not record accounts receivable entries to the general ledger except at June 30 of each year. The Investment Specialist is responsible for invoicing receivables, as well as collecting funds and preparing the general ledger entries to record receivable income. The receivables collected for COBRA reimbursements are usually handled in the Risk Management Department by recording all COBRA payments to a data base system. However, due to turnover in staff in that department, the process has not been performed since December 1998. In March 1999, the process of recording and depositing COBRA payments was transferred to the Purchasing Department.

According to the district staff, receivables are not booked on a regular basis because they are not material. However, a review of invoices mailed by the Investment Specialist for the month of January 1999 showed over \$400,000 in receivables were billed. Amounts collected for COBRA payments average \$12,000 on a monthly basis.

The lack of procedures accumulating and tracking account receivable transactions leaves the district at risk of losing income.

Recommendation

- *The district should maintain and monitor control over accounts receivable.*
- *Action Plan 12-10 provides the steps necessary to implement this recommendation.*

Action Plan 12-10

Implement Procedures to Track and Record Account Receivable Transactions

Recommendation 1	
Strategy	Ensure accounts receivables are collected, recorded, and deposited timely.
Action Needed	Step 1: List all sources of funds and who is responsible for collection and recording of them. Step 2: Assign responsibility for reviewing receivable activity and preparing a reconciliation monthly. Step 3: Establish a system of maintaining subsidiary ledgers.

Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

8 Salary and Benefits Costs: The district has established controls that provide accountability for employees' compensation and benefits pursuant to an approved compensation plan.

School board rule 6Gx5-7.07 requires that employees be compensated under an approved salary schedule. Non-bargaining employees are compensated in accordance with a salary schedule that is approved by the school board.

Bargaining unit employees are compensated under the salary schedule that is negotiated and approved by the school board as part of the appropriate bargaining unit labor contract. The Human Resources Services and Labor Relations and Chief Negotiator administer these labor union contracts.

The Human Resources Department is responsible for ensuring that the performance appraisal systems are properly implemented. Evaluations are reviewed to determine if content and process meet the guidelines for each performance appraisal system. Feedback is given to evaluators at schools and departments to ensure that appraisals are done correctly and in a timely manner. Selected Leadership Team members who are responsible for evaluating how administrators evaluate instructional personnel are given feedback and information to assist in determining if assessment criteria and procedures are followed properly.

9 Debt Financing: The district has procedures for analyzing, evaluating, monitoring, and reporting debt financing alternatives.

The Brevard County School Board engages an independent financial advisor for professional advice regarding financing decisions. The current financial advisor, William R. Hough and Company, was selected through a competitive bidding process in 1996. The term of the contract between Hough and Company and the district allows for renewal of the contract every two years.

All financing methods and debt issuance decisions are made by the school board. Primary responsibility for compiling and analyzing decisions regarding alternative financing options, debt issuance costs, debt capacity, and advance refundings fall to the Associate Superintendent of Financial Services, with input and advice from the independent financial advisor.

The financial advisor provides detailed information to the district for:

- selecting methods of sale of bonds (competitive bid or negotiated sale);
- evaluating alternative financing methods (General Obligation Bonds, Certificates of Participation, Revenue Anticipation Notes, Tax Anticipation Notes, etc.);
- determining debt capacity before issuing debt; and

- evaluating reasonableness of legal fees, printing costs, travel, credit enhancement, and underwriter's spread associated with issuing debt.

10 Grant and Entitlement Monitoring: The district does not adequately monitor and report grant activities.

The administration, monitoring, and accounting for grants fall at various levels throughout the district. In general, grant managers, under the supervision of the Deputy Superintendent, are responsible for applying for grant funds, monitoring grant activity, establishing budgets for grants, and complying with the terms and conditions set out in grant documents. Staff in the Accounting Services Department are responsible for performing the accounting functions associated with grant activity, and for preparing and submitting grant reports to grantor agencies.

All grant managers in the district have access to the on-line financial reports in the CIMS III system. In addition, they receive paper reports on a monthly basis.

The major areas of grants include Title I, Florida Diagnostic and Learning Resources System (FDLRS), and Exception Student Education (ESE).

Grant managers in the district monitor expenditure of grant funds. All purchase orders related to grant expenditures are electronically routed to the designated grant manager for approval prior to being submitted to the Purchasing Department.

A review of annual reports for various grant programs indicates that the district is not utilizing grant funds to their fullest extent. Grant funds that must be returned to grantor agencies because they were not spent in accordance with grant provisions or because they were not expended prior to the grant provisions expiring are not tracked. A cursory review of grant reports shows that approximately \$130,000 in grant funds were returned to grantors at the close of the grant period for some programs. Since there is no formal means of tracking the amount of grant funds actually forfeited, there is no way to determine such an amount at this time.

In the most recent audit conducted by the Auditor General's Office (for the school year ending June 30, 1998), detailed testing disclosed that expenditures were charged to a federal program that was not allowed under the provisions of the program. Teacher salaries amounting to over \$100,000 were charged to a program that did not allow for teacher salaries to be paid from the projects.

The district does not have any documented procedures on the administration of grant funds, nor is there a system of accountability for administration of grant funds established.

Recommendation

- *The district should develop procedures for ensuring the accountability for appropriate expenditure of grant funds.*
- *Action Plan 12-11 provides the steps necessary to implement this recommendation.*

Action Plan 12-11

Document and Develop Procedures for Grant Monitoring and Accounting, and Develop a System of Accountability

Recommendation 1	
Strategy	Ensure that the district maximizes all grant funds available.
Action Needed	Step 1: Implement procedures to report the status of grant funds to the school board. Step 2: Monitor grant accounts to ensure that funds are not forfeited. Step 3: Require that all grant managers document reasons for grant fund over expenditures and forfeitures. Step 4: Develop a system of formally evaluating grant managers in the district on how effectively funds are managed.
Who Is Responsible	Superintendent, Deputy Superintendent
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources. However, upon full implementation, the district should be able to realize the use of grant monies it had previously forfeited. Using an extremely conservative estimate, the district could realize the use of an additional \$75,000 per year.

Are Best Practices for Purchasing Being Observed?

Goal: The district has established a defined purchasing function with controls over requisitioning, authorizing, and receiving functions.

Background

Purchasing is one of the most highly specialized activities in school business administration. Purchasing includes activities related to obtaining materials, supplies, and equipment that are required to operate schools and serve education programs. Purchasing has become a major function in education resource management. It involves the expenditure of significant funds and requires adherence to principles and practices of sound management.

Efficient warehousing services are essential to timely and effective delivery of support for educational programs. An efficient purchasing and warehousing function should have management systems in place to ensure that supplies, equipment, and services are procured from the best source, in the correct quantities, and at the best price for the specified quantity. Storage and delivery systems should be in place to ensure the most efficient receipt and distribution processes.

The mission statement of the Brevard Purchasing Department is:

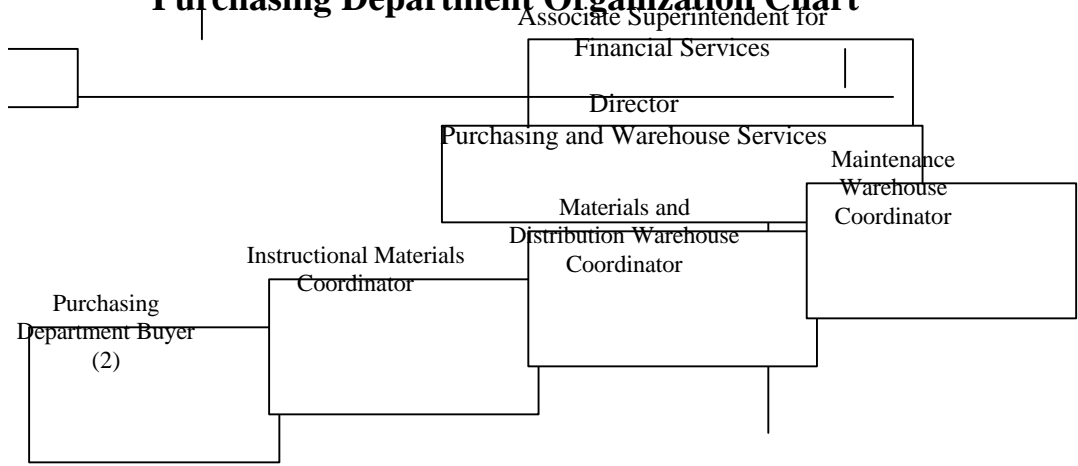
...to engage in the timely procurement of all supplies, equipment and services necessary to support the educational efforts of the Brevard County School District. These activities shall be in such a manner that maximum value will be attained for the funds expended.

Cost Control System

organization chart in Exhibit 12-19 shows the organizational structure.

Exhibit 12-19

Purchasing Department Organization Chart



1 The district has segregated purchasing responsibilities from requisitioning, authorizing, and receiving functions.

The responsibilities for the purchasing function are segregated from the requisitioning, authorizing and receiving functions. The requisition process includes the end-user at the school or department identifying the request, and the end-user or support staff person entering the description of the desired product or service on-line into CIMS which produced identification of the source. The purchasing process occurs when the purchase order is created on-line, printed, and reviewed (cursory review) in the Purchasing Department. The receiving occurs through drop-ship or from warehousing. Separate from the purchase

order process, the invoicing processing, accounts payable functions, and general ledger functions occur in the Accounting Department.

The Brevard County School District Has Implemented an On-Line Purchase Order System Which Interfaces With the Accounting Department to Ensure Budget Availability

The requisition is entered on-line and the CIMS assigns a purchase order number. Budget availability is determined through the interface capability with Purchasing and Finance Department information. The budget availability is automatically obtained on-line which authorizes the budget or denies with a message advising of budget unavailability. Assuming budget availability, on-line authorizations are achieved through the approval queue by the principal, department head, or designee.

2 The district has established controls for authorizing purchase requisitions.

Properly authorized purchase orders are prepared bearing the approval of officials designated to authorize purchase orders. The Purchasing Department's on-line system uses a Purchase Order Input screen representing a document that provides an automated signature data field for authorized signatures. During the on-site review in January 1999, MGT examined a listing of purchase orders listed in the document printed from the on-line system. It was evident from the pattern of purchase order numbers listed that the purchase orders are pre-numbered. The on-line system provides an appropriation number on the Purchase Order Input document on the screen. The appropriation number as shown on the Purchase Order Input on-line document readily identifies the funds for which the goods and/or services being acquired are to be charged. If funds are not available to accommodate the purchase from the appropriation identified, a message is provided on-line to advise the person preparing the on-line request. The amount of funds not obligated or available fund balance is determined prior to committing the proposed amount of purchase through the on-line system. This procedure is done through the automated system through the Accounting or Budget Department to ensure that funds are sufficient to meet the proposed expenditure.

The Purchasing Department is in the Initial Stages of Implementing a Purchasing Card

The district recently conducted a purchasing card pilot program. The period for Phase I was March 15, 1999 through April 30, 1999 and consisted of select participants purchasing from a limited menu, and discussing the success in meeting participant needs and interface capabilities with the Finance Department. Phase II of the pilot program ran through May 30, 1999 with expanded participants and issues. Full implementation of the program began in June 1999. Procedures have been established and the Purchasing and Finance Departments have reviewed controls.

The Brevard County School District Has Joined Peer Districts in the Implementation of Purchasing Cards

Peer districts were surveyed to determine if a purchasing card is being implemented at the respective districts and the target date for full implementation. Exhibit 12-20 shows the results of this survey. Polk County School District has planned to complete the implementation within five months. Seminole County School District does not plan to fully implement the purchasing card until June 30, 2000. The trend to

move toward the implementation of purchasing cards demonstrates an awareness of the advantages of purchasing card programs.

The benefits of purchasing card programs are many and are being adopted widely in the purchasing industry. Some of the benefits include more timely payment to vendors, purchase discounts given by vendors, reduced number of transactions having to be processed by the accounts payable staff, accountability and responsibility tied to individuals who use the cards, and restricted use of the card to allow only authorized purchases.

Reasonable anticipated cost savings associated with purchasing card programs are difficult to predict and vary on a case-by-case basis. The district has not prepared formal cost savings analyses to date. However, it can be assumed that the use of the purchasing card will allow the district to experience efficiency savings by processing fewer purchasing and accounts payable transactions.

Exhibit 12-20

Peer Districts are Implementing Purchasing Cards

District	District Plans To Implement Purchasing Card	Date To Implement Purchasing Card
Brevard	Yes	4/15/99
Orange	Yes	7/1/99
Polk	Yes	9/99
Seminole	Yes	6/30/00
Volusia	Yes	7/99

Source: MGT Peer District Survey.

Recommendation

- *Based on results of the pilot stage of implementing the purchasing card and based on feedback from users, the district should continue to revise Purchasing Card procedures as the need occurs on an ongoing basis to ensure continued proper controls.*

3 The district has established authorization controls to ensure that goods and services are acquired at prices that are fair, competitive, and reasonably consistent with acceptable quality and performance.

Procedures are in place to provide for requesting, receiving, and evaluating competitive bids. Purchasing Procedures 3.1.6 through .10 address Invitations to Bid (Formal, Request for Quotations, and Performance Bond and/or Bid bonds for Vendors), Receipt of Bids, Evaluation of Bids, Opening of Bids, and Bids Not Required from Three (3) or More Sources. Exhibit 12-21 shows the various purchasing thresholds and how procurement actions vary. The district has not had any bid protests filed against it during the past two years. A successful procedure is to invite vendors to meet and discuss circumstances surrounding a bid under potential protest.

Exhibit 12-21

Brevard County’s Threshold Amounts Pertaining to Purchases and Action Required by the Purchasing Department

School District	Type of Procurement Action Required
\$15,000 and above	<ul style="list-style-type: none"> Bid required and board approval
\$10,000 - \$14,999	<ul style="list-style-type: none"> Three formal quotes
\$750 - \$9,999	<ul style="list-style-type: none"> Telephone quotes

Source: Brevard County School District.

The District Lacks Comprehensive Written Procedures Pertaining to Specialized Purchasing Functions

As Exhibit 12-22 shows, the district is operating with a relatively small purchasing staff. The district could enhance the efficiency of purchasing operations and effectiveness of resource utilization by providing comprehensive procedures for specialized purchasing functions. Due to the small staff size, workload in the Purchasing Department and purchasing authorizations are not structured to give appropriate recognition to the nature and size of purchases and the experience of purchasing personnel. Detailed written procedures should be provided as supplemental information to the purchasing procedures provided in the Brevard County School District Purchasing Policy Manual and the CIMS Manual. For example, documentation of the procedure used for the post-review of purchase orders could be used to provide guidance and as a basis for providing cross-training as needed. Also, specific guidance should be documented for procedures such as pursuing collaborative efforts to obtain purchases with other entities.

Exhibit 12-22

Number of Purchasing Staff Compares Favorably With Peer Districts

District	Purchasing Department Staff Size			# Total District Staff Per Purchasing Position
	Number of Professional Positions	Number of Clerical or Administrative Support Positions	Total Number of Positions	
Brevard	3	4	7	1,022
Lee	4	4	8	772
Orange	15	4	19	898
Polk	5	7	12	769
Seminole	2	2	4	1,475
Volusia	6	6	12	643

Source: MGT’s Peer Data Survey.

The district does require provisions in contracts for materials, services, or facilities acquired on other than a fixed price basis to allow for an audit of contractor's costs with payments subject to audit results. An example provided in information contained in documentation reviewed shows detailed price index information for materials submitted in bid information, allowing for an audit of agreed upon prices.

Comprehensive purchasing business ethics have been distributed and displayed for viewing by staff as observed by MGT staff at one of the warehouses, along with customer service messages. This presence of demonstrated business ethics shows that the district is concerned about adopting good business habits, complying with purchasing guidelines, conforming with industry standards, and providing good customer service.

Purchase orders are disseminated numerically through the on-line purchasing system to ensure that these sensitive documents are controlled. The index to closed purchase orders displays closed purchase orders that appear by purchase order number, vendor number, and vendor name. This procedure increases accountability and improves control over district assets. Additionally, the district maintains an index of open purchase orders through the on-line system. The index provides the purchase order number, the date of closure, the vendor number, and the vendor name.

The Purchasing Department's written procedures include provisions whereby purchase order changes and contracts are made through the on-line purchasing system that is a part of the financial management system. The financial Management System table of contents includes a section for Entering a Purchase Order, Entering Purchase Order Line Detail, and Changing a Line Item. The system is designed such that changes can be made on-line. Detailed steps are provided to the on-line user for making changes to a purchase order. Such changes are subject to the same controls and approvals as the original agreement.

The Purchasing Department maintains price lists which are in good order and were observed by MGT staff during the February 1999 on-site review. Supporting documentation was also reviewed for various sources of price lists. The district does maintain price lists and appropriate records of price quotations.

The Master Vendor List is in Need of Updating and Should Be Closely Monitored by the Purchasing Department Staff

The purpose of the Master Vendor List is to represent vendors approved by the Purchasing Department or otherwise by district staff indicating that approved procedures have been followed to establish the vendor as a payee. This permits payments to be generated on behalf of the vendor in CIMS. MGT's review of the Vendor List indicated that many of the vendor records had incomplete telephone numbers on file or the telephone numbers retained were not working numbers. Upon further review of the Vendor List, the procedure for processing the forms submitted to add vendors permitted incomplete information such as telephone numbers and street addresses. In order to decrease the risk that improper vendors are added to the Master Vendor List, procedures should be enhanced to require complete information and periodic review of the information retained.

End-Users Should be Surveyed Periodically to Determine the Level of Customer Satisfaction

Customer satisfaction is an indicator of how well the Purchasing Department fulfills its obligations in assisting end-users on behalf of the district. Surveys administered by the Purchasing Department on a periodic basis provide an opportunity for input to improve customer relations and overall customer satisfaction. While the end-users appear to be reasonably satisfied with the Purchasing Department services, based on a limited survey (shown in Exhibit 12-23) and interviews conducted during the on-site review, continual customer service improvements should be achieved based on input derived from users of

purchasing services. Optimal customer satisfaction is the goal of world class organizations and is the overall objective of a Purchasing Department.

Exhibit 12-23

The Purchasing Department’s End-Users Respond Favorably to Purchasing Services

School or Department	Questions Asked	Response
Sea Park Elementary School	<ul style="list-style-type: none"> Is the level of customer satisfaction adequate as an end-user with services offered by the Purchasing Department? 	Yes
Creel Elementary School	<ul style="list-style-type: none"> Are problems timely addressed by Purchasing Department staff? 	Yes
Title I Office	<ul style="list-style-type: none"> Do you consider the Purchasing Department to provide adequate policies and procedures for guidance and reference by end-users and others with a vested interest in the district’s procurement process? 	Yes
	<ul style="list-style-type: none"> Do you consider the Warehousing Department staff to provide efficient services in a timely manner? 	Yes
	<ul style="list-style-type: none"> Do you consider the level of training offered by the Purchasing Department to be adequate? 	Yes
	<ul style="list-style-type: none"> Are there unnecessary bottlenecks for processing purchase orders? 	No
	<ul style="list-style-type: none"> Does the Purchasing Department provide adequate feedback to end-users? 	Yes
	<ul style="list-style-type: none"> Do you consider the Purchasing Department to adequately communicate with the customer? 	Yes

Source: MGT Informal Survey.

The on-site review of the Purchasing Department included comprehensive data analyses and interviews which followed in-depth reviews of data and documentation relating to all indicators associated with the best practices. However, MGT selected those indicators considered most important as they related to the Brevard County School District in reporting findings.

Recommendations

- The district should:
 - adopt written procedures for specialized purchasing functions.
 - update the Master Vendor List to ensure accuracy of vendor information.
 - adopt procedures to survey end-user customer satisfaction.

4 The district has established controls to ensure that goods are received and meet quality standards.

Receiving reports are prepared for all purchased goods as a part of the on-line purchasing system. Procedures include the preparation of receiving reports on-line. Chapter 6 of the Purchasing Procedures Manual includes detailed instructions for preparing receiving reports and also addresses damaged claims. The procedures are followed at the point of delivery by the vendor when goods and services requested are checked upon receipt. A receiving report is completed and in the event of shortages or damaged materials, the vendor is contacted to make good on the merchandise that is short or a credit is provided. Detailed procedures exist to ensure that goods received are accurately counted and examined for quality control. Receiving information is available to the Accounting Department to facilitate payment processes.

Receiving Numbers are Automatically Assigned On-Line When Receiving Reports are Prepared

The receiving numbers are automatically assigned on-line in the financial management system when "Receiving Input" documents are prepared. The document is linked to the purchase order number and provides for the receipt date to be entered, quantity received, an authorization sign-off, and provisions for receiving information for partially filled purchase orders. When an order is placed, copies go to the school and when an order arrives, receipt is acknowledged through the system, which generates a receiver number. The receiver number is recorded on the originator's copy of the purchase order document. The Receiving Department maintains a copy of the receiving document, which has the receiver number recorded and is retained for audit purposes.

Enhancements Could be Made to Monitor Vendor Performance by Providing End-Users With Vendor Appraisal Forms

The district does not have a procedure to maintain documentation provided by end-users regarding their concerns relating to vendors who perform in an unsatisfactory manner or provide goods and services deemed unacceptable by the Purchasing Department staff or district personnel. Most vendor dissatisfaction information is communicated verbally. A record of suppliers who have not met quality or other performance standards by the Purchasing Department is maintained through a "Vendor Suspension List" whereby the vendor is exempt from bidding with the district as a result of unsatisfactory fulfillment obligations as contracted.

Formal documentation is a manner in which complaints against vendors may be retained by the Purchasing Department and used as information that may not be obtained otherwise. Also, formal documentation from end-users or a periodic request by the Purchasing Department to have a form completed may be used to enhance customer relations and customer service.

Recommendation

- *The district should adopt procedures for written vendor appraisals by end-users.*

5 The district has established controls for processing invoices to ensure that quantities, prices, and terms coincide with purchase orders and receiving reports.

The district has established controls to ensure that goods are received and meet quality standards. Accounting staff compares prices and will not accept invoice prices that are more than 20 percent higher than purchase order prices. This amount is considered standard in the industry for recent system implementations. The total purchase order amount is compared to the invoice amount and accounting staff and on-line system will process the purchase order as long as the total amount is not greater than the 20 percent of the authorized purchase order amount. The 20 percent allowance is used to accommodate increases in prices which may have occurred since the time goods and services were requisitioned and to allow for shipping costs to prevent unnecessary payment rejections requiring duplicative transaction processing due to expected changes. Accounting staff estimates that freight charges are typically 10 to 12 percent of the cost increase, while actual price increases typically account for less than that.

A comparison of invoice quantities with those indicated on the receiving report is performed through the use of the on-line receiving report is mandatory for payment. The on-line system checks the accuracy of calculations. Original invoices are required by the Accounting Department to support payments. The accounts payable system properly accounts for unmatched receiving reports and invoices.

The district does not differentiate between small and large dollar amounts in processing invoices that are more than the original purchase order amount. Thus, a \$100 purchase order with an invoice amount of \$120 (an increase of 20 percent) is accepted, just as is a \$12,000 invoice with a purchase order amount of \$10,000 (also an increase of 20 percent). The district could further improve controls in its processing of invoices by establishing a dollar threshold in addition to the 20 percent threshold. That way, any invoice amounts that exceed the original purchase order by 20 percent or that exceed the original purchase order by a certain dollar amount would be reviewed.

The District Lacks Written Procedures for Processing Payment Transactions

The district could enhance the efficiency of operations, effectiveness of resource utilization, and internal control system by providing a procedures manual pertaining to the district's payment functions. Due to the small staff size, procedures manuals are of greater importance to ensure adequate guidance to staff and to form a basis for providing cross-training as needed. Detailed written procedures should be provided as supplemental information to the fiscal operations that go beyond the detail provided in the CIMS III manual.

Recommendations

- The District should:
 - *develop written procedures pertaining to the processing of payment transactions.*
 - *establish a dollar threshold for comparing original invoices to purchase order amounts. As with the 20 percent threshold already in existence, invoices that exceed this threshold would be reviewed. MGT recommends that the dollar threshold be \$200.*

6 The district has established controls to ensure that disbursements are properly authorized, documented, and recorded.

The district has established controls over disbursements to include a controlled process to properly safeguard the distribution of checks, the use of strict controls for on-line check-signing, and procedures to add and delete authorized signers timely upon employment and departure. The accounting of checks or warrants signed is done by machine readings to verify that all checks or warrants are properly accounted for. Warrants or checks are cross-referenced to vouchers to ensure proper control over the disbursement function. Safeguards are in place to ensure that unused and voided warrants and checks are controlled, kept in a secure place, and are properly accounted for. Signed and issued checks or warrants are recorded promptly through the on-line system to ensure the disbursements are properly reflected in the financial records.

Procedures Exist for Disbursement Approval and Warrant or Check-Signing Through a Computerized Check Signer

A computerized check signer is used. Disbursements are approved and the signing of checks or warrants are a controlled process to properly safeguard the distribution of checks. Also, two signatures are required on all warrants or checks as a proper control procedure. The required signatures include the chairman of the board and the Superintendent.

Procedures Exist Ensuring That Warrants or Checks That Have Been Signed and Issued are Recorded Promptly

Signed and issued checks or warrants are recorded promptly to ensure the disbursements are properly reflected in the financial records. The automated on-line system is designed to record disbursements which flow to the financial records to reflect appropriate account balances.

7 The district has established controls to ensure that payables/encumbrances (obligations) are properly authorized, documented, and recorded.

Trial balances of reserve for encumbrances and accounts payable are prepared by the district's accounting staff on a regular basis. Trial balances are needed to determine the financial position reserve for encumbrances and accounts payable. Also, trial balance footings are checked and traced to the individual items as well as comparing the total to the general ledger balance by an employee other than the accounts payable clerk. Tying in trial balances to general ledger balances by an employee other than the accounts payable clerk lends objectivity to financial records. Finally, transactions between funds in all affected funds are posted in the same accounting period on a timely basis through automatic postings.

Vendor Statements are Not Always Reconciled Timely Due to Staff Shortages

Statements from vendors are not compared on a regular basis with recorded amounts payable, as shown in Exhibit 12-24. Instead, the district's accounting staff matches vendor statements to the payables

information in CIMS. However, this reconciliation is not always done in a timely manner due to staff shortages. For the backlog of vendor statements currently being reconciled as of March 31, 1999, the most stale-dated month pending reconciliation was June 1997. The backlog of reconciliations is being addressed as time and staff resources become available.

Exhibit 12-24

Brevard County’s Accounting Staff Has Not Reconciled Vendor Statements in a Timely Manner Due to Staff Shortages

Period Covered⁷	Status of Vendor Statements Pending Reconciliation
1995	1
1996	2
1997	6
1/98 - 3/98	6
4/98 – 6/98	4
7/98 – 9/98	11
10/98-12/98	20
1/99	19
2/99	39
3/99	36
Total	144

Source: Prepared by MGT of America using data from Brevard County School District Accounting Staff.

Outstanding Purchase Orders are Not Reconciled to the Reserve for Encumbrances on a Monthly Basis Due to Staff Shortages

Best practices require that outstanding purchase orders are reconciled to the reserve for encumbrances on a timely basis to ensure that obligations in the system are compared to outstanding obligations to ensure availability of funds. The district’s accounting staff does not prepare a total amount of purchase orders outstanding for reconciling to the reserve for encumbrances on a monthly basis. Time limitations prohibit this function from being performed and the staffing level is not sufficient to achieve this objective.

Accounts Payable and Encumbrances are Applied Against the Appropriate Account

Each department, school, or project manager is charged with the responsibility of managing the accounts for which they are assigned. Budget reports are provided by the system as a tool for monitoring available balances. In addition to having knowledge of the account information for which administrators are responsible, the system is designed to set the parameters by disclosing available balances prior to the purchase order being prepared.

⁷ Indicates date of oldest item on statement

Recommendations

- *The district should:*
 - *ensure vendor statements are reconciled to vendor payments timely.*
 - *ensure outstanding purchase orders are reconciled to the reserve for encumbrances on a timely basis.*

Are Best Practices for Information Systems Services Being Observed?

Goal: The district maintains an information system to provide quality data.

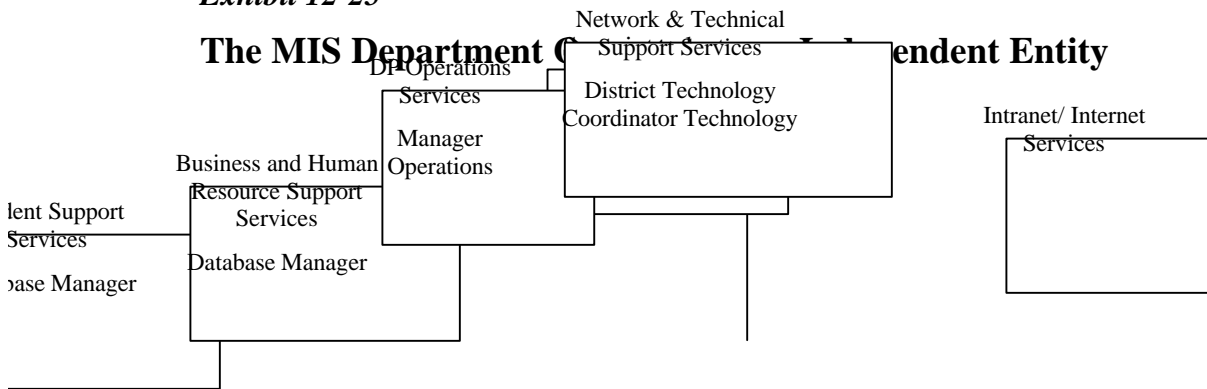
1 The district segregates duties to prevent unauthorized transactions by appropriately limiting access to data systems processes and functions.

The district has an independent MIS Department to segregates duties, and implement personnel policies that maximize security. Given the sensitivity of data that a MIS Department deals with, it is critical that duties and access be segmented to ensure that access is limited to that necessary for the operation of that portion of the system.

The MIS Department is Independent of Accounting and Segregates Duties

The MIS Department reports directly to the Superintendent and operates as a separate department from other school functions. Exhibit 12-25 illustrates the direct relationship between the MIS Department and the Superintendent. The Director of MIS or chief information officer (CIO) oversees five separate units: Student Support Services, Business and Human Resources Support, DP Operations Services, Networks and Technical Support, and Intra/Internet Services. The five units divide MIS responsibilities by systems development, technical support, and operations within units. The systems development functions are concentrated in database areas and Internet accesses.

Exhibit 12-25



The MIS Department Has Controls that Limit Access Across Areas of Responsibility

Employee access controls prevent unauthorized access to areas beyond an employee's area of responsibility. The district has strict procedures in place for granting access to databases and the system in general. A formal review process occurs when an employee needs access to a database outside of normal assigned work. When an employee leaves, a custom software utility matches terminated employee identification with the user access file. Terminated employees have their access removed as an update feature of the utility. Overall MIS security is coordinated through a department security officer that reviews security reports and monitors operations. Each of these features ensures that non-approved employees do not obtain access outside of their assigned area.

MIS Department Needs Standardized Procedures for Customer Interaction

The MIS Department needs to create procedures for prioritizing work tasks and giving feedback to customers to ensure efficient and independent operation. In addition, MIS needs to develop standardized procedures for software selection. When a customer is considering the purchase of a new package, the MIS Department should be involved. The MIS Department is understaffed and has been in a period of decreasing resources while implementing two major application changes in the last five years. The absence of standardized procedures tends to undermine customer support for MIS operations and eventually can lead to a lack of operational autonomy.

The MIS Department is Understaffed Given the Services It Provides

The MIS Department has significantly decreased in resources and staff since 1995. Approximately 20 percent of the staff have been phased out while CIMS and TERMS were implemented and the conversion to the AS/400 occurred. Another factor influencing the ability of the department to address its workload is the transfer of staff to Network and Internet Services from existing areas without hiring replacements. Given the training and support needs of the district, it is necessary to increase the staff working in the

student and business side of operations. The strain placed on personnel has led to a lack of procedures being followed in areas like customer interaction and has created a 'fire-fighting' mentality within the department. A survey of peer districts and task assignment reveals that the MIS Department is short two to four employees minimum. Based on the workload and other constraints, it would appear that a Systems Analyst and Junior Programmer are needed for Student Support Services and an additional Systems Analyst is needed for Business and Human Resources Support. In addition, the department should attempt to fill the vacancies that it currently has.

Recommendations

- *The district should:*
 - *create uniform procedures for customer interaction; and*
 - *establish procedures for software adoption that create a uniform method of determining what packages will be adopted.*
- *The district should hire additional staff including two Systems Analyst and a Junior Programmer.*

2 The district's user controls do ensure authorization prior to processing transactions and do ensure that all output represents authorized and valid transactions.

Procedures are in place to ensure the validity of input prior to transactions being processed. The district as well as individual schools have guidelines for access to the two primary systems: CIMS and TERMS. However, insufficient controls exist over access to student records and school user validation could be improved.

Strict Security Prevents Unauthorized Access to the Systems

The district possesses very specific controls governing access. A three stage security process provides the gateway to district applications. An authorized user must log into a workstation, the AS/400, and the application to be used. If the user fails to enter the correct password more than three times, the user is locked out and a security warning is produced from the department security officer.

In addition, permission from a supervisor is required when altering master files or other critical system components. Any action on the AS/400, whether major or minor, is tracked and associated with the user initiating the transaction.

MIS Staff Can Initiate Transactions

Given the difficulties with the transition to TERMS as the student information management system, the MIS Department affords complete access to personnel associated with the application. As a result, any employee assigned to the application has the ability to change or delete the records per the request of a school administrator. Consequently, the district has little control over the appropriateness or validity of changes to student records. Although the TERMS application through the AS/400 possesses a reliable tracking feature, the granting of this type of access should be limited and a proactive position taken on the issue.

Reconciliation of Data is Improving

The department tracks the actions of each user, but more attention needs to be given to reconciliation. The department keeps a master record of transactions and supervisors review this document periodically according to district management and operators. More attention needs to be given to evaluating the quality of outputs. With the transition to TERMS in Spring of 1998 and CIMS one year prior, numerous data related issues have arisen. In the beginning of the transition and to a limited extent still, when an attempt is made to reconcile data, problems are discovered. Notwithstanding the complexity of a transition of this magnitude and the limited resources that the MIS Department is operating with, it is necessary to increase the use of input-output reconciliation (comparing original data to be entered with final result of data in the system).

Current District Business Application Fails to Meet User Needs

The selection of two separate packages for the student and finance side of MIS creates problems for output validity. There are several reasons for this concern with output:

- the inability to exchange data between the CIMS and TERMS system;
- the failure of the human resources module in CIMS to serve its customer's needs; and
- the inability of CIMS to provide custom reports on labor force characteristics and projections and to manage the insurance coverages.

These key business processes were lost after the change from the previous software to CIMS. The MIS Department is in the process of writing new code to deal with each of these challenges. Given the importance of these functions, it is imperative that an application addresses these needs. Although custom programming provides a short-term solution, the updating of the core package, such as CIMS, will only necessitate the creation of subroutines on a regular basis. This is due to the rate of minor updates being weekly.

The district, through an MIS Steering Committee, should determine the most effective package to handle the human resource needs of the district. A thorough analysis of the human resource needs should be conducted and a package selected through a competitive bid process.

Recommendations

- *While the granting of these privileges increases the ease of providing help of users, it creates serious security concerns for sensitive student data. The district should assign data editing access to a few employees and have the access managed through the data base manager.*
- *The MIS Department, in consultation with the MIS Steering Committee, should establish procedures for data reconciliation. A sample from major systems should be drawn and analyzed to ensure compatibility.*
- *The MIS Steering Committee should examine possible alternative packages for managing human resources.*

3 The district has established appropriate data controls between the user and the data system department.

The district has established effective procedures for data control between users and MIS personnel. One area in need of improvement is the procedures for data verification by the schools.

The District Software Packages Manage Data Entry Controls, Program Controls, and Data Editing

The CIMS and TERMS packages offer considerable control over the nature and consistency of the data entered. Key verification, restricted field characteristics, and self-checking digits are used to aid data entry. Exception reports are used to report on data entry and program control issues. An error message is generated when data do not conform to the parameters preset in the program. Automatic editing features generate edit reports and make changes based on a preset criterion. The district takes advantage of all of these features in order to control the quality of the data it processes.

The District Needs Uniform Procedures for School Data Validation

Each school possesses its own method of verifying its student and financial data. The responses received from school administrators varied from more formal processes involving the school secretary to simply the principal 'eye-balled' a printout of the entered data and compared it to the original data source. Although of 10 principals interviewed all but one indicated that he or she was happy with the respective system and felt that it reported valid responses, a more uniform method of data validation should be developed and implemented.

Recommendations

- *The district should develop guidelines or procedures for schools to verify and validate data that enters into the CIMS and TERMS systems.*
- *The district should provide additional training for staff utilizing CIMS and TERMS.*

4 The district has not established general controls designed to provide physical security over terminals, limit access to data programs and data files, and to control risk in systems development and maintenance.

The district has established user controls, application controls, and general controls. However, general controls need attention to increase operating efficiency. Although in the past the district utilized a technology steering committee and long-term plan, neither has been maintained in the last five years. In addition, the district needs more physical controls put into place in the schools.

The District Does Not Have a Steering Committee

The district has not utilized a MIS steering committee since the department was downsized in 1994. A technology steering committee serves as a resource as well as a control, thus playing a critical role in the management of a school district's technology resources. The committee provides oversight and feedback on projects and establishes the direction of an MIS Department and the technological direction of the entire district. Furthermore, the creation of a committee balances out the influence of any one person and provides a conduit for transferring information to the board.

The district should move immediately to form a technology steering committee. Many of the recommendations regarding district technology require utilizing the steering committee as an instrument for accomplishing those goals. The steering committee should validate the decision-making process and bring together a variety of viewpoints.

The District Does Not Have a Formal Written Long- or Short-Term Technology Plan

The district does not have a formal written short or long range technology plan. A technology plan serves as a roadmap for a district. Without a plan, a district will struggle to accomplish concrete goals and fail to have a method of evaluating accomplishments. In addition, the needs of users will not be documented in a manner conducive to planning. The district currently has a one-page technology plan that summarizes its operating system, platform, user interface, database specifics, and network characteristics. This document provides a good summary of the past choices made by the district, but fails to plan for the future of the district.

The district plan should include the following:

- *summary of the vision of the district;*
- *description of the status of the district;*
- *explanation of the goals of the district;*
- *comprehensive accounting of the plan to accomplish the goals;*
- *summary of method of evaluating the success or failure of the district; and*
- *estimated cost for implementing the plan.*

The Physical Security of Hardware in Schools Needs Improvement

Although hardware and software at the district office is secure, the schools lack the same level of security. The district does not have a hardware locking mechanism policy that prevents or deters theft. As a result, schools can chose to install the necessary lock-down mechanism, if so desired. However, the district does not provide funding for this. Technology theft is not a problem in the district, but precautions should be put into place to avert any future concerns.

Recommendations

- *The MIS Steering Committee should be reestablished and begin providing approval for actions taken by the MIS Department, reporting to the board, and providing advice on technology matters.*

- *The district should develop a technology plan. The plan should summarize the replacement schedule for hardware and software and detail the funds necessary for that activity. In being met. A districtwide survey should be employed to gather information on user needs and perceptions of the level of service provided by the MIS Department. Current and future technologies for addressing those needs should be discussed in the plan to serve as a guide for decision-makers. At most school districts, the technology plan is developed by the Steering Committee.*
- *The Technology Steering Committee or a designated subcommittee should evaluate different lock-down products for PC security. Once determining a suitable product or products a recommendation should be made to the schools as well as including the lock-down mechanism as a portion of future RFPs for hardware.*
- *Action Plan 12-12 provides the steps necessary to implement these recommendations.*

Action Plan 12-12

Improve MIS General Controls

Recommendation 1	
Strategy	Require the district to create a MIS Steering Committee.
Action Needed	<p>Step 1: The Superintendent, Director of MIS, and managers from major users should create a list of potential candidates for the MIS Steering Committee. Possible participants include:</p> <ul style="list-style-type: none"> • MIS Department Staff • School Administrators and Teachers • Board Representative • Industry or Outside Representatives • Other District Customers <p>Step 2: Submit the list to the board for approval.</p> <p>Step 3: Convene the Committee and discuss the following:</p> <ul style="list-style-type: none"> • role and responsibilities of the committee • monthly meeting schedule • subcommittee formation procedures • composition and responsibilities of subcommittees
Who Is Responsible	Superintendent and Director of MIS
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Require the district to develop a technology plan.

Action Needed	<p>Step 1: Charge the MIS Steering Committee with developing the district technology plan.</p> <p>Step 2: The MIS Steering Committee should develop a project time line and expectations for the plan.</p> <p>Step 3: The Steering Committee should create a subcommittee to develop the plan and assign the work tasks.</p> <p>Step 4: The Technology Plan subcommittee should meet and formulate a project plan. The plan should cover such issues as:</p> <ul style="list-style-type: none"> • method of gaining user input; • organization of plan; and • research and writing assignments. <p>Step 5: Submit plan for feedback from district personnel.</p> <p>Step 6: Submit plan to the board for approval.</p> <p>Step 7: Implement plan.</p>
Who Is Responsible	MIS Steering Committee
Time Frame	Fall 1999 – Spring 2000
Fiscal Impact	This can be implemented with existing resources.
Recommendation 3	
Strategy	Research the various physical security products available and make a recommendation to schools on the best product or products.
Action Needed	<p>Step 1: Assign the task of determining best product or products to a MIS Steering Committee subcommittee.</p> <p>Step 2: Make a recommendation to schools.</p> <p>Step 3: Incorporate security requirement in future RFPs for hardware.</p>
Who Is Responsible	MIS Steering Committee
Time Frame	November 1999
Fiscal Impact	This can be implemented with existing resources.

13

Educational Service Delivery

While the Brevard County School District generally offers efficient and effective educational services and programs to its students, it could improve in several areas. The district should ensure that all major programs operate from strategic plans and are periodically evaluated so that critical decisions are based on information linked to program goals and objectives. In addition, the district should take steps to facilitate the ability of teachers to integrate technology and curriculum and to ensure that it has an adequate number of support services staff to meet the needs of its students.

Note: Educational Service Delivery is one of three areas in the Brevard review for which the state has not developed best financial management practices. Accordingly, the review of this area was conducted in accordance with MGT management review audit guidelines.

Conclusion

The Brevard County School District generally offers efficient and effective educational services and programs to the Brevard County School District's students. However, the district has several programs and student services that do not have a strategic plan and a systematic evaluation of many of the programs is lacking. Overall, MGT found that:

- The district generally offers effective and efficient basic K-12 programs; however, there is a lack of strategic planning, particularly at the secondary level. (page 13-9)
- With the exception of a few practices, the district generally offers effective and efficient exceptional student education programs. (page 13-22)
- The district offers an effective Title I program; however inadequacies exist in the English for Speakers of Other Languages (ESOL) and the At-Risk/Dropout Prevention programs. (page 13-28)
- Due to the lack of data, it is difficult to ascertain the effectiveness of the workforce development programs. (p. 13-36)
- The district's curriculum framework is linked to state accountability standards and the Sunshine State Standards; however, the district needs to clarify the use of the newly created grade-specific benchmarks. (page 13-40)

Educational Service Delivery

- The district uses performance data based on the state's accountability standards and the Sunshine State Standards to amend curriculum and improve its educational programs. (page 13-46)
- The district has not comprehensively developed and implemented a master plan for instructional technology. (p. 13-50)
- The district makes instructional technology available to all students by allowing site-based decision-making related to acquisition of hardware and software; however, some inequities exist. (p. 13-53)
- Although the district expects the use of instructional technology to increase the efficiency and effectiveness of the delivery of curriculum, the district needs to take steps to facilitate the ability of teachers to integrate technology and curriculum. (p. 13-55)
- The district has not developed and implemented a plan to provide support services that meet the needs of the students and educational programs offered. (p. 13-59)
- The district has adequate staffing in the areas of guidance counselors, health, and media services; however, there exists inadequate staffing in the number of behavior analysts and social workers. (p. 13-61)
- The district does not formally evaluate the effectiveness of its delivery of guidance, psychological, social, health, and media services. (p. 13-65)

Fiscal Impact of Recommendations

There is only one recommendation made in this chapter that would have a fiscal impact: that the district hire two clerical assistants to assist the district's curriculum resource teachers. MGT estimates that this recommendation will cost approximately \$34,000 annually in salary and benefits.

Background

The Brevard County School District is the 47th largest district in the nation and the 9th largest in Florida, with a 1998-99 student population of more than 69,000. Almost four-fifths (79.2%) of its students are white. Another 14 percent are African American, 3.8 percent are Hispanic, 1.8 percent are Asian, and 1.2 percent are some other ethnic group.

The Brevard County School District has a total of 50 elementary schools, 14 middle schools, 12 high schools, 21 special schools and centers for a total of 97 schools. Five of the schools are on a year-round schedule and six are magnet schools. The district currently has one choice school that serves grades 7-12 in non-traditional classroom instruction.¹

The total revenue spent per full time equivalent (FTE) pupil in Brevard County School District for 1997-98 was \$5,847. Exhibit 13-1 shows that Brevard County spends the third lowest amount per FTE when compared to peer districts.

¹ Non-traditional classroom instruction refers to teaching and learning methodologies that digress from the traditional lecture, class discussion, tests etc. and utilize some of the more non-traditional methods of instruction such as alternative assessment, hands-on learning, and technology-oriented instruction.

Exhibit 13-1

Brevard County Has the 3rd Lowest Total Revenue per FTE When Compared to Peer Districts for 1997-98*

School District	Federal Revenue Per FTE	State Revenue Per FTE	Local Revenue Per FTE	Total Revenue Per FTE
Brevard	\$355	\$3,240	\$2,252	\$5,846
Lee	487	2,235	3,952	6,674
Orange	344	2,618	2,876	5,838
Polk	504	3,531	1,759	5,793
Seminole	241	3,282	2,417	5,919
Volusia	416	3,132	2,722	6,271
Peer Average	\$398	\$2,960	\$2,745	\$6,099

*NOTE: Slight discrepancies may occur due to rounding.
Source: Florida Department of Education, 1999.

Division of School Operations

The Division of School Operations is the primary division that provides services to support district and school-based initiatives by assisting in the design, development, implementation, and evaluation of curriculum and instruction. The goals and objectives of the division include a commitment to a philosophy of respect and high expectations for all students (pre-kindergarten through adult), teachers and staff, and the provision of programs to support the district's diverse, multicultural student population by ensuring equal access to a quality education.

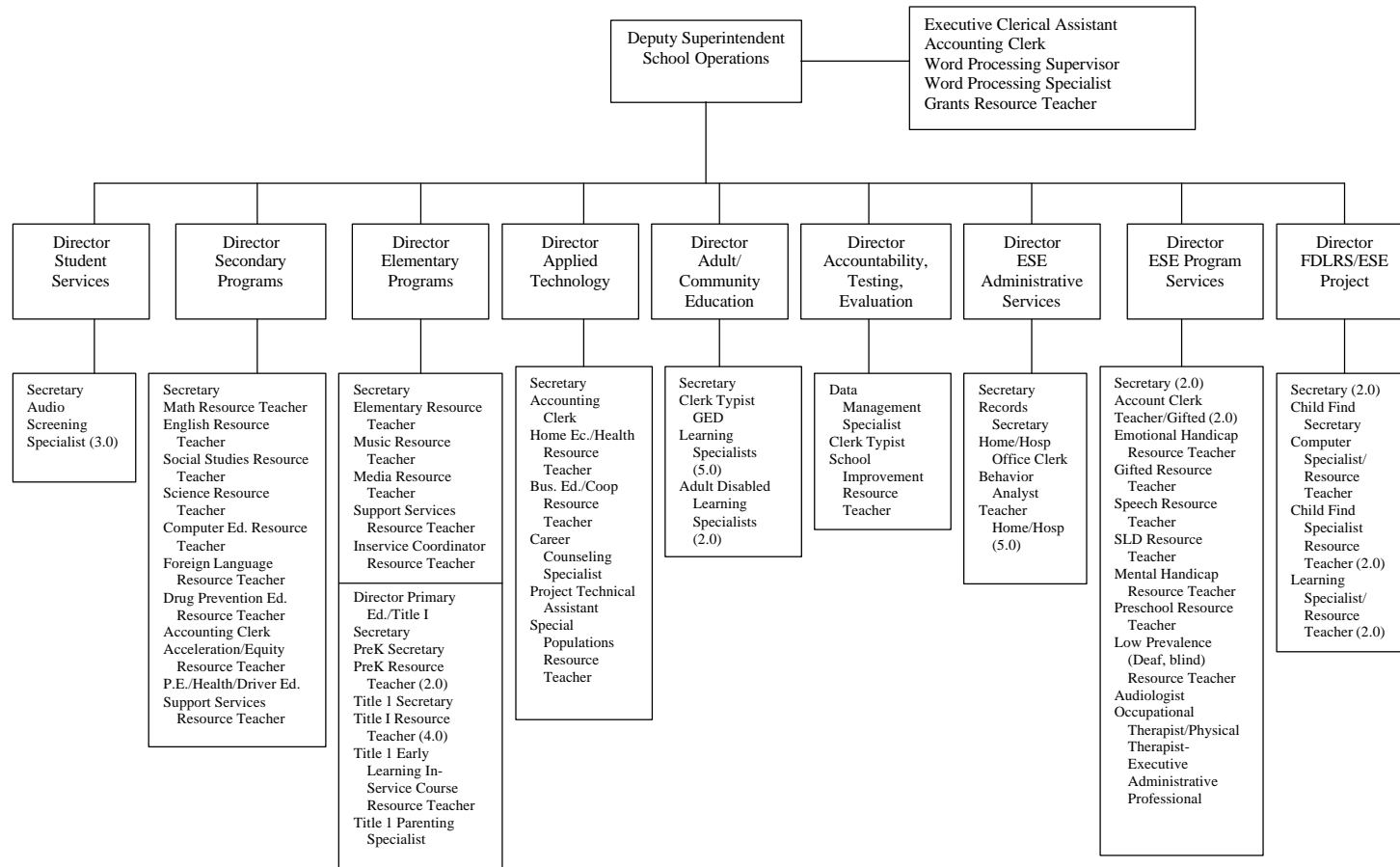
The current organizational structure of the Division of School Operations is displayed in Exhibit 13-2. As shown, the Division is headed by a Deputy Superintendent who oversees nine departments -- student services; secondary programs; elementary programs; applied technology; adult/community education; accountability, testing, and evaluation; exceptional student education administrative services; exceptional student education program services; and Florida Diagnostic Learning Resources/ESE.

The Deputy Superintendent not only oversees the curriculum and instructional services in the district, but also serves as the Athletic Director, the Equity Coordinator, and the Sexual Harassment Coordinator. Interviews and a review of documents indicate that the Deputy Superintendent spends approximately 40 percent of his time involved with curricular activities, while the rest of his time is divided between remaining departments.

As shown in Exhibit 13-3, the district has adopted a philosophy of moving resources close to the students whenever feasible and appropriate. The district has four area superintendents with offices located within their respective geographical areas. School principals report to their respective area superintendent, as do various support staff, such as school psychologists and social workers.

Exhibit 13-2

**Division of School Operations
1998-99**

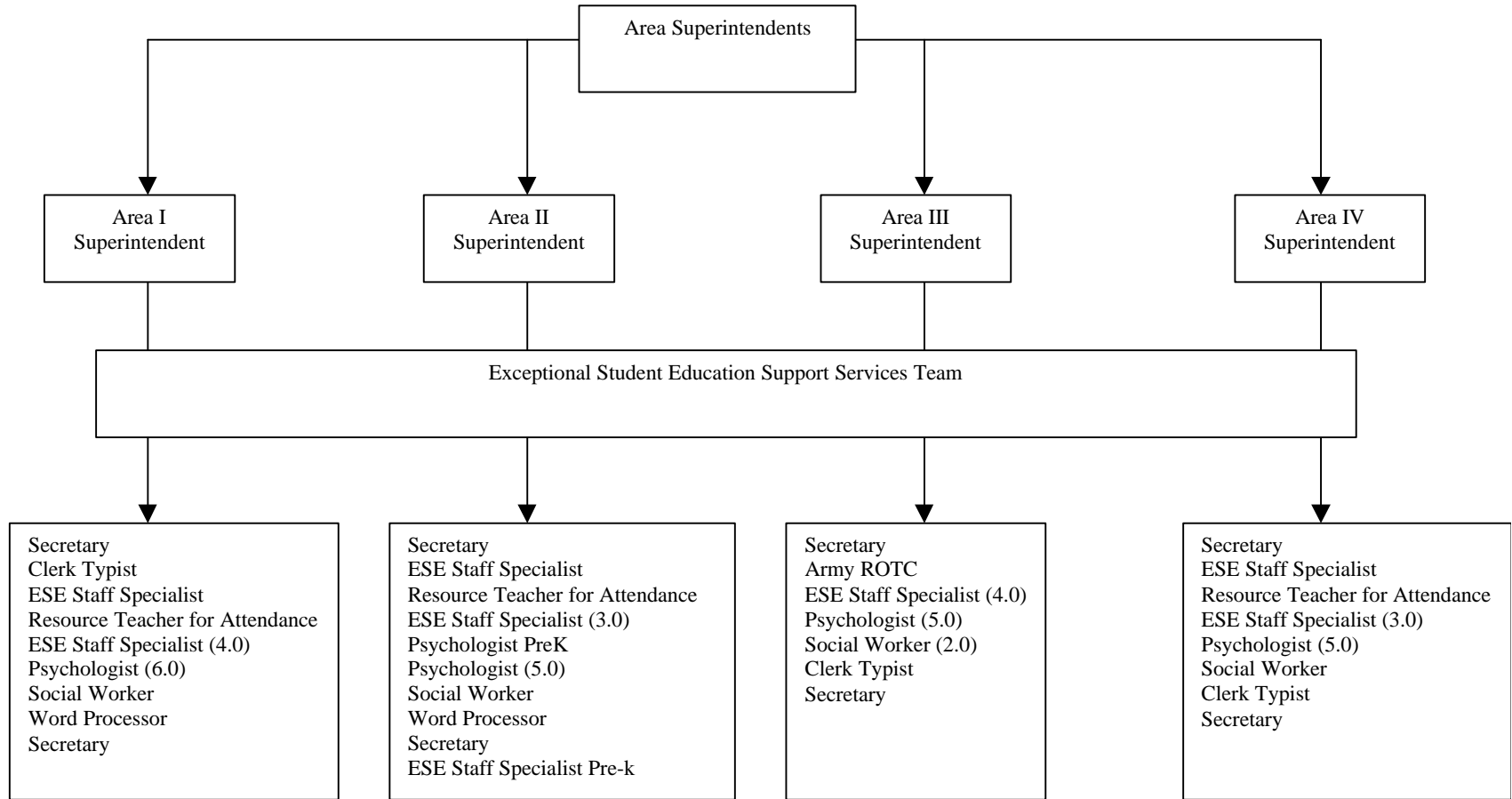


Source: Brevard County School District, Division of School Operations, 1999.

NOTE: RT stands for resource teacher

Exhibit 13-3

Organization of Area Superintendents



Source: Brevard County School District, Division of School Operations, 1999.

The Division of School Operations had some notable accomplishments during the 1997-98 and 1998-99 school years. Exhibit 13-4 describes those accomplishments.

Exhibit 13-4

The Division of School Operations has had Several Notable Accomplishments in the Last Two Years

Accomplishments
<ul style="list-style-type: none">• Each principal in the district must submit a yearly portfolio to assist in school accountability. Not a standard practice in most districts, yearly portfolios indicates the district is taking additional measures to ensure principal accountability.
<ul style="list-style-type: none">• The district has created the Brevard County Academic Benchmarks that are a composite of the district's curricular grade specific expectations aligned to the Sunshine State standards.
<ul style="list-style-type: none">• All teachers in the district have been trained in <i>Connections</i>, a program that focuses on aligning curriculum, instruction, and assessment.
<ul style="list-style-type: none">• The Office of Elementary Programs has developed an exemplary model for creating grade-level expectations, which the Florida Department of Education is adopting.

The ESE program has:

- Beginning in 1997-98, given all Brevard County School District's ESE students (not including mentally handicapped) the Mini-Battery Achievement Test (MBA). The same students are being given a MBA post-test this year for pre-post test comparison of progress over a one year period. The data generated from these test results will be used to make program and curriculum changes;
 - generated approximately one million dollars in 1998-99 in Medicaid reimbursement – this money will be used to enhance technology in ESE classrooms, as well as to purchase vans to transport students to job training and community-based instruction; and
 - created in 1998, the Guide for Teachers to assist ESE teachers in modifying instructional strategies to implement for exceptional student education students that correlate with the Sunshine State Standards.
- The Title I program held a Title I Family Involvement Conference in January 1998 that was attended by 500 parents.

The Adult/Community Education program has:

- developed a committee to develop strategies to share best practices;
- initiated a monthly newsletter called *For Adults Only, Brevard County Adult and Community Education*; and
- formed a committee at the request of the FDOE to create a comprehensive document called "The Adult Secondary Manual" which includes curriculum frameworks and technical assistance papers for GED and General Education Promotion, or Adult High School. The document also contains information on program structure and operations, curriculum and instruction, indicators of program quality, recruitment and retention, staff and professional development, GED programs, and appendices with forms and other helpful information. This document is being used by the state as an exemplary model.

Source: Brevard County School District, 1999.

Overview of District's K-12 Programs

The district's K-12 programs can be divided into four main areas: basic education, exceptional student education (ESE), at-risk, and workforce development. Subsequent paragraphs provide a brief overview of each.

Basic Education

Basic education refers to a wide-array of curriculum and instruction that is offered to prekindergarten through 12th grade students who do not require special educational services. Schools offer a total curriculum including the core academic areas such as English, mathematics, science, social studies, and reading, as well as fine arts and physical education courses.

Exceptional Student Education

One of the philosophies of the School Board of Brevard County is that every exceptional student be provided an appropriate educational program. According to the district's Exceptional Student Education Handbook, an exceptional student is any child or youth enrolled in or eligible for enrollment in a district public school who requires special instruction or special education services.

The district is currently providing special education services to: profoundly mentally handicapped, trainable mentally handicapped, educable mentally handicapped, physically impaired, speech and language impaired, severely language impaired, hearing impaired, visually impaired, dual sensory impaired, specific learning disabilities, emotionally handicapped, gifted, homebound or hospitalized, autistic, severely emotionally disturbed, and pre-kindergarten exceptional.

The district currently serves 15,000 ESE students, which is 22.4 percent of the total student population. The district has 64 percent mildly disabled, five percent moderately or severely disabled, and 31 percent gifted students.

At-Risk

The Brevard County School District provides programs and services for students who are at-risk of failing or dropping out. These programs include: Title I, English for Speakers of Other Languages (ESOL), and dropout prevention.

Title I provides ancillary support services to students who need extra assistance in reaching academic and social goals. The children that the program serves reside in school attendance areas with high concentrations of children from low income families. The federal government provides funds for the program in addition to the funding provided by the district. All services students would receive in the absence of Title I funds must be in place before Title I funds are used. For a Brevard school to qualify for Title I services, 40 percent or more of its students must meet the criteria for free and reduced lunch.² Thirty-one (31) of the district's 32 Title I schools have schoolwide programs that serve all students in the school. The remaining school is a targeted assistance school that serves only students in the school who meet eligibility criteria.

² Federal guidelines are normally 50 percent. Brevard County School District has a waiver to lower the percentage to 40 percent.

The district's ESOL program serves approximately 700 students, or one percent of the student population. The ESOL program provides instruction in basic subject areas in students' native language(s). It promotes student access to the total curriculum and all school services.

The Dropout Prevention Program serves more than 5,200 students. The Dropout Prevention Program is administered by the student services department within the division of school operations. The district's 1997-98 dropout rate was 1.75 percent -- lower than the state dropout rate of 4.81 percent. Of the district's 97 schools, 44 have some a dropout prevention program in place. Another 18 schools have an in-school suspension program and three have a teen pregnancy program. Additionally, the district maintains an alternative program with an outside contractor for 165 students.

Workforce Development

The district's workforce development programs include both its adult/community education and applied technology departments.

The district's Adult/Community Education Program services 5,680 students. A director of adult/community education oversees the Adult/Community Education Program in the district. The department has five grant-funded learning specialists and one adult disabled learning specialist.

The 1998-99 goals for the program are to:

- enable adults to acquire the basic educational skills for literate functioning;
- provide adults with sufficient basic education to enable them to benefit from job training and retraining programs and to obtain and retain productive employment so that they might more fully enjoy the benefits and the responsibilities of citizenship; and
- enable adults to continue their education to at least the level of completion of secondary school.

The program's target groups are illiterate adults, undereducated adults, institutionalized adults, homeless adults, disabled adults, minority adults, Limited English Proficiency (LEP) adults, and at-risk youth (16 years or older). The district has seven adult centers. All services are free, open to anyone 16 years of age and older not attending regular day school and include individualized and self-paced instruction. Programs include Adult Basic Education, General Education, General Equivalency Diploma (GED) testing, high school completion, co-enrollment in adult and regular high school, family literacy, and workplace education.

The district's vocational program services 7th through 12th grade students with three types of programs: Exploratory, Practical, and Job Preparatory. For 1997-98, there were 54 different program offerings offered in 10 high schools. All but seven of these vocational programs operated at 100 percent program capacity.

Overview of Instructional Technology

Instructional technology includes all areas that contribute to the effective use of technology in the classroom. This includes broad areas such as the technology plan, the organizational structure and the infrastructure to more specific resources available in the classroom, such as the type of hardware employed, the method of selecting software, and the access to outside resources. Other critical instructional technology areas include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools. A resource teacher oversees Brevard County

School District's Instructional Technology Services. The resource teacher reports directly to the Director of Secondary Programs in the Division of School Operations.

Overview of Student Services

Student Services includes the areas of guidance and counseling services, media, health services, and psychological services.

The Brevard County School District's guidance services provide special help to students who are facing problems that interfere with their health, social skills, or educational development. These services are preventative in nature and provide support for students to cope with their adverse situations. Types of guidance services include teen pregnancy, teen suicide, truancy, abuse, etc.

The district's guidance program also has a systems support component, which includes services such as activities in staff development, community resource development, budget, facilities, guidance advisory committee, public relations and policy support.

As required by the School Health Services Act, Florida Statutes 402.32, the school district and the Brevard County Health Department jointly develop a school health services plan to appraise, protect, and promote the health of students. County health nurses periodically review student health records for compliance with state statutes and complete a records review form indicating any non-compliance issues. The nurses also provide health inservice to schools and serve as resource persons for health-related issues. A school health advisory committee meets three times annually to discuss and make recommendations on the health services programs.

The services of 21 school psychologists in the district focus the delivery of services to students based on the needs of each individual school. The Brevard County school psychologist's work as members of support teams in delivering services to students. They have various physical location assignment areas. Each school can access the services of one psychologist to address the needs it its students.

Is the District Offering Effective _____ and Efficient Educational Programs?

Goal A: The district has effective and efficient education programs that are standards-driven and evaluated based on needs assessments and programmatic objectives.

1 The district offers effective and efficient basic K-12 education programs.

The Brevard County School District is committed to high academic expectations for all students (pre-kindergarten through adult) and provides a variety of curriculum and instructional opportunities to enhance student success and to prepare students for a knowledge-based, technologically-rich, and culturally-diverse 21st Century. While the district generally offers effective basic K-12 education programs, the district should emphasize more systematic evaluation of these education programs.

The District's Strategic Plan and Pupil Progression Plan Have Objectives Related to the Basic Academic Programs

The district has a 1998-99 to 2002-2003 *Strategic Plan*. The last update of the *Strategic Plan* was conducted in November 1998. Although, as detailed in Chapter 3.0 of this report, the plan falls short of being truly strategic, it does include several objectives related to basic education programs. These are:

- *High School Athletics -- Determine interscholastic athletic program options available when 9th grade is relocated to high schools in the fall of 1999.*
- *Optimal 7th Period -- Evaluate the effectiveness of the optional 7th period in grades 9-12.*
- *Postsecondary Remediation/Graduation Rate -- Review data relative to postsecondary remediation and graduation rates and formulate recommendations for continued improvements.*
- *Block Scheduling Evaluation -- Complete the data collection necessary to evaluate the pilot block scheduling program.*
- *Integrated Science Evaluation -- Complete the data collection necessary to evaluate the integrated science program.*
- *Distinguished Graduates -- Standardize methodology for the designation for valedictorian and salutatorian designations for high school graduating classes.*
- *Textbooks -- Review existing procedures and make recommendations for improving textbook acquisition processes and procedures.*
- *Elementary Math -- Implement the Harcourt Math Program in grades K-6.*
- *Foreign Language -- Identify additional alternatives for offering foreign language instruction at the elementary level.*
- *The Florida High School -- Develop procedures and implement the Florida High School Program.*
- *Career Education -- Continue to develop increased internship, career shadowing, on-the-job training, youth apprenticeship, and other workplace training opportunities.*
- *Summer School -- Review the summer school program relative to course offerings and locations and make recommendations for revisions as required.*
- *School Pairing -- Pair highest performing and most improved schools with schools in need of assistance to share strategies for enhancing performance on the district's accountability plan.*
- *Ninth Grade -- Prepare high school staffs for transition to Grades 9-12 instruction in the Fall of 1999.*

In addition to the *Strategic Plan*, the district also has a 1998-99 *Student Progression Plan* that provides for an "instructional program in which each student can progress academically, emotionally, socially, and physically." The *Student Progression Plan* outlines the requirements for promotion, administrative placement, retention, acceleration, and enrichment. The plan clearly delineates the responsibilities of the teachers, principals, and parents.

The Office of Elementary Programs Has Clear Program Goals, Objectives, Time Lines and Strategies Established

The Office of Elementary Programs has created a two-page summary which clearly explains the elementary programs academic benchmarks and the goals for the reading/language arts, mathematics, social studies, science, health, physical education, music and art programs. This summary is distributed to parents, teachers, and administrators as a reminder of the current focus for the elementary curriculum and instruction. Additionally, the Office of Elementary Programs has established a 1998-99 priority statement which identifies major initiatives for the Office of Elementary Programs. These priority statements are in alignment with the overall district strategic plan.

According to interviews with district staff, and confirmed by the Florida Department of Education, the State of Florida is using the Brevard County Elementary Program as an exemplary model for creating grade-level expectations for the State of Florida. The Office of Elementary Programs has made explicit to all elementary teachers what the action steps are for maintaining focus on standards-driven curriculum, what instructional support guides are available to assist them in standards-driven instruction, and who to contact if they have any questions.

Exhibit 13-5 displays the elementary program's specific targeted areas (or major initiatives) for instruction, action steps required to achieve those goals or targeted areas, and the anticipated dates of completion. Each elementary teacher in the district is required to create classroom instruction activities that are in alignment with the district's major initiatives and schools are asked to submit their priorities bi-annually to the Director of Elementary Programs. Exhibit 13-6 shows an example of a principal's stated priorities for an elementary teacher's curriculum target areas, strategies, and timeline status.

Exhibit 13-5

Office of Elementary Programs has Identified Major Initiatives

Targeted Area	Initiatives	Anticipated Date of Completion
Elementary FOCUS Program	Continue elementary FOCUS Program in identified schools.	Ongoing
Elementary Academic Benchmarks	Implement Reading/Language Arts, Math, Science and Social Studies academic benchmarks aligned to Florida Sunshine State Standards.	Ongoing
Academic Support Program	Continue to implement Academic Support Program.	Ongoing
Elementary Math Program	Implement the new Harcourt Math Program K-6 in the 1998-99 school year. Explore alternatives as needed.	Completed
Spelling	Implement new Houghton-Mifflin Spelling Program 1-6.	Completed
Class Size Reduction	Continue to implement K, 1, class size reductions using state funds.	Ongoing
Reading Instruction	Continue to provide special, intensive reading support for schools as they plan for students in grades 2, 3, and 4 who demonstrate substantial deficiency.	Ongoing
Media	Continue to support K-2 Media program through implementation of new district media guidelines.	Completed

Exhibit 13-5 (Continued)

Office of Elementary Programs has Identified Major Initiatives

Targeted Area	Initiatives	Anticipated Date of Completion
Title I	Explore feasibility and plan for a longitudinal evaluation of Title I Program.	Ongoing
Prekindergarten	Determine the effectiveness of the Brevard Prekindergarten Program.	5/99
Student Progression Plan	Revise, update, and publish annual Brevard Student Progression Plan in compliance with D.O.E. requirements and legislative requirements while incorporating the Sunshine State Standards in local practices, addressing issues in administrative placement and retention.	5/99
Staff Development	Plan and conduct instructional training sessions for teachers and teacher assistants in specific curriculum areas.	5/99
Social Studies	Continue to plan specific activities to support the elementary social studies program.	5/99
Science	Continue to plan specific activities to support the elementary science program, responding to teacher surveys regarding new adoption.	5/99
Student Services	Uses monthly themes to enhance elementary guidance services.	5/99
ESOL	Support student needs in ESOL through program implementation, teacher/administration training, and by providing the services of the teaching assistants.	5/99
Foreign Language	Explore additional foreign language offerings at the elementary level.	5/99

Source: Brevard County School District, Office of Elementary Programs, 1999.

Exhibit 13-6

Example of an Elementary Principal Priority Statement

Priority Statement: Monitor the Implementation of the Harcourt Brace Math Advantage Program		
Target Areas	Strategies	Activities/Status
All personnel in all elementary schools and the four middle/junior high schools housing grade 6	<ul style="list-style-type: none"> • Memos • Meetings • Forms • Program Evaluation • Staff Development Opportunities • Summer Workshop 	<ul style="list-style-type: none"> • Articulate regularly with Harcourt Brace representatives • Encourage schools to request Harcourt Brace assistance if required • Plan and implement training opportunities • Develop a useful Math Implementation Guide for Teachers • Elicit information from Assistant Principals and discuss at meetings • Encourage participation in the math feeder pattern articulation sessions • Develop a program evaluation form for teachers

Source: Brevard County School District, Office of Elementary Programs, 1999.

The Secondary Division Lacks Clear Program Goals, Objectives, Time Lines and Strategies

The Director of Secondary Programs within the Division of School Operations oversees the functions that support academic standards for all secondary students with an emphasis on reading, writing, and mathematics.

The 1998-99 Office of Secondary Programs' priorities are to:

- assist schools in effectively serving all students;
- help schools maximize opportunities for students and teachers within new schedule (i.e., block scheduling);
- continue support for successful incorporation of the Sunshine State Standards into the secondary instructional program;
- emphasize strategic reading, writing, and thinking skills within content area;
- promote student access, participation, and success in a challenging curriculum;
- help teachers improve instruction through technology;
- provide opportunities for teaching and learning that model content integration;
- assess and evaluate selected programs and activities supported by secondary programs; and
- promote communication to more effectively and efficiently support our mission.

However, the Office of Secondary Programs' priorities for the 1998-99 school year did not contain specific targeted areas, initiatives/action steps/ person(s) accountable, or anticipated dates of completion. Also, secondary teachers are not required to write priority statements that are submitted to their principals and then routed to the Office of Secondary Programs.

The Secondary Division recently published an instructional handbook for middle schools and high schools, which includes information and procedures related to promotion requirements, accelerated programs, diploma requirements, grading scale, testing, student support services, post high school education, exceptional education diploma options, and course descriptions. However, the office does not have similar accountability measures in place as does the Office of Elementary Programs. For example, the list of the Secondary Program priorities for the 1998-99 school year does not contain specific targeted areas, initiatives/action steps/persons accountable and the division does not have a written procedure for the adoption of new programs as does the Office of Elementary Programs. More continuity should exist between the two offices to ensure accountability measures are consistent from pre-K through the 12th grade.

Brevard County Students Exceed State Averages on the Florida Comprehensive Assessment Test and the Florida Writes Test

One of the most common measures of an effective educational program is students' test scores. As seen in Exhibit 13-7 and Exhibit 13-8, Brevard County students scored higher in all three-grade levels than the state average for the Florida Comprehensive Assessment Test (FCAT) mathematics and reading scores.

Exhibit 13-7

District's FCAT Mathematics Scores Exceed State's

Grade	County or State	Total Math 1998-99
5	Brevard	323
	State	310
8	Brevard	317
	State	304
10	Brevard	325
	State	312

Source: Florida Department of Education, 1999.

Exhibit 13-8

District's FCAT Reading Scores Exceed State's

Grade	County or State	Total Reading Score 1998-99
4	Brevard	311
	State	296
8	Brevard	310
	State	302
10	Brevard	316
	State	306

Source: Florida Department of Education, 1999.

Brevard continues this trend of above average scores in comparison to its peers. As seen in Exhibit 13-9, Brevard County students scored higher than their peers in grade 5 mathematics and tied with Seminole County in grade 4 reading scores. At the other grade levels (8 and 10), Brevard was the second highest among the peers and, in all cases exceeded the average of the peer scores.

Exhibit 13-9

District's FCAT Results Are Comparable to Peers

School District	Grade 4	Grade 5	Grade 8		Grade 10	
	Reading	Math	Reading	Math	Reading	Math
Brevard	311	323	310	317	316	325
Lee	305	320	309	312	308	318
Orange	289	308	300	303	310	314
Polk	293	309	296	297	303	310
Seminole	311	322	318	321	320	327
Volusia	299	316	307	309	311	313
Peer Average	299	315	306	308	310	316

Source: Florida Department of Education, 1999.

Students' writing skills are measured through another statewide test called Florida Writes. The Florida Writes Test is administered to students in the 4th, 8th, and 10th grade and requires students to demonstrate mastery of using higher order skills. Trained raters use the holistic method to evaluate the overall quality of writing skills and to score the students' writing. The students in grade four respond to an expository writing prompt and students in grades 8 and 10 may either receive a persuasive or expository writing prompt.

As seen in Exhibit 13-10, Brevard tied with Polk and Seminole with a score of 3.1 (4 being the highest) on the 4th grade Florida Writes Test, placed second to Seminole with a score of 3.5 in grade 8, and tied with Polk for scoring the second highest in grade 10.

Exhibit 13-10

District's Florida Writes Test Scores Are Comparable to Peers and Exceed State Average

School District	Grade 4			Grade 8			Grade 10		
	Expository	Narrative	Total	Persuasive	Expository	Total	Persuasive	Expository	Total
Brevard	3.0	3.4	3.2	3.4	3.5	3.5	3.6	3.7	3.7
Lee	2.9	3.3	3.1	3.3	3.4	3.3	3.5	3.5	3.5
Orange	2.8	3.1	3.0	3.3	3.4	3.3	3.5	3.5	3.5
Polk	3.0	3.2	3.1	3.3	3.5	3.4	3.7	3.8	3.7
Seminole	3.0	3.4	3.2	3.5	3.6	3.6	3.9	3.8	3.8
Volusia	2.9	3.2	3.0	3.4	3.5	3.4	3.6	3.6	3.6
State	2.9	3.2	3.1	3.4	3.5	3.4	3.5	3.6	3.6

Source: Florida Department of Education, 1999.

The High School Competency Test (HSCT) is administered to students in communications and mathematics in 11th grade and students must pass this test in order to graduate. As seen in Exhibit 13-11, Brevard students had the second highest passing rate when compared to the peer districts (after Seminole County) on the communications and mathematics portions of the test as well as on the total test.

Exhibit 13-11

District's HSCT Skills Passing Rates Are Comparable to Peers and Exceed State Rates

School District	October 1998		
	Communications	Mathematics	Both
	% Passing	% Passing	% Passing
Brevard	87%	83%	79%
Lee	79%	75%	69%
Orange	82%	78%	73%
Polk	84%	82%	76%
Seminole	88%	87%	83%
Volusia	83%	78%	73%
State	81%	77%	72%

Source: Florida Department of Education, October 1998.

In addition to the FCAT, Florida Writes, and the HSCT, Brevard students take the TerraNova Test, a norm-referenced achievement test. A norm-referenced test compares a student's achievement to a sample of other students tested throughout the United States in the same grade at the same time of year. As seen in Exhibit 13-12, Brevard's 1999 CTB TerraNova Achievement Test Mean Percentile Scores are higher in all subjects and grade levels than the national norm groups. Additionally, a review of the district's 1998 CTB TerraNova scores indicates that the district improved scores in all subjects at each of the grade levels.

Exhibit 13-12

District's Spring 1999 CTB TerraNova Achievement Test Mean Percentile Scores Exceed National Norms

National Average	Reading	Language	Math	Science	Social Studies	Total
	50	50	50	50	50	50
Brevard						
Grade 3	61	61	61	59	56	63
Grade 4	64	66	68	-	-	68
Grade 5	64	63	67	-	-	66
Grade 6	64	66	68	64	52	67
Grade 7	63	61	60	-	-	63
Grade 8	65	63	63	-	-	65
Grade 9	68	67	65	70	67	69

Source: Brevard County School District, 1998.

Standardized Test Scores Indicate Success of the District's K-12 Focus Program

The district has a program in its second year of existence called the Focus Program. The program is designed to provide technical assistance to elementary and secondary schools in the areas affecting reading, writing, and math performance. Seventeen (17) of 19 schools participating in the Focus Program are also Title I schools. The primary goal of the program is "consistent growth in student achievement" and according to a review of the schools' test scores that are involved in the program, most of the Focus schools have shown improvement in test scores. Exhibit 13-13 shows district Focus schools' Florida Writes and FCAT test scores. Overall, the district's grade 8 Focus classes improved in all areas on both FCAT and Florida Writes. With the exception of reading scores, the district's elementary focus classes FCAT and Florida Writes scores stayed the same or improved. Exhibit 13-14 shows Focus schools' test scores on the CTB TerraNova. The Focus schools' TerraNova scores show improvement in some areas.

Exhibit 13-13

1998-99 Brevard's FOCUS Schools' Florida Writes and FCAT Scores Show Improvement

School	FLORIDA COMPREHENSIVE ASSESSMENT TEST								FLORIDA WRITES			
	1998 Grade 4 Reading	1999 Grade 4 Reading	1998 Grade 5 Math	1999 Grade 5 Math	1998 Grade 8 Reading	1999 Grade 8 Reading	1998 Grade 8 Math	1999 Grade 8 Math	1998		1999	
Area I												
Jupiter Elementary	305	300	313	315							3.5	3.7
Palm Bay Elementary	288	283	303	302							3.2	2.8
University Park Elementary	281	293	291	309							2.9	3.2
Stone Middle					289	294	299	302			3.3	3.3
Area II												
Croton Elementary	303	302	315	314							2.7	3.1
Harbor City Elementary	301	322	328	316							3.1	3.1
Roy Allen Elementary	309	307	314	315							3.3	2.8
Sabal Elementary	306	305	314	320							3.1	3.2
Johnson Middle					307	315	313	318			3.3	3.4
Area III												
Cambridge Elementary	286	275	298	286							2.6	2.8
Endeavour Elementary	266	267	277	287							2.9	2.9
Golfview Elementary	279	274	276	297							2.9	3.0
Saturn Elementary	291	290	300	292							3.0	3.1
Clearlake Middle					282	299	296	303			3.3	3.4
McNair Middle					287	305	295	312			2.9	3.3
Area IV												
Coquina Elementary	299	301	306	305							2.9	3.3
Riverview Elementary	292	265	268	304							2.7	2.7
South Lake Elementary	307	300	297	296							3.1	3.0
Madison Middle					300	309	311	316			3.4	3.7
Focus School Elementary Average	294	292	300	304	---	---	---	---			3.0	3.0
Focus School Grade 8 Average	---	---	---	---	293	304	303	310			---	3.2

Source: Florida Department of Education, 1999.

Exhibit 13-14

1998-99 Brevard's FOCUS Schools' TerraNova Scores Show Improvement in Some Areas

Area	School	Grade	Reading		Language		Math		Total		National Average		
			1998	1999	1998	1999	1998	1999	1998	1999	1998	1999	
I	Jupiter	3	48	54	39	54	45	52	44	54	50	50	
		4	58	58	56	54	52	54	56	56	50	50	
		5	54	61	52	53	52	55	53	57	50	50	
		6	58	57	56	60	60	57	58	58	50	50	
	Palm Bay	3	46	47	44	50	44	46	45	48	50	50	
		4	50	46	50	45	48	57	49	49	50	50	
		5	52	55	46	52	52	54	50	53	50	50	
		6	61	49	62	48	58	47	61	47	50	50	
	Stone	7	47	53	57	53	55	50	58	52	50	50	
		8	49	54	51	56	50	53	49	54	50	50	
	University Park	3	41	33	40	37	34	33	38	34	50	50	
		4	41	60	42	53	38	64	40	59	50	50	
		5	52	53	52	51	43	56	48	54	50	50	
		6	52	52	50	57	47	54	49	54	50	50	
	II	Croton	3	56	57	51	53	49	51	52	55	50	50
			4	51	56	58	62	50	58	53	59	50	50
5			60	55	61	56	60	62	61	59	50	50	
6			71	65	68	66	72	69	71	67	50	50	
Harbor City		3	63	70	62	67	65	62	65	69	50	50	
		4	52	69	48	70	52	74	51	73	50	50	
		5	62	67	61	58	72	68	67	66	50	50	
		6	59	71	57	73	63	77	60	75	50	50	
Johnson		7	62	63	58	61	64	60	63	63	50	50	
		8	64	66	61	63	57	60	62	65	50	50	

Exhibit 13-14 (Continued)

1998-99 Brevard's FOCUS Schools' TerraNova Scores Show Improvement in Some Areas

Area	School	Grade	Reading		Language		Math		Total		National Average		
			1998	1999	1998	1999	1998	1999	1998	1999	1998	1999	
II (Cont'd)	Roy Allen	3	38	56	34	52	35	47	34	52	50	50	
		4	57	63	60	65	59	54	59	62	50	50	
		5	58	63	50	68	59	67	57	68	50	50	
		6	65	63	62	63	61	71	63	66	50	50	
	Sabal	3	54	50	55	49	59	50	57	49	50	50	
		4	55	52	53	55	52	58	54	55	50	50	
		5	63	58	57	54	56	61	59	58	50	50	
		6	60	60	58	58	58	55	59	57	50	50	
	III	Cambridge	3	55	49	51	55	49	47	54	51	50	50
			4	43	47	38	43	46	46	42	45	50	50
			5	53	39	50	42	51	41	51	50	50	50
		Clearlake	6	45	45	44	47	45	48	44	46	50	50
7			53	51	48	49	42	47	47	49	50	50	
8			46	55	46	55	45	52	44	54	50	50	
Endeavour		3	22	52	30	47	22	40	23	46	50	50	
		4	24	30	32	38	27	34	26	33	50	50	
		5	33	34	33	34	29	32	30	32	50	50	
Golfview		3	29	51	32	48	30	40	29	46	50	50	
		4	46	39	46	40	45	37	45	38	50	50	
		5	37	45	38	51	36	44	36	46	50	50	
McNair		6	37	37	43	40	35	35	37	36	50	50	
		7	58	54	52	50	54	51	56	52	50	50	
		8	49	61	50	59	55	62	52	62	50	50	
Saturn		3	43	48	43	50	32	47	39	49	50	50	
		4	46	56	50	57	45	51	46	56	50	50	
		5	50	48	49	48	52	52	50	49	50	50	

Exhibit 13-14 (Continued)

1998-99 Brevard's FOCUS Schools' TerraNova Scores Show Improvement in Some Areas

Area	School	Grade	Reading		Language		Math		Total		National Average	
			1998	1999	1998	1999	1998	1999	1998	1999	1998	1999
IV	Coquina	3	54	48	56	49	47	52	52	50	50	50
		4	54	59	59	57	48	63	53	61	50	50
		5	50	63	49	51	54	53	51	56	50	50
		6	54	61	55	63	60	65	56	63	50	50
	Madison	7	49	48	47	44	51	50	50	47	50	50
		8	55	62	51	57	56	61	55	61	50	50
	Riverview	3	37	47	34	46	40	46	36	47	50	50
		4	40	36	41	38	38	38	39	36	50	50
		5	36	51	31	51	24	52	28	52	50	50
		6	49	44	50	46	51	38	50	42	50	50
	South Lake	3	39	33	42	29	36	38	39	33	50	50
		4	45	51	49	54	49	52	48	53	50	50
		5	50	44	55	38	59	39	55	40	50	50
		6	50	56	55	56	59	71	55	62	50	50

Source: Brevard County School District, 1999.

No Brevard Schools Received “F” Grades

In June 1999, the Florida Department of Education (DOE) established criteria for identifying schools with similar performance characteristics through the use of letter grades, “A” through “F,” based primarily on Florida Comprehensive Assessment Test (FCAT) reading and writing scores and Florida Writes! writing scores. As of June 24, 1999, none of the Brevard schools had received an “F” and only seven had received “D’s” (at that time DOE only had results for 79 of the 97 schools). See Chapter 4.0 of this report (page 4-4) for further information.

Recommendation

- *The Office of Secondary Programs should establish clear program goals, objectives, timelines for achieving the goals, and strategies necessary to implement the goals.*
- *Implementation Strategy 13-1 provides the steps necessary to implement this recommendation.*

Implementation Strategy 13-1

Recommendation 1:

Strategy ³	The Office of Secondary Programs should establish clearly defined program goals, objectives, time lines, and strategies for accomplishing the goals.
Action Needed	Step 1: The Deputy Superintendent of school operations and the Director of Secondary Programs should initiate and organize a staff retreat or meeting for the Department of Secondary Programs to develop a strategic plan. Step 2: Once the Secondary Program’s Strategic Plan has been developed and agreed upon, the Superintendent’s leadership team should review and the Deputy Superintendent should approve it. Step 3: The Director of Secondary Programs should oversee implementation of the plan.
Who Is Responsible	Director of Secondary Programs, Deputy Superintendent of School Operations
Time Frame	Fall 1999
Fiscal Impact	This can be implemented with existing resources.

³ Subsequent to the MGT on-site review, the Department of Secondary Programs had initiated writing a strategic plan for the 1999-2000 school year.

2 The District Generally Offers Effective Exceptional Student Education (ESE) Programs.

The district generally offers effective exceptional student education (ESE) programs; however, a unified strategic plan is lacking and some inefficiencies exist. The district could improve its ESE program by developing a strategic plan and improving the standardization of Individual Education Plan (IEP) forms.

Brevard's ESE Student to Teacher Ratio Similar to Peers

As can be seen in Exhibit 13-15, Brevard County has the second highest number of ESE students and the second highest number of ESE teachers. (Note: the number of ESE students in Brevard County School District includes 1,300 9-12th grade Gifted Seminar Program students which is not offered by other peer districts.)

Exhibit 13-15

Brevard's Exceptional Education Staff is in Alignment With Peers

School District	ESE Students	ESE Teachers	# ESE Students Per ESE Teacher ⁴
Brevard	15,029	847.00	17.7
Lee	12,556	591.50	21.2
Orange	25,102	1,303.00	19.3
Polk	13,570	648.30	20.9
Seminole	9,496	483.15	19.7
Volusia	10,926	796.00	13.7

Source: Florida Department of Education, 1999.

The ESE Program Prepares for New State Standards

The State of Florida has recently published the *State Standards for Special Diploma, A Guide for Teachers to Help Students Achieve the State Standards for Special Diploma*. Although (at the time of this report) the state had not yet officially adopted these new standards, the district is in the process of revising its Pupil Progression Plan and revising the special education courses to meet the anticipated new state requirements. The state recommends this document be used by districts for planning and implementing educational programs for the 1999-2000 school year. Once the State Board of Education approves the document, the incoming freshman for the year 1999-2000 will have to pass a revised set of performance standards in order to receive a special diploma.

⁴ Caution: Inferences about class size or pupil/teacher ratio should not be made from these data. The data does not take into account the general education teachers who serve exceptional students. The majority of ESE students spend the bulk of their day in regular education classes. Also, it does not include teacher aides and other paraprofessionals who work with these students in the classroom and who would lower the teacher/student ratio.

ESE Programs Contract Out Various Services and Collaborate with Local Agencies

The district contracts out various ESE services. Where the district conducts a proper cost/benefit analysis, which includes quality of services provided, contracting out may save the district funds. The Adult Handicap Education Program is contracted out to the Brevard Achievement Center; this program has 350 adults enrolled and according to the Director, this is a program area that needs additional district attention. Other contracted services include: Devereux Hospital which services severely emotionally disturbed (SED) students, Circle of Care, Devereux Outpatient, and Family Counseling Center which service the mentally handicapped, and Interim Therapy Services for occupational and physical therapy needs.

The district is currently paying \$47.20 an hour to Interim Therapy Services for occupational and physical therapists. The district has had a contract with Interim Therapy for several years to provide physical and occupational therapy services to schools. Concern was raised in interviews with district-level personnel and with attendees at the public forum that the district is spending too much money contracting for services with Interim Therapy and could save funds if the district directly employed the therapists. The district could hire therapists directly at a teachers' salary of \$29.18 per hour plus benefits, or a total of \$38.88 per hour. If the district hires direct, they must also pay for the therapists' mileage and supplies. The district has decided to directly hire 10 therapists for the 1999-2000 school year, as well as continue to contract with Interim Therapy. The reason the district gave for initiating the direct hiring is to evaluate the benefits and disadvantages of both sources of therapists. However, the district has not yet conducted a cost/benefit analysis of contractual therapy services.

Regular schools, special services, and state and local agencies collaborate to provide services to the exceptional students in the district and the services are provided until the student either graduates, receives an exceptional education diploma, or a certificate of completion.

The ESE Program Lacks a Districtwide Strategic Plan

While the ESE Program has five priorities listed in the district's 1998-99 *Strategic Plan*, it has not developed its own strategic plan, with long-term goals, short-term objectives, and plans of action. Subsequent to MGT's on-site visit, the ESE Department began the process of developing a districtwide ESE strategic plan.

The ESE Program Has Implemented Many of the Recommendations Made in a 1996 MGT Audit

In April of 1996, MGT of America was hired by the Brevard County School Board to conduct an audit of the Exceptional Student Education Program. The purpose of the audit, as defined by the Brevard County School Board, was:

- to determine if the district's Exceptional Student Education (ESE) program was providing effective outcomes to the students being serviced;
- to determine if compliance requirements were being met; and
- to determine if funding was being expended in an efficient and effective manner.

According to the 1997-98 Management Plan Progress Reports provided by the director of ESE program services, the director of ESE administrative services, and the director of Florida Diagnostic Learning Resource Center (FDLRS)/ESE Projects, all the recommendations made in the 1996 MGT audit are either in the process of being implemented or have been fully implemented.

As a result of the MGT recommendations, the district has made changes expected to improve the effectiveness of ESE services. Specifically, the district now:

- has an adequate number of psychologists (they hired three, and they are currently interviewing for one additional);
- has counselor therapists for the SED Units;
- includes parents in the eligibility determination meetings;
- will have computerized IEPs;
- has various information manuals for parents;
- has ESE services in area offices;
- has a database of all services available in the state; and
- has cross-trained all lead teachers and staffing specialists (up to 50 in-service points are available for in-service).

The district has also increased ESE training for staff. The district has trained 44 staff members to perform functional assessments with reference to discipline concerns and currently all schools are expected to address a minimum of one exceptional student education objective in their school improvement plans. Twenty-five (25) substitute teachers have also been provided Exceptional Student Education (ESE) training.

Testing Backlogs Not Unusually Long

The district allows schools to prioritize their special education testing based on their individualized school's priorities. The backlogs for testing were as follows:

- one week to four months for gifted testing;
- two to four months for other testing such as psychological testing, health testing, etc.; and
- three-months for pre-K testing.

A four-month backlog for ESE testing is not unusually long; national standards indicate that six months is a generally accepted length of time for backlogs. During MGT's site visit in February, 221 students were waiting to be tested for special education, as Exhibit 13-16 shows.

Exhibit 13-16

At Time of Site Visits, 221 Students Were Waiting for ESE Testing

District Region	# of Students Waiting to be Tested
Area I	47
Area II	41
Area III	71
Area IV	62
Total	221

Source: Brevard County School District, February 1999.

Exceptional Student Education Hearings at a Minimum

Four parents requested hearings over the last two years; all have been handled and settled in mediation. The lack of hearings attests to effective ESE programs. Parents, by and large, are satisfied with the services their children are receiving; otherwise they would request hearings more frequently.

ESE Students' HSCT Test Scores In Most Schools Have Improved Since 1997

As seen in Exhibit 13-17, Brevard County's ESE students' HSCT passing rates improved from 1997 to 1998. Six of the district's high schools improved on all areas of the test. Three other high schools (Cocoa High, EauGallie High, and Merritt Island High) had lower passing rates in 1998 than in 1997 in all areas tested. Palm Bay High had mixed results; passing rates improved from 1997 to 1998 for mathematics and for the total test but declined for communications.

Exhibit 13-17**11th Grade ESE Students HSCT Scores Improve
In Most Schools**

	October 1997			October 1998		
	# Tested	# Passed	% Passing	# Tested	# Passed	% Passing
Titusville High						
Communications	19	3	15.8%	14	5	35.7%
Math	19	2	10.5%	14	3	21.4%
Both	19	1	5.3%	14	3	21.4%
Astronaut High						
Communications	6	1	16.7%	17	7	41.2%
Math	7	1	14.3%	17	8	47.1%
Both	6	1	16.7%	17	6	35.3%
Rockledge High						
Communications	6	3	50.0%	7	4	57.1%
Math	6	2	33.3%	7	4	57.1%
Both	6	2	33.3%	7	4	57.1%
Cocoa High						
Communications	13	7	53.8%	11	4	36.34%
Math	14	7	50.0%	11	4	36.34%
Both	13	6	46.2%	11	4	36.34%
Melbourne High						
Communications	29	11	37.9%	36	19	52.8%
Math	31	12	38.7%	38	20	52.6%
Both	29	9	32.0%	36	17	47.2%
Palm Bay High						
Communications	25	5	20.0%	22	4	18.2%
Math	25	3	12.0%	22	4	18.2%
Both	25	2	8.0%	22	4	18.2%
Eau Gallie High						
Communications	13	5	38.5%	24	8	33.3%
Math	14	9	64.3%	24	11	45.8%
Both	13	5	38.5%	24	7	29.2%
Merritt Island High						
Communications	36	15	41.7%	39	15	38.5%
Math	36	15	41.7%	38	14	36.8%
Both	36	12	33.3%	38	12	31.6%
Cocoa Beach High						
Communications	8	6	75.0%	8	7	87.5%
Math	8	7	87.5%	8	8	100.0%
Both	8	6	75.0%	8	7	87.5%
Satellite High						
Communications	18	6	33.3%	24	17	70.8%
Math	17	2	11.7%	23	15	65.2%
Both	17	2	11.7%	23	13	56.5%
11th Grade ESE District Totals						
Communications	173	62	35.8%	202	90	44.6%
Math	177	60	33.9%	202	91	45.0%
Both	173	46	26.6%	200	77	38.5%

Source: Florida Department of Education, School Report of Student Pass/Fail ESE Program, 1999.

**The ESE Program Should Update and
Standardize Individual Education Plan Forms**

Although the district has taken steps to standardize Individual Education Plan (IEP) forms, consultants found that the ESE teachers are using outdated forms. The district plans to implement an automated IEP system in the Fall of 1999 and has selected one paper form for teachers to use until the automated IEPs are available.

However, in visits to schools, MGT found that schools are still using a variety of IEP forms. This creates confusion among the various ESE programs, particularly in the event a student transfers from one school to another.

Several ESE teachers interviewed said they often order IEP forms and use only a few of them before another district directive states to dispose of the forms and order different forms in a matter of a week or two. Evidence to support this was given MGT in the form of district memorandums.

Recommendations

- *The ESE Department should create and implement a strategic plan with specific goals, action steps and strategies for accomplishing the goals, timelines, person(s) responsible for overseeing the strategies and progress.*
- *The district should take steps to ensure all schools are using the standardized IEP forms.*
- *Implementation Strategy 13-2 provides the steps necessary to implement these recommendations.*

Implementation Strategy 13-2

Recommendation 1:

Strategy ⁵	Create and implement an ESE strategic plan with specific goals, action steps and strategies for accomplishing the goals, timelines, person(s) responsible for overseeing the strategies and progress.
Action Needed	Step 1: The ESE Department should conduct a staff retreat/meeting for the purpose of creating an ESE strategic plan with goals, objectives, implementation strategies, and time lines. Step 2: Once the plan has been developed, the superintendent's leadership team should review and approve it. Step 3: The plan should be submitted for board approval. Step 4: The approved plan should be implemented.
Who Is Responsible	The Deputy Superintendent of School Operations.
Time Frame	January 2000
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2:

Strategy	Ensure all schools are using the standardized IEP forms.
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⁵ Subsequent to MGT's site visit, the ESE Department began the process of developing a districtwide ESE strategic plan.

Action Needed	Step 1: The ESE Department should enforce the schools' use of the standardized IEP form. In the future, the automated IEP system will replace this manual form.
Who Is Responsible	The Director of ESE.
Time Frame	Teachers should be informed of which form to use and be instructed to discard outdated forms (September 1999).
Fiscal Impact	This can be implemented with existing resources.

3 The district offers an effective Title I Program; however, inadequacies exist in the English for Speakers of Other Languages (ESOL) and At-Risk/Dropout Prevention Programs.

The district generally offers an effective Title I program; however, a unified strategic plan is lacking and some inefficiencies exist in the English for Speakers of Other Languages (ESOL). This includes the need to disaggregate and study students' standardized scores in order to make effective program and curriculum modifications and a need for more ESOL contact training. Additionally, the At-Risk/Dropout Prevention Programs need to be periodically evaluated for program effectiveness.

The District Offers a Variety of Title I Programs

In addition to providing academic support for students needing assistance, the district's Title I program has a migrant education component which includes not only educational services, but support services such as guidance, social work, nutrition, and tutoring. The district's Title I program also provides services to six institutions⁶ for neglected and delinquent children and nine non-public schools.

Following are examples that describe three strategies used to provide Title I services to Brevard students:

- **Computer Labs:** Title I schools have computer labs designed to provide assisted instruction to students in alignment with the child's grade level and learning level. Monitoring academic progress is an integral part of the computer lab strategy.
- **Accelerated Literacy Learning Model:** This program involves having a trained teacher work one-on-one with first grade students.
- **Success for All Program:** This program creates a family support team to work collaboratively with parents, students, and the community. The focus is to plan activities to involve parents in their children's education.

Standardized Test Results from Title I Schools Indicate Progress

Seventeen (17) of 19 schools participating in the Focus Program (previously discussed in Goal A-Issue 1) are Title I schools. The program is in its second year and a review of the tests scores indicates that the

⁶ Space Coast Marine Center, Brevard Halfway House, Braved Regional Juvenile Detention Center, Center for Drug Free Living, Country Acres Parental Home, and Hacienda Girls' Ranch

student achievement for most of these schools improved in 1998-99 in some academic areas over 1997-98. Refer to Exhibit 13-13 for FCAT and Florida Writes test results and to Exhibit 13-14 for CTB Terra Nova test results.

Title I Parental Involvement Programs are Active

A fundamental component in the Title I Program is parent involvement and each Brevard County Title I school develops its own parental involvement program. One parenting specialist services each school in the district and each school has a parent liaison to encourage parent involvement. The district offers a variety of parent workshops (30 since September of 1998) and in January of 1998, the district held a Title I Family Involvement Conference attended by 500 parents. The conference had 22 break out sessions for parents to chose from and parent surveys were distributed, collected, and used to evaluate the quality of the conference. The feedback will be used to coordinate future parent training and conferences.

District Title I Program Has School Site-Based Goals/Plans, But No Written Overall District Plan

Interviews and a review of documents confirmed that the district does not have an overall Title I districtwide plan. The Title I Program does have individual priority statements for each district Title I central office employee; the statements include target areas, strategies, and activities, but do not include time lines. While it is important to have individual goals and priorities, it is equally important to have an overall strategic plan for the entire program. Since there was no written plan, consultants asked what the districtwide goals are for the 1998-99 school year. Responses varied from "I am not sure" to "We have two goals—increase academic achievement and improve the coordination between Title I and Other Programs."

Site-based management is used to design each Title I school's program and each school must coordinate its Title I plan with the school improvement plan; however, the Title I plan and the school improvement plan are two separate documents. Principals interviewed said they would prefer to incorporate their Title I Plan into the regular school improvement plan for a more integrated plan.

Longitudinal Study Being Conducted Regarding the Effectiveness of Title I Programs and Title I Staff Development

The district recently initiated a longitudinal study of the Title I Program's efficiency and effectiveness to take a more comprehensive look at the program. The longitudinal study will evaluate the effectiveness of the schoolwide model, track progress of students by teachers, compare how schools spend Title I funds, and assess the effectiveness of the district's Title I staff development training for teachers and teacher assistants.⁷ The longitudinal study should be concluded in Spring 2000.

⁷ Staff development courses include Early Literacy, Literacy and Learning, Strategies Applied in Literacy Learning, Writing Inspires Literacy Development, Teachers' Addressing Literature with Kids, Researching Other Outstanding Strategies, Accelerated Learning Literacy, and Strategies that Accelerate Reading.

English for Speakers of Other Languages (ESOL) Program Needs to Disaggregate and Study Students' Standardized Test Scores and Work Closely with MIS to Receive Necessary Data for State Reports

A resource teacher oversees the ESOL and Foreign Language programs for the district. The resource teacher reports to the Director of Secondary Programs. According to the resource teacher, she spends one half of her time coordinating ESOL programs in the district and the other half overseeing foreign language programs.

The district has historical problems with obtaining disaggregated data for ESOL students. The district believes that ESOL students have improved their test scores, but it did not produce documentation of this fact when requested.

MGT obtained a memorandum dated November 6, 1998 written to the Bureau Chief of the FDOE's Bureau of School Reform, Improvement, and Accountability by the ESOL/Foreign Language Resource teacher who oversees the district's program. The memo explained the district's plan of action to address statistical reporting concerns of the state in the 1996-97 annual report data. This memo assists in confirming interviews that indicate there is a history of lack of sufficient ESOL data submitted to the state.

When initially asked about the number of ESOL students by program in the district, the reply was, "We don't know... MIS data are not available for the count of the number of LEP students in all programs; it's difficult to get a number from the program people . . . we have tried . . . we need the number to report to DOE."⁸ During the second on-site visit, the question was asked again and the reply was 700 students are ESOL, which is one percent of the total student population. As seen in Exhibit 13-18, the FDOE data indicate that for 1997-98, Brevard County had the lowest total number of LEP students when compared to peer districts.

Exhibit 13-18

Brevard Had Less Limited English Proficiency Students Than its Peers in 1997-98

School District	Total Number LEP Students	% of All Students
Brevard	748	1.1
Lee	4,221	7.8
Orange	9,294	6.9
Polk	2,205	2.9
Seminole	1,281	2.2
Volusia	1,395	2.4

Source: Florida Department of Education, 1999.

⁸ ESOL refers to any student that speaks a language other than English as their native language, even if they fluently speak English. Limited English Proficiency (LEP) refers to students who speak another language and are not proficient in English. LEP students are a subset of ESOL students.

Variety of Strategies Used to Ensure LEP Students are Receiving Understandable Instruction

The district uses a variety of strategies to ensure that LEP students are receiving understandable instruction. For example:

- the district offers a variety of ESOL training;
- the district uses a standardized manual called the *ESOL Program and Services Procedures Manual*;
- teachers monitor the LEP students;
- ESOL teachers are required to document use of the strategies; and
- district resource teachers, ESOL teacher trainers, and the teachers identify and request that the school purchase any resources that are needed for LEP students.

In elementary school, the time in basic ESOL with a qualified ESOL teacher is the same amount of time that English proficient students receive in Language Arts. The teacher may be an elementary teacher with ESOL training or an itinerant⁹ ESOL teacher. In secondary school, the time the LEP student spends in a basic ESOL courses with an ESOL teacher is the same amount of time that English proficient students receive in Language Arts courses.

District's ESOL Program Has Several Components

According to interviews with the resource teachers and a review of documents, the district's ESOL program has the following major components:

- When district curriculum is written, ESOL strategies are referenced or performance descriptors (implementing ESOL strategies) to achieve the benchmarks set in the Sunshine State Standards.
- The district textbook selection committee has representation from the ESOL program to ensure textbooks are appropriate for the ESOL students.
- The ESOL/LEP Plan indicates that ESOL instruction in all subject areas is provided by teachers who qualify to teach LEP students; however, interviews with nine principals indicate that getting teachers to attend ESOL training has been a major challenge.
- Teachers generally use the curriculum and ESOL teaching methods found in the *ESOL Program and Services Procedures Manual*.
- There is one ESOL contact per school and it is generally the Assistant Principal. The district only has one or two meetings of the ESOL contacts a year. The usual form of communication is via memorandum. ESOL contacts and teachers interviewed expressed difficulty in getting a return phone call from the district office when they call with questions. Interviewees said they get better responses from electronic mail messages.

⁹ "Itinerant" refers to teachers who are assigned to serve several schools rather than just one. This occurs because a single school may not have enough students to support the need for a full teacher unit.

Evaluation of ESOL is Lacking

Neither the ESOL Department nor the Accountability, Testing, and Evaluation Department could provide disaggregated data on LEP students' standardized test scores to evaluate student achievement. According to interviews, however, the district's LEP students are fairing better than the state average on standardized test scores, but lower than the non-LEP students districtwide. There appears to be a lack of a process for closely monitoring the LEP students' progress in test score achievement. Therefore, it is difficult to ascertain factual data that ensures the effectiveness of the program.

The district has an LEP Parent Leadership Council that meets four times a year for the purpose of fostering a positive learning environment for LEP students in the district. At the open houses, members from the council communicate with the LEP parents. School Advisory Council records show a lack of LEP parents serving on the school advisory councils.

ESOL Contacts Need More Training

The district ESOL contacts meet twice a year for updates and training and learning data entry terminology. Most communication is through email, memoranda, and phone conversations. Interviewees at school sites indicated that they desire more training, due to the complexity of the ESOL reporting procedures. For example, one of the last reports from the FDOE indicated that six students were coded as Limited English Proficient (LEP) and not receiving LEP services. After investigating, the district found these students were miscoded. Services were planned (but pending) or were being provided for each of these students. ESOL contacts interviewed believe more meetings are needed to assist them in learning proper codes as well as other administrative information related to the LEP program. This finding is in alignment with a recent review from the state's Office of Multicultural Student Language Education report which stated that "ESOL procedures are not being followed and records are not being well maintained at schools."

Dropout Prevention/At-Risk Programs Lack Evaluations

The Brevard County School District's 1997-98 dropout rate was 1.75 percent -- lower than the state dropout rate of 4.81 percent. Exhibit 13-19 shows the number and percent of students involved with various disciplinary actions. Reviewing these data are important to understanding the need for specific types of dropout programs and also may indicate the types of corrective programs needed based on the various types of punitive indicators. As seen in Exhibit 13-19, Brevard County has the lowest rate of out-of-school suspensions, in-school suspensions, and dropouts when compared to peer districts. Brevard County has the highest number of students referred to dropout prevention and the highest number of expulsions as compared to the peer districts. Brevard has the next to the lowest number of students referred to court or to juvenile authorities.

While the statistics may look favorable when compared to peer districts regarding the dropout rates and number of suspensions, the program lacks a systematic method for evaluating the effectiveness and efficiency of the program. According to interviews and documents reviewed, the district evaluates the program based on the numbers of students teachers turn in as completing the program -- those students who successfully pass all of the components of the dropout prevention program and return to their regular course of study. However, the district does not compile districtwide statistics on this and it is questionable whether each school is counting program completers in the same manner.

Exhibit 13-19

**Brevard's Disciplinary Actions are Lower Than Peers
1997-98**

School District	Out-of-School Suspensions		In-School Suspensions		Referrals to Dropout Prevention		Expulsions		Referrals to Court/Juvenile Authorities		Total Dropouts	
	#	%	#	%	#	%	#	%	#	%	#	%
Brevard	3,202	4.7%	936	1.4%	5,234	7.7%	97	0.1%	4	0.0%	315	0.5%
Lee	5,351	9.9%	6,596	12.3%	1,233	2.3%	16	0.0%	1	0.0%	772	1.4%
Orange	15,038	11.2%	13,208	9.9%	231	0.2%	32	0.0%	0	0.0%	1,916	1.4%
Polk	9,792	12.8%	9,797	12.8%	1,241	1.6%	49	0.1%	101	0.1%	1,440	1.9%
Seminole	3,349	5.9%	5,633	9.9%	2,372	4.2%	0	0.0%	276	0.5%	422	0.7%
Volusia	6,000	10.1%	8,623	14.5%	670	1.1%	42	0.1%	825	1.4%	351	0.6%
Peer Average	7,906	10.4%	8,771	11.5%	1,149	1.5%	27.8	0.0%	241	0.3%	980	1.3%

Source: Florida Department of Education, 1999.

Dropout Programs are Site-Based Programs

Currently, 44 district schools have a dropout prevention program in place. The program must consist of a minimum of two class periods a day. Students can participate in the program if they meet at least two of the following criteria:

- grades not commensurate with documented ability levels -- achieving below predicted grade levels on districtwide standardized achievement tests;
- failing grades in two or more courses during a grading period;
- low achievement test scores;
- excessive absences, three or more unexcused absences during a grading period; habitual truancy;
- has been retained more than once; and
- administratively placed to the next grade level.

The district must notify parents in writing when students qualify for a dropout prevention program and parents must give written approval before students can be enrolled. Students are encouraged to enroll for at least one grading period, preferably one semester.

Schools may choose to have an in-school suspension program in the secondary schools -- currently 18 of 97 schools have an in-school suspension program. In-school suspension programs allow students to stay in school and continue to fulfill their academic requirements while at the same time addressing behavior issues. The advantages of this type of program are that participating students are separated from their regular classroom and do not affect other students' learning and that the students in the program can continue learning.

Three schools (Astronaut, Rockledge, and EauGaille) have a teen pregnancy program which serves the entire district. The district provides a nursery for the teen's children at all three sites and encourage students to remain in the program for parenting classes and counseling..

The district has contracted with Devereux to maintain an alternative program for 165 students with repeated behavior problems and is exploring contracting with a private company to oversee the three expulsion/abeyance centers and the two ROPES programs. ROPES is a program for constantly suspended middle school students. The program is aimed at stabilizing the regular schools by removing chronically disruptive students. The expulsion/abeyance centers are programs for students who have been suspended following a felony charge by the State Attorney.

Recommendations

- *The district should develop and implement a districtwide Title I Plan with specific goals, strategies, time lines, and person(s) accountable for accomplishing the goals.*
- *The district should require that schools' Title I Plans be integrated with the regular School Improvement Plans.*
- *The district should use the data from the Title I longitudinal study to make specific program changes.*
- *The district should disaggregate and study ESOL students standardized test scores to monitor progress.*
- *ESOL contacts should meet monthly for increased training.*
- *The district should conduct periodic evaluations of the Dropout Prevention/At-Risk Programs.*
- *Implementation Strategy 13-3 provides the steps necessary to implement these recommendations.*

Implementation Strategy 13-3

Recommendation 1:

Strategy	Write and implement a districtwide Title I Plan with specific goals, strategies, time lines, and person(s) accountable for accomplishing the goals.
Action Needed	Step 1: The Deputy Superintendent for School Operations and the Director of Elementary Programs should initiate and organize a staff retreat or meeting to develop a districtwide Title I plan with program goals, objectives, time lines, and strategies. Step 2: Once the Title I Strategic Plan has been developed and agreed upon, the Superintendent's leadership team should review and the Deputy Superintendent should approve the plan. Step 3: The Director of Elementary Programs should oversee implementation of the plan.
Who Is Responsible	Director of Elementary Programs and Deputy Superintendent for School Operations.
Time Frame	October 1999

Fiscal Impact This can be implemented with existing resources.

Recommendation 2:

Strategy School Title I Plans should be integrated with the regular School Improvement Plans.

Action Needed Step 1: A plan should be developed to assist schools in integrating their Title I plan with the School Improvement Plan.

Step 2: Schools should begin integrating the plans for review.

Who Is Responsible Director of Elementary Programs and the School Improvement Resource Teacher.

Time Frame Spring of 2000

Fiscal Impact This can be implemented with existing resources.

Recommendation 3:

Strategy The district should use the data from the Title I longitudinal study to identify specific program changes for Fall 2001.

Action Needed Step 1: Once the longitudinal study is completed, results should be forwarded and analyzed by the Department of Accountability, Testing, and Evaluation.

Step 2: Recommendations based on the study's results should be made.

Step 3: Recommendations should be reviewed, approved, and implemented.

Who Is Responsible Director of Accountability, Research, and Testing, and the Director of Elementary Programs.

Time Frame Spring 2000

Fiscal Impact This can be implemented with existing resources.

Recommendation 4:

Strategy Disaggregate and study ESOL students' standardized test scores, and adjust curriculum according to findings.

Action Needed Step 1: The Director of Accountability, Testing, and Evaluation should disaggregate ESOL students' standardized test scores, disseminate results to schools, and provide assistance to help the ESOL contacts to understand the data.

Step 2: Program modification and curriculum changes both at the district and school level should be implemented as a result of an evaluation of the scores.

Who Is Responsible	Director of Accountability, Testing, and Evaluation and the ESOL/Foreign Language Resource Teacher.
Time Frame	Fall of 1999; ongoing
Fiscal Impact	This can be implemented with existing resources.

Recommendation 5:

Strategy	Coordinate monthly ESOL contact meetings and training.
Action Needed	Step 1: The ESOL/Foreign Language Resource Teacher should coordinate monthly ESOL contact meetings and initiate any training requested as a result of the meetings.
Who Is Responsible	ESOL/Foreign Language Resource Teacher.
Time Frame	Fall 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 6:

Strategy	The district should conduct periodic evaluations of the Dropout Prevention Program.
Action Needed	Step 1: The Director of Accountability, Testing, and Evaluation should conduct (or contract a service to conduct) periodic evaluations of the Dropout Prevention Program. Step 2: Evaluation results should be forwarded to the Director of Student Services to oversee program modifications based on the evaluations.
Who Is Responsible	The Director of Accountability, Testing, and Evaluation and the Director of Student Services.
Time Frame	Spring 2000
Fiscal Impact	This can be implemented with existing resources.

4 Due to the lack of existing data, it is difficult to ascertain the effectiveness and efficiency of some of the workforce development programs.

The district generally offers effective and efficient Adult and Community Education Programs. However, the lack of data made it difficult to determine the efficiency and effectiveness of the vocational programs. This lack of data is largely due to districtwide difficulties with MIS systems.

Performance Data Supports Adult Education Meeting Program Objectives

As shown in Exhibit 13-20, Brevard County had a higher percentage of students who passed the GED in 1997-98 than in 1996-97 and a higher percentage who passed the GED in 1997-98 than did the State of Florida and nation. Findings from the Florida Department of Education's *Results of Florida's Program Evaluation* states that the single most important reason that students enroll in the adult education program is to "earn a high school diploma."

Exhibit 13-20

Brevard Shows Some Improvement in Percentage of Students Who Pass the General Equivalency Diploma (GED)

Center	# of Students who Took Classes		# of Students Who Passed		% of Students Who Passed		% Increase or (Decrease)
	1996-97	1997-98	1996-97	1997-98	1996-97	1997-98	
Whispering Hills	121	194	81	144	66.9%	74.2%	7.3%
Central Area	171	188	119	140	69.6%	74.5%	4.9%
Melbourne Adult	63	79	43	57	68.3%	72.2%	3.9%
Palm Beach Adult	82	78	59	53	72.0%	67.9%	-4.1%
Merrit Island Adult	76	78	54	58	71.1%	74.4%	3.3%
South Area	69	127	58	99	84.1%	78.0%	-6.1%
Mid-South Area	94	84	73	65	77.7%	77.4%	-0.3%
Total GED Prep	676	828	487	616	72.0%	74.4%	2.4%
Total Non-GED Prep	370	322	266	225	71.9%	69.9%	-2.0%
Brevard	1,046	1,150	753	841	72.0%	73.1%	1.1%
Florida	49,649	55,510	36,760	39,371	74.0%	70.9%	-3.1%
Nation	733,072	697,317	524,535	477,939	71.6%	68.5%	-3.1%

Source: Brevard County School District and Florida Department of Education, 1999.

FTE Comparisons/Literacy Completion Points are Used for Program Accountability --- TERMS is Not Producing Adequate Data

The district conducts yearly evaluations, comparing the FTE for each of the seven adult education centers. These data are used to evaluate programs to see if they meet their FTE projections and make program adjustments. As of July 1998, however, the tracking of Literacy Completion Points replaced the FTE funding formula. Currently, the district receives upfront funding from prior year performances. These performances are based on the number of Literacy Completion Points and Job Placement Points. These points are earned when a student moves up a grade level in adult basic education, completes a GED course, passes the GED test, or gets a job.

The Educational Reporting and Management System (commonly referred to as TERMS) is the recently implemented computer system used by the district to produce data-driven reports. According to interviews

and a review of existing data, the district just recently obtained the electronic module needed by TERMS to track literacy completion points. For most of the 1998-99 school year, the district has not input literacy completion points into TERMS; 15 percent of the program's funding is based on literacy completion points and the other 85 percent is based on what the district has received in previous years. As of August 8, 1999, the Florida Department of Education reports that the Brevard School District has not turned in the required data (due on July 30, 1999) in order to receive the full amount of allotted funding. According to an official in the Workforce Education and Outcome Information Services (WEOIS) office, the district could lose up to 10 percent of the total funding for adult education if it fails to submit the appropriate data.

Vocational Programs Lack Necessary Data to Make Effective Program Decisions

The vocational education program in the district has been particularly hampered in its efforts to evaluate program effectiveness due to a lack of data. The lack of data has also limited the district's ability to base decisions affecting vocational programs on an analysis of data. At the time of the on-site visits, the director of the program was uncertain of the total number of students in the program. When the district went from a required 7th period to an elective 7th period, the director projected that it lost 17-18 percent of its student enrollment; however, TERMS has not been able to track the accurate student enrollment. A vocational enrollment report for the state is due in September 1999 and data needed for that report are still unavailable.

State Data Indicate Secondary Vocational Job Placement is Above the State Average

According to the 1996-97, Florida Education Training Placement Information Program Report (FETPIP), Brevard's vocational placement rate is 82 percent, higher than the State average of 77 percent, and the second highest when compared to peer districts (See Exhibit 13-21 for this comparison). This indicates that a relatively high number of vocational graduates are employed in the vocational area in which they had high school training.

Exhibit 13-21

Brevard Has a Higher Vocational Placement Rate Than Four Peer Districts

School District	Vocational Placement Rate
Brevard	82%
Lee	78%
Seminole	83%
Volusia	78%
Polk	75%
Orange	77%
State	77%

Source: Florida Educational Trainer, Placement Information Program, Florida Department of Education, 1999.

District Tracks the Number of Gold Seal Award Recipients

An indicator of vocational program effectiveness is the number of Gold Seal Award recipients in a district. The minimum requirements for the award include: graduating from high school, completing the secondary school portion of a sequential program of studies that requires at least three secondary school vocational credits, passing the college placement test, earning a 3.0 grade point average, and earning a 3.5 grade point average for required Applied Technology/Vocational Education courses.

In 1997-98, the district awarded 301 Gold Seals. This is more than were awarded to students in Lee County, and comparable to the number awarded in Seminole and Volusia Counties.

Recommendations

- *The district should take immediate action to supply the state with necessary data in order to receive program funding for all the adult education program students who earned literacy completion points. (As stated previously, interviews and a review of state required reports indicate that the state is not receiving program data in a timely manner and the district should take immediate steps to get state-requested data in promptly.)*
- *The district should take measures to supply the Office of Applied Technology with necessary data.*
- *Implementation Strategy 13-4 provides the steps necessary to implement these recommendations.*

Implementation Strategy 13-4

Recommendation 1:

Strategy	The district should take immediate steps to supply the state with the necessary data (literacy completion points) through the TERMS system in order to receive adequate funding for the adult education program for 1999-2000.
Action Needed	Step 1: Management Information Services, in conjunction with the Department of Adult and Community Education, should produce the data necessary to comply with state reporting requirements and necessary to make program decisions based on data.
Who Is Responsible	Management Information Services, with input from Office of Adult/Community Education.
Time Frame	October 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2:

Strategy	The district should take immediate steps to supply The Office of Applied Technology the vocational program data necessary to make effective and efficient data-driven program decisions and to meet state reporting deadlines.
Action Needed	Step 1: The Management Information Services, in conjunction with the Department of Applied Technology, should produce the data necessary to comply with state reporting requirements and necessary to make program decisions based on data.
Who Is Responsible	Management Information Services, with input from Office of Adult/Community Education.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources

5 Overall, the district uses an effective process to develop and maintain curricula and the district's curriculum framework is linked to state accountability standards and the Sunshine State Standards.

Overall, the district uses an effective process to develop and maintain curricula and the district's curriculum framework is linked to state accountability standards and the Sunshine State Standards. However, some of the secondary curriculum guides need to be updated and there is no systematic method for principals to hold teachers accountable for teaching the standards.

Curriculum Guides and Textbooks are in Alignment With the Sunshine State Standards

The district's curriculum is in alignment with the Sunshine State Standards. Curriculum guides clearly show the strands, benchmarks, and specific teaching strategies related to each standard. The district has developed Brevard County Academic Benchmarks, a composite of the district's curricular expectations aligned to the Sunshine State Standards in the core content areas.¹⁰ The benchmarks are grade-specific and beginning in school year 1999-2000, the district will require each teacher to maintain information on all students they teach, concerning whether or not the student has achieved mastery of each of the benchmark skills. Teachers are to keep benchmark reports for each student so that parents and students can get up-to-date assessments of student progress in mastering grade-level benchmarks. District staff estimates that 25-30 percent of district schools have begun using the grade-specific benchmarks to familiarize teachers with the process prior to implementation next year.

To ensure that textbooks are in alignment with the district and state's standards, the district has a policy that applies a standard process to textbook adoptions. A team identifies the top three choices for a new textbook in a subject area and those textbooks are field tested for a period of six weeks in selected schools. Before the district purchases any textbook, certain criteria must be met. The main criterion is that the textbook

¹⁰ Core content areas refer to the basic subjects such as mathematics, science, reading, and writing.

must be in alignment with the district grade-specific standards and the Sunshine State Standards. If after six weeks of field testing, the teachers' consensus is that the textbook is not in alignment, the district field tests the second choice textbook. Textbooks are only adopted and used if they are in alignment with the district and state curriculum. This is a cost efficient process that ensures the district does not select and purchase prematurely.

Teachers Do Not Make Effective Use of the Electronic Curriculum Planning Tool

Only a small proportion of the district's teachers use the state-provided electronic Curriculum Planning Tool (CPT) on a regular basis. Only about 20 percent of the teachers have been trained in the use of the tool, which provides them with specific lessons that are tied to the Sunshine State Standards. Once trained, teachers can select activities from a master database that have been correlated to the Sunshine State Standards. Using this tool can facilitate planning of lessons, as all of the strands, standards, and benchmarks are included in the planning tool. Teachers can also use the CPT to support certain standards for the Florida System of School Improvement and Accountability, HSCT skills, connections to careers, and major learning themes.

District's Procedures for Developing Curriculum are Specific, but Updated Curricula are Lacking in Some Secondary Guides

The district has established a process for aligning new curriculum with the Sunshine State Standards and local benchmarks which consists of having a paid team of teacher leaders (teachers identified by principals as being proactive change agents) update the curriculum manuals every summer. The process includes aligning new curriculum to the state and local standards and creating new and challenging strategies to teach standard core curriculum competencies.

While all of the elementary curriculum guides are updated and in alignment with state standards, three of the secondary subject curriculum guides (science, language arts and physical education) have not been updated since 1995. This indicates that, although there is an identified update process in place, not all curriculum follows the identified process at the secondary level.

All District's Teachers are Trained in *Connections*

The district requires all teachers to take a state-identified training course called *Connections* which is a 10 module training course that focuses on how the district's curriculum, Sunshine State Standards, assessment, benchmarks, curriculum guides, teaching strategies, and evaluation all interrelate. The 10 training modules are:

- Module 1 and 2: Florida's Vision for Schools
- Module 3: Focus on the Learner
- Module 4: Focus on the Teacher
- Module 5: Goal 3 Standards
- Module 6: Curriculum
- Module 7: Instruction

- Module 8: Assessment
- Module 9: Planning a Unit
- Module 10: Which Way Now? follow-up

There are two expected results of this training. First, each school and its participants will have conducted a self-assessment of the school's current status relative to school test scores and other variables related to curriculum development. Second, teachers will have utilized one or more teaching units built on the *Connections* planning model.

District Directive Prevents Principals from Systematically Checking Teachers' Lesson Plans

Due in part to the teacher contract, the principals of Brevard County Schools are not permitted to regularly check teachers' lesson plans. While they are permitted to occasionally spot check lesson plans, they cannot formally request that plans be turned in until the end of the year. The principals interviewed report that this mandate can sometimes hinder them in holding their teachers accountable for classroom instruction. Eight of the 12 principals interviewed indicated that collecting and checking lesson plans on a regular basis would help ensure that teachers' instruction is: 1) in alignment with state and local standards, 2) grade specific, and 3) providing enriching curriculum. Principals would also like to ensure lessons are adequately and appropriately prepared in advance. As an alternative, some principals ask teachers to let them know the dates that specific benchmarks were taught. Certain schools have created their own matrix to ensure teachers are teaching the standards and ask teachers to turn the matrix in on a periodic basis.

Lack of Curriculum Resource Teachers at the Elementary Level and Time Doing Clerical Work Indicates Inefficiencies

The Office of Elementary Programs does not have a sufficient number of resource teachers. The district has five elementary curriculum resource teachers to service 50 elementary schools -- one who covers all subjects as well as physical education and health for grades K-12, one music, one media, one support services (i.e., guidance, psychologist), and one in-service coordinator. There is no resource teacher who specifically covers reading and language arts, science, mathematics, physical education, and social studies at the elementary level. Resource teachers serve as the district's curriculum specialists and provide services such as troubleshooting at schools and assisting in the development of curriculum and instruction. They also have other responsibilities such as extra curriculum activities, writing grants, and consulting with the facilities department on programmatic needs in anticipated new schools. There is a lack of sufficient resource teachers in the Office of Elementary Programs.

In contrast, 10 secondary resource teachers primarily serve the middle and high schools.¹¹ There is one resource teacher each to cover math, English, social studies, science, computer education, foreign language/ESOL, drug prevention, student equity issues, physical education/health/drivers education, and support services. The number of Brevard County School District's curriculum specialists is higher than three peer districts. Lee County School District has only four curriculum coordinators, Volusia County School District has 8 instructional specialists, and Seminole County School District has nine curriculum specialists serving all K-12 schools.

¹¹ They also serve elementary schools upon request.

Two word processing clerks assist the 15 elementary and secondary resource teachers as well as servicing the Instructional Services Department. Resource teachers indicated that, at certain times of the year, they may spend up to 30-40 percent of their time performing clerical work such as mailouts, typing, and filing. When a resource teacher's time is consumed with a high amount of clerical work, the district is affected in two ways – it is not only costly in terms of money (paying a professional to do clerical work), but can also limit resource teachers from providing needed services at schools.

Many Channels of Communication Exist for Curriculum Staff

There are many ways that curriculum and instructional staff communicate districtwide. These include regular meetings among the deputy superintendent, area superintendents, principals, assistant principals, and directors, as well as Leadership Team Packets, which are distributed each week to principals and district administrators and contain relevant information on district events, changes in procedures, etc. In addition, the Office of Elementary Programs distributes a monthly publication called *The Connections Newsletter*, designed to support elementary educators.

The district also has monthly curriculum contact meetings composed of the Deputy Superintendent of School Operations, directors, resource teachers, and each school's curriculum contact (generally the Assistant Principal). This is a forum for sharing best practices. While these practices have not been validated, principals are reporting increased student achievement as a result of the implemented programs.

Also, at these curriculum contact meetings, low performing schools are paired with successful schools and encouraged to visit them to identify strategies that might be implemented at their schools.

Recommendations

- *The district should train more teachers in the use of the CPT.*
- *The district should update its secondary curriculum guides.*
- *The district should develop specific district procedures for holding teachers accountable for teaching the Sunshine State Standards and benchmarks.*
- *The district should reduce the number of secondary level resource teachers by two and add these resource teachers to the elementary level. This would give elementary programs one resource teacher each for math, language arts/reading, science, physical education/health, social studies, art, and support services. The remaining resource teachers would serve secondary schools in the areas of math, language arts, science, social studies, foreign languages, physical education/health, computer education, and support services. The current elementary media resource teacher's responsibilities can be assumed by the elementary support services resource teacher and assistant principals could assume the in-service resource teacher's duties. The secondary support services resource teacher can assume the current drug prevention and equity resource teachers' responsibilities.*
- *The district should add two additional clerical positions to assist resource teachers so they may make better use of their time assisting schools with curriculum needs.*
- *Implementation Strategy 13-5 provides the steps necessary to implement these recommendations.*

Implementation Strategy 13-5

Recommendation 1:

Strategy	Increase the number of teachers trained in the use of the Electronic Curriculum Training Tool. New teachers should take the training, as part of the <i>Connections</i> training that is already required.
Action Needed	Step 1: The Deputy Superintendent of School Operations, in collaboration with the K-12 Computer Education Resource Teacher should develop a plan designed to implement this recommendation. Step 2: The Deputy Superintendent for School Operations should commence implementation of the plan.
Who Is Responsible	Deputy Superintendent for School Operations and Director of Educational Technology.
Time Frame	Ongoing
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2:

Strategy	Update secondary programs' curriculum guides.
Action Needed	Step 1: All Secondary Curriculum Guides should be updated by using a similar process as does the Department of Elementary Programs. Step 2: Updated guides should be disseminated to schools.
Who Is Responsible	Director of Secondary Education.
Time Frame	Fall 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 3:

Strategy	Develop specific district procedures for holding teachers accountable for teaching the Sunshine State Standards and benchmarks.
Action Needed	Step 1: The Deputy Superintendent of School Operations, in collaboration with K-12 Computer Education Resource Teacher, should develop a plan designed to implement this recommendation. Step 2: The Deputy Superintendent for School Operations should commence implementation of the plan.
Who Is Responsible	Deputy Superintendent for School Operations and Director of Educational Technology.

Time Frame	Ongoing
Fiscal Impact	This can be implemented with existing resources.

Recommendation 4:

Strategy	Eliminate two secondary resource teacher positions and add those two positions to the elementary resource positions so all academic subjects will be covered at the elementary level.
Action Needed	Step 1: The directors of elementary and secondary programs should oversee the reorganization of the resource teachers Step 2: Once agreed upon, the Superintendent's leadership team should review and approve the plan for board adoption. Step 3: The board should adopt the plan. Step 4: The Director of Secondary and Elementary Program should oversee implementation of the reorganization.
Who Is Responsible	Deputy Superintendent of School Operations.
Time Frame	Fall 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 5:

Strategy	Hire two clerical assistants to assist curriculum resource teachers.
Action Needed	Step 1: The Deputy Superintendent should instruct the Departments of Elementary and Secondary Programs to prepare a job description for the resource teachers clerical positions. Step 2: The Deputy Superintendent should recommend the job description to the Superintendent for approval by the board. Step 3: The board should approve the position. Step 4: The Deputy Superintendent of School Operations should secure two persons to fill the positions.
Who Is Responsible	Deputy Superintendent for School Operations.
Time Frame	Fall 1999
Fiscal Impact	This recommendation will cost the district approximately \$34,000; however, the resource teachers will be used more effectively and efficiently.

6 The district uses performance data based on the state’s accountability standards and the Sunshine State Standards to evaluate and improve its educational programs and curriculum.

As evidenced by the district’s analysis of standardized test scores, the use of test data in formulating new curriculum, and the use of the principals’ portfolios, it is evident that the district uses performance data based on the accountability standards and the Sunshine Standards to improve its programs and curriculum. However, the district does not systematically evaluate its educational programs.

Understanding Sunshine State Standards and the Florida Comprehensive Assessment Test

The State of Florida’s Sunshine State Standards were developed in 1996 by teachers, administrators, business leaders, representatives of professional organizations, nationally-known education specialists, and FDOE staff. These Standards were prepared to give parents, students, teachers, and administrators clearly defined principles identifying what students should “know and be able to do” after they complete grades Pre-K-2, 3-5, 13-8 and 9-12th grades.

The Sunshine State Standards are assessed both at the classroom level by the teacher and through statewide tests. The Florida Comprehensive Assessment Test (FCAT) is administered to students in the 4th, 5th, 8th, and 10th grades and requires students to demonstrate mastery of reading, writing, and mathematical skills. This test represents Florida’s shift in monitoring student progress in meeting higher standards.

Testing Data are Analyzed

Each school in Florida must provide assessment and other relevant indicator information to the state for a “Vital Signs” report. The purpose of this report is to provide indicators by which to gauge a school’s progress towards accomplishing the state’s goals. Much of the data that schools submit come from the *School Accountability Reports*. *Vital Signs* summarize information about school achievement, learning environment, and student characteristics. Brevard uses the *School Accountability Reports* to assess the needs of individual schools and to stimulate and develop academic improvement. Since the report contains separate entries for the last two years of data, the schools in Brevard use these data to assist in making changes in curriculum by assessing the improvement or decline in standardized test scores and then adjusting the curriculum accordingly.

Brevard County School District, a standards-driven system, is highly reliant on test results for accountability validation and for making changes in school curriculum. The district’s statewide test results are forwarded to the district’s Office of Accountability, Testing, and Evaluation, which is composed of one director, one resource teacher, and one data management specialist. The Director analyzes the district (as a whole) test results and compares the results with trends over the past three years (compared with national/state/norm). The test results are also compared with benchmark districts. The results are published yearly in a *Testing and Assessment Program—School and District Report*. Also each school contacted during the on-site visits had a notebook which contained not only their school’s standardized test results, but also all of the district’s school results, state, and national results. Test results are used by principals to create leadership portfolios and to present to the School Advisory Council when creating school improvement plans.

Once the annual report is published, the Director of Elementary, the Director of Secondary, the Director of Exceptional Education, and the district resource teachers collaboratively analyze individual schools’ test

scores. They perform an objective analyses of the scores to get indicators on each school’s strengths and weaknesses. This analysis is then studied and approved by the area superintendents and principals. These data are used to determine mastery of the student’s outcomes and to determine student and teacher’s needs.

The District’s Educational Programs are Not Systematically Evaluated

Although the district reviews test data to assess student progress, it does not systematically evaluate its educational programs. The processes and outcomes in all facets of the organization must be monitored and evaluated to ensure the district’s focus is maintained on student learning and achievement. Evaluation is an important function of any school system. To make critical decisions regarding resource management, program continuance, and new initiatives, the board and school system leaders must have easy access to up-to-date, integrated program evaluation and planning information. To be effective, a school system must link the ongoing evaluation of programs and fiscal resources to the school system’s strategic directions.

Exhibit 13-22 provides a list of recent evaluations conducted or contracted out by the district. As seen in the exhibit, only 10 program evaluations were conducted in 1997-98. While the MGT Survey results indicate that the principals and district administrators are generally satisfied with program evaluation, research, and assessment, the teachers who responded to the survey are not. Fifty-three (53) percent of the teachers responding to the survey indicated that the services of program evaluation, research, and assessment need *some improvement* or *major improvement* as opposed to 35 percent indicating those services are *adequate* or *outstanding*. Interviews and site-visits at eleven schools confirmed the teachers’ dissatisfaction with the evaluation services offered by the district. Some schools are compensating by conducting their own action research. For example, at Gemini Elementary School, staff conducted an internal evaluation of their piano keyboard lab. They concluded that their students who had participated in the keyboard lab program for one hour per week for one school year performed approximately 34 percent higher on various assignments and tests measuring spatial-temporal reasoning ability.

As seen in Exhibit 13-22 some of the evaluative services are contracted out with consultants. Survey results and interviews indicate that the district’s demands for researched-based decision-making and ongoing evaluation have escalated. This need is due, at least in part, to more emphasis of the state and district on data-driven decision-making. As schools have increased their focus on monitoring student achievement, school-based staff have required an increased emphasis on program evaluation. Additionally, schools can use evaluation results to determine whether to continue, alter, or abolish particular programs, thereby not using funds to continue programs that are not meeting their intended goals. This need for additional evaluation staff is addressed in Chapter 4.0 of this report.

Exhibit 13-22 Only 10 Educational Program Evaluations Conducted in 1997-98

Project	Evaluated by	Cost
Title I Program Evaluation	Title I Office	--
Title II Program	Grant Office	--
Title VI Program	Grant Office	--
Magnet School Program	Rain & Brehm	\$15,000
Even Start Program	Optimal Performance	\$5,250
Foreign Language Assistant Program	Rain & Brehm	\$8,000
Safe & Drug Free Schools	Rain & Brehm	\$15,000
Full Service Schools	Rain & Brehm	\$10,000
Block Scheduling – Year II Summary	Secondary Programs	--
Integrated Science – Part II	Accountability & Assessment	--

Source: Brevard County School District, Department of Accountability, Testing, and Evaluation, 1999.

Principals' Portfolios Assist in School Accountability of Program Effectiveness

As part of each principal's yearly evaluation, they must turn in and be evaluated by their area superintendent on a school portfolio, which includes all of the items measured in the *School Accountability Plan*. Exhibit 13-23 shows the data that must be submitted in the principal's leadership portfolio. By reviewing a principal's portfolio, which includes data on all operating aspects of a school, an area superintendent has most of the information needed to assess the principal's effectiveness as a school leader. For detailed information on the *School Accountability Plan*, refer to Chapter 4.0.

The District's *School Accountability Plan* Holds Schools Accountable for Education Program Progress

Brevard County School District's *School Accountability Plan* is also used to assess the educational progress of schools. Each year schools are rated on specific performance indicators (i.e. test scores, parent input, needs assessment, clean campus, attendance, etc.) For each indicator, schools receive from one to four points (four being the highest). The school that receives the highest average is given the "Most Distinguished School Award," a special flag, and \$4,000 cash incentive. The school that shows the most progress from the previous year gets a "Most Improved Award," a flag, and \$1,000 case incentive award. The program helps schools stay focused on improvement and any school with any ratings of 1 must address that issue in their school improvement plan. In the Superintendent's State of the School Address, he proposed that the 1999-2000 school accountability plan serve as a basis for a district "accreditation plan." Under this plan, the district would internally accreditate schools.

Exhibit 13-23

School Accountability Plan/Leadership Portfolio Holds Principals Accountable

Data to support the principals' Leadership Portfolio SHALL include the following:

- Florida Writes Scores – 5-year history for grades 4, 8, and 10
- FCAT – 1-year history for grade 4 (reading), grade 5 (mathematics), grade 8 (reading and mathematics), grade 10 (reading and mathematics)
- CTBS TerraNova – 1-year history for grades 3-9 (plus any additional grades tested)
- HSCT – 3-year history for 11th grade
- ACT – 3-year history including scores for graduating seniors only
- SAT – 3-year history for graduating seniors only
- Bright Futures Recipients (number by category) – 1-year history to include Florida Academic Scholars, Gold Seal and Merit recipients
- School Accountability Results Score Sheet (the actual summary document) – three years to include 1995-96, 1996-97 and 1997-98
- School Drop Out Rate – as reported by the state
- Vital Signs
- Audit Documentation – all
 - Internal
 - Cafeteria
 - Property
- Profit/Loss Statement for your cafeteria
- Clean Campus Report (monthly)
- Safety Report (quarterly)

Source: Brevard County School District, 1999.

Recommendation

- *The district should hire two evaluation specialists to meet the growing demands for program evaluation and training. The implementation strategy for this recommendation is provided in Chapter 4.0 (page 4-37).*

Does the District Have Adequate Instructional Technology?

Goal B: The district makes effective and efficient use of instructional technology to meet the needs of students and educational programs.

1 The district has not effectively developed and implemented a master plan specifically designed for instructional technology.

Even though the district has an instructional technology plan, it is embedded in the overall district technology plan and the plan does not include time lines and strategies to ensure that the district meets its instructional goals. The critical elements of a good technology plan are provided in Chapter 3.0 (page 3-37).

The District's Instructional Technology Plan Does Not Include Time Lines and Strategies to Ensure Established Goals are Met

Brevard County School District's instructional technology plan does not clearly delineate instructional technology goals, time lines, and strategies. Interviews and a review of the overall technology plan indicate that the main priorities of the instructional technology plan are:

- staff development -- an increase in developing subject specific/computer related workshops; and
- technology specialists -- The district proposed giving each school 0.38 teaching units to fund a technology specialist for the 1999-2000 school year.

Also, the district is proposing to add one certified technician for every five schools for the 1999-2000 school year. However, the district has not established strategies and timelines to ensure these priorities are met.

Technology Plan Not Tied to District's *Strategic Plan*

The district has a *District Technology Plan and Guide, Fall 1998* which outlines the district's mission statement regarding technology as well as explaining other components of the plan regarding needs assessment, funding, equitable access, user support, staff development, and program evaluation. The technology plan was developed in June 1998 by a task force of teachers and other district personnel who had classroom, media, or administrative experience with technology. The plan was written to meet two objectives:

- to ensure schools meet the requirements of the FDOE for receiving Public School Technology Funds; and
- to provide guidance to schools for implementing and maximizing their use of technology.

The plan was written in three weeks and the committee referred to a variety of resources while writing the plan such as state and federal documents, the Internet, and best practices from other school districts.

The belief statements in the technology plan include:

- *Technology can accelerate, enrich, and deepen the acquisition and use of basic skills.*
- *Technology can be a tool for motivating, encouraging, and engaging students.*
- *Technology can link academics and emerging practices in many professional fields.*
- *Technology can strengthen teaching.*
- *Technology can be a catalyst for change.*

However, there is no evidence that the technology plan is tied to the district's overall strategic plan. The *Strategic Plan* does not mention the use of (or improvement of) instructional technology in the district. The only area in the *Strategic Plan* mentioning technology pertains to being Y2K compliant.

District Does Not Have Process to Ensure Technology Plan is Implemented

District interviews, as well as the lack of any monitoring reports that track the progress of the implementation of the Technology Plan, indicates that there is no process in place to systematically report the progress the district has made on implementing the plan. One of the major reasons the Technology Plan has not systematically been implemented is due to the lack of communication of the plan. The plan was officially approved by the state in March. While the plan is accessible via the district's homepage, few principals have been given a hard copy of the Plan. The district plans to communicate the components of the plan via curriculum contact meetings.

The district does not have a method for gauging and reporting performance related to implementing the individual tasks or processes associated with the plan. Many projects are running concurrently and it is difficult to ascertain the status of each project. Also, the district has not designated a committee to be responsible for monitoring the various technology endeavors of the district as it relates to instructional technology and to ensure that the technology plan is being implemented in an effective, efficient, and equitable manner. A committee, for this purpose, should meet on a monthly basis. The committee should not be too large, but should include teachers, school administrators, school technology specialists, district MIS personnel, and district instructional personnel.

There are numerous responsibilities that this group should assume, including:

- create, review and update the Educational Technology Plan annually;
- assist schools in the development of their Instructional Technology Plans;
- establish recommended lists of instructional courseware;
- monitor the level of technology support available to schools and devise strategies for improving it as necessary;
- assist in the establishment of technology budgets;
- devise a policy governing the acceptance of donated equipment;

- provide advice and guidance on the types and amount of staff development that should be available;
- develop hardware, software, and network standards;
- monitor the equity of technology in schools; and
- offer advice on technology grant applications/proposals.

Recommendation

- *The district should develop a master instructional technology plan and implement strategies for effectively communicating the goals of the plan to all schools and district staff. The plan should include who is responsible for overseeing the implementation of the plan.*
- *Implementation Strategy 13-6 provides the steps necessary to implement this recommendation.*

Implementation Strategy 13-6

Recommendation 1:

Strategy	Develop a master instructional technology plan.
Action Needed	<p>Step 1: The Deputy Superintendent for school operations should establish a Master Instructional Technology Planning committee representing schools & district-level instructional divisions. The committee should include teachers, school administrators, school technology specialists, district MIS personnel, and district instructional personnel. The committee should either work with or be a subcommittee of the MIS Steering Committee recommended in Chapter 12.0 of this report (page 12-81).</p> <p>Step 2: Develop the Master Instructional Technology Plan incorporating school-level instructional technology needs as reflected in school improvement plans. The master plan should be cross-referenced to individual school technology plans.</p> <p>Step 3: The unit responsible for comprehensive or strategic planning should integrate the master instructional plan into the district's overall technology strategic plan.</p> <p>Step 4: The Superintendent's Leadership Team reviews and approves the plan for board adoption.</p> <p>Step 5: The Deputy Superintendent should disseminate the goals of the plan to all schools and central office staff.</p>
Who Is Responsible	Deputy Superintendent for School Operations.
Time Frame	December 1999
Fiscal Impact	This recommendation can be implemented with existing resources.

2 The district expects instructional technology to be available to all students; however, some inequities exist.

The district expects instructional technology to be available to all students; however, there is significant technology inequity among the Brevard schools. Some schools do not have a technology specialist, while others do. Some schools do not have technology plans.

District's Technology Plan Addresses Equity Issue

The district's technology plan provides that: "All teachers and students will be insured equity of access to technology regardless of geographic location or socioeconomic status." To support this goal, the district expects that, by the end of the plan's first year:

- every school shall have a CCTV (Closed Circuit TV) system;
- appropriate assistive/adaptive devices will be available to the exceptional education population in each school;
- every classroom will be attached to the school's local area network and the district's wide area network with Internet access;
- a District Technology Committee consisting of classroom teachers (elementary, secondary, subject area and exceptional education) and the district's Resource Technology contact will be created. This committee will provide direction, coordination, support, and integration of emerging technologies throughout the process of developing and implementing technology policy;
- Management Information Systems will continue to hold monthly support meetings for school technology specialists;
- the District Technology Committee will make recommendations for school purchases of software and other technology-based educational materials and peripheral devices not identified by MIS; and
- donated equipment may be a part of the school technology acquisition plan. Such equipment will meet minimum acceptable specifications. The District Technology Resource Teacher with advice from MIS, the District Technology Committee and other appropriate personnel shall review these specifications each year.

To date, there is no documentation as to the progress being made on the extent to which the district has accomplished these goals.

Technology Inequity Common in the District Due to Some Schools Aggressively Seeking Grant Funds

The national ratio of students per computer is one computer to every 13-18 students; Brevard has one computer per five students; however, according to the K-12 Computer Education Resource Teacher, when "calculating the up-to-date equipment, we show an average of 17 students per computer." The definition for "up-to-date" was not provided. The schools have a variety of types of computers including MacIntosh, Dell, Compaq, and IBM.

Although the district has an overall ratio of one computer per five students, data show that the numbers vary greatly from school to school. The district allocates each school a dollar amount dependent upon the schools' technology plan submitted and schools are required to spend the money during the school year; carry-over is not permitted to the next year. A review of an inventory of hardware located at each of the schools indicates that there is a variety of hardware being used in the schools and numbers of computers vary from 55 computers at Sea Park Elementary (a ratio of one computer for every 9.3 students) to 484 computers at Palm Bay High School (a ratio of one computer for every 4.9 students). The reason for such varying numbers is that some schools aggressively seek and receive grant funds to assist in purchasing additional computers.

When questioned about the disparity in numbers, the district replied that schools writing their own individual grants acquired many of the computers. A list of grant recipients was not readily available. There is no assigned district personnel with the overall responsibility to ensure that the schools' technology funds are being well spent. The instructional technology committee mentioned previously could serve this function.

No Unification of School Technology Plans

A review of 16 school technology plans indicates that the plans generally consist of priorities stated in order to receive state technology funding. Some of the plans were specific, including instructional goals, strategies, activities, materials, cost estimates, responsible parties, and timelines, while others only listed the amount of training provided in staff development as it relates to computers. The Technology Plan is not required to be a part of the school improvement plan; however, some schools have included it. Schools must submit technology priorities in order to receive the state funding, but the priorities' plans are not an overall strategic plan for instructional technology.

Schools submit their plans to the K-12 Computer Education Resource Teacher for review. This resource teacher guides the schools and provides feedback, however, each school is responsible for overseeing the implementation of their technology plans.

Sixteen Schools Do Not Have a Technology Specialist

Whether or not a school has a technology specialist assigned to assist teachers and faculty with technology needs is a site-based decision. All but 16 of the district's 97 schools have either a full or part-time technology specialist. If a school does not have a specialist, the media specialist serves to assist technology needs. Beginning in 1999-2000, the district plans to allocate resources to each school to assist in the cost of hiring a technology specialist. Schools can then choose to keep the specialist as part-time or fund the remainder for a full-time specialist. One of the most important factors that determine how effectively teachers employ technology is the support available to them. The minimal allocation of a part-time technology specialist in every school is the most effective way to provide this support.

Instructional technology is not solely limited to the use of computers. According to an interview with the district media specialist who has regular contact with librarians and teachers, there is a need for teachers to have training in the use of distance learning and other forms of electronic media. Site visits at two district schools assisted in confirming the need for teachers to more effectively select and integrate the use of videos in their classrooms.

Recommendation

- *The district should require schools to develop a comprehensive technology plan and integrate it as an integral part of their school improvement plan as required by law.*
- *Implementation Strategy 13-7 provides the steps necessary to implement this recommendation.*

Implementation Strategy 13-7

Recommendation 1:

Strategy	The district should require schools to write a comprehensive technology plan as an integral part of their school improvement plan.
Action Needed	Step 1: The district should have set criteria for schools to write and submit a technology plan as an integral part of their school improvement plan. Step 2: School should submit plans yearly as part of the school improvement plan review process.
Who Is Responsible	The Deputy Superintendent for School Operations.
Time Frame	Spring 2000
Fiscal Impact	This can be implemented with existing resources.

3 Although the district expects the use of instructional technology to increase the efficiency and effectiveness of the delivery of curriculum, the district needs to take steps to facilitate the ability of teachers to integrate technology and curriculum.

The district expects the use of instructional technology to increase the efficiency and effectiveness of the delivery of curriculum. However, the district does not have a plan for integrating technology into the curriculum nor does it have a plan for providing ongoing instructional technology training to teachers.

The District Does Not Have Plan for Integrating Technology and Curriculum

Although the overall district's Technology Plan states that the district's long term goals include technology acquisition, staff development, and curriculum integration, it is unclear how to integrate technology and instruction. Below is an example of instructional technology goals that are embedded in the overall technology plan:

- *Place a district funded service unit technology specialist in each school.*
- *Implement a rubric to assess staff technology competencies. This can be used to plan district or building in-services.*

- *Develop a strategy to review, upgrade, and add district in-service components for new and existing technology.*
- *Allocate no less than 10 percent of technology funds to the schools for staff development to include salaries and materials (ongoing).*
- *Include a technology specialist as a member of the Professional Development Council (ongoing).*
- *Increase individual building training for technology and curriculum integration (ongoing).*
- *Provide training to prepare technology specialists for network, hardware, and software transitions (ongoing).*
- *Provide copyright law training to school technology specialist or technology designee (ongoing).*

The Technology Committee developed a set of surveys, which should be sent out to teachers in early May 1999 for the purpose of assessing technology needs. These surveys are supposed to be reviewed by the district's technology committee to make decisions on program planning for the 1999-2000 school year.

The Integration of Instructional Technology With Curriculum Depends on a School Principal's Priorities

As a result of site-based management, the hardware and software selected and purchased for schools is decided at each individual school. The district requires schools to have a technology committee as part of their school advisory council and recommends that schools purchase hardware and software that supports identified benchmarks. The district offers training for the schools in how to integrate technology in all subject areas, how to use technology for classroom management, and general teacher proficiency courses.

MIS recently selected a technology sub-committee to ensure up-to-date computers are on the desk of every administrator, teacher, and support personnel. Additionally, the goal of this committee is to provide technical support for those computers. This sub-committee consists of three principals, an MIS representative, an ESE representative, an applied technology resource teacher, an instructional technology resource teacher, and three school-level technology specialists. However, as mentioned previously, there is no committee specifically assigned to oversee instructional technology use in the schools.

School's Use of Project CHILD Suggests Integrating Technology and Curriculum Can Be Effective

One of the schools visited shows indicators that the integration of technology and curriculum can be effective. Although evidence is limited, Oak Park Elementary's use of integrating technology and curriculum shows that the integration of the two can be effective. According to the school's principal, Oak Park Elementary has made significant improvements in standardized test scores, as well as fewer discipline referrals as a result of implementing Project CHILD, an innovative computer-integrated instructional program for elementary schools. Also according to the principal, the total number of primary students from the previous school year sent to the office on discipline referrals was 32. Project CHILD sent a total of four out of the 67 students in the program to the office with referrals. She reports this is an improvement from last year. Interviews with teachers confirmed these data; fewer discipline problems have been encountered since the initiation of this program.

Oak Park Elementary has fulfilled the criteria to be chosen as a national demonstration site for the Project CHILD program. The school began implementing the program in 1994-96. The school is 20 percent minority and 36 percent free and reduced lunch.

Project CHILD is an instructional model for grades K-5 that utilizes classroom computers along with hands-on learning stations. Project CHILD is organized around a triad “cluster” design where teams of three teachers work with students across three grade levels for three years. Each teacher specializes in one of three focus areas – reading, writing/language arts, or mathematics. Each project CHILD classroom contains a computer station with at least three computers, a textbook station for written work, and several exploration stations for hands-on work. There is also a teacher station where teachers can work with individual students as well as small groups.

Three teachers form cross-grade clusters (K-2 or 3-5), with each teacher in the cluster focusing on one of the basic subject areas – reading, writing, or mathematics. Children spend one hour a day in each of the cluster classrooms. The rest of the day they are with one of the teachers whose classroom also serves as their home base.

By focusing on one subject area and working with children for three years, Project CHILD teachers are able to integrate effective software in their area of expertise and allow children to move at their own pace. Project CHILD materials include planning guides with detailed correlations for a wide variety of instructional software in Windows, Macintosh, DOS, and Apple II formats.

Through the team approach, children have access to computers every day in one subject or the other. And the learning station approach, along with a structured classroom management system, enables equitable access to computers for all students.

The Project CHILD learning activities are in alignment with the state and Brevard local standards and fully correlated with the Sunshine State Standards.

The District Does Not Have a Plan to Provide Ongoing Instructional Technology Training

The district needs to ensure that it makes instructional technology training readily available to teachers. Training in the use of technology is one of the most critical factors that determine whether technology is used effectively. Teachers must be comfortable using technology and they must know much more than merely how to operate the equipment. They must know how to integrate it effectively into their teaching. Studies indicate that it may take three, four, or even up to five years for a teacher to acquire the level of expertise desired. The instructional technology resource teacher, supported by the Office of Staff Development, should not only have a list of training available, but should play an integral part in conducting a needs’ assessment, evaluating the assessment, and organizing the appropriate training based on the needs of the teachers and administrators.

Training must also be ongoing. Teachers need to continuously have an opportunity to expand their instructional technology skills and they need opportunities to interact with other teachers so that they may share new strategies and techniques. Access to electronic mail has proven to be a very valuable way for teachers to share ideas on classroom uses of technology.

Wide Area Network—All But One School is Linked

Instructional technology is evolving in such a manner that networks are playing an ever-increasing role. Only a few years ago, for example, there was very little interest in the Internet. Today, schools everywhere are aggressively seeking to obtain access to this powerful resource. Thus, if instructional technology is to flourish, there must not only be strong attention paid to the technical aspects of implementing the networks, but there must be careful consideration given to the specific requirements schools have for making successful instructional use of those networks.

All but one school (Saturn) is linked to the wide area network (WAN) and all schools have a local area network (LAN). Subsequent to the on-site visit, Saturn was connected to the LAN. The district was in the process of connecting Saturn at the time of the site-visits. School media centers have access to the use of Internet and classes are generally scheduled to use the computer laboratories at specified times of the day. Overall, the district has established a ratio of schools connected to the WAN and LAN that effectively allows the majority of the district's schools to access Internet and communicate electronically intradistrict as well as communicate with users that are outside the district.

Recommendation

- *The district should create an instructional technology committee to oversee schools' technology plans and ensure that on-going instructional technology training is readily available to teachers. This committee should be formed as a sub-committee of the MIS Steering Committee recommended in Chapter 12.0 of this report.*
- *Implementation Strategy 13-8 provides the steps necessary to implement this recommendation.*

Implementation Strategy 13-8

Recommendation 1:

Strategy	Once the instructional technology plan is in place, an instructional technology committee and staff development must be empowered to ensure adequate technology training is offered, review schools' technology plans for equity, quality, and ensure the requests fulfill a set of hardware and software criteria.
Action Needed	Step 1: A designated instructional technology committee should review the schools' technology plans to ensure equity, quality, and to ensure that any hardware or software purchased fulfill a set of district-approved criteria.
Who Is Responsible	The Deputy Superintendent of School Operations.
Time Frame	Fall 1999
Fiscal Impact	This can be implemented with existing resources.

Is the District Offering Effective and Efficient Support Services?

Goal C: The district has effective and efficient support services that meet the needs of its students and its educational programs.

1 The district has not developed and implemented a comprehensive plan to provide support services that meet the needs of the students and the educational programs offered.

The district has not developed and implemented a comprehensive plan to provide support services that meet the needs of the students and the educational programs offered. Student Support Services should be provided in a district in addition to curriculum and instructional services to students, families, and staff to support all areas of child development that will enhance student success in school. The objective of student services is to provide support outside the classroom, which will assist the student in overcoming problems that could interfere with his/her academic success and broaden their educational experience. This includes guidance and counseling services, health services, and psychological services.

The District's Plan and Implementation of Support Services is Fragmented

The district has a plan titled, *1997-98 Student Services and Procedures Plan* which includes a detailed description of services and procedures related to attendance, health, student records, home education, child abuse and foreign students. However, the plan (or student services manual as it is often referred to) does not include a mission statement; goals, measurable, objectives, time lines; evaluation component; specifics on goals and services related to social workers and psychologists; or a listing of services and who oversees each of those services.

It is important that the school district have a well-developed student services plan as well as updated policies, which are being implemented, in the district. Periodic evaluations should be conducted to ensure progress is being made as it relates to the goals, objectives, and time lines of the plan.

In addition, the delivery of support services is fragmented. According to interviews and a review of job descriptions, the social worker services are under the Director of Exceptional Student Education although the organizational chart says they are under area superintendents. Guidance services are performed by two support services' resource teachers (one for elementary and one for secondary) and they report to the elementary and secondary directors respectively. The psychological services report to the area superintendents and the Director of Exceptional Student Education Services conducts the district coordination. Health services are overseen by the Director of Student Services, the Director of Exceptional Student Education, and the Health Department, and media services are overseen by the K-12 Media Resource Teacher who reports to the Director of Elementary Programs.

Survey results indicate that administrators, principals, and teachers are generally satisfied with the student services provided. However, interviews with district-level and school-level personnel indicate concerns with the lack of coordination of student services. When asked about which district personnel a principal would call if they were having problems with nurses on campus or a media-related issue, a variety of names surfaced. Because the various support services are dispersed across several departments and divisions, there is a lack of consistency in the delivery of services and a lack of clear communication within the district of who is overseeing each of the support services.

Guidance Curriculum Needs to be Updated

The district's guidance curriculum is organized by grade level and is based on the four domains, goals, and student competencies defined in the Brevard County's Guidance Plan. The curriculum is based on the needs of the individual schools. The curriculum is designed to serve all students and is implemented either in the classroom, in-groups of 15 or more, on one-on-one with a student. Time spent in the classroom is documented as curriculum guidance and time spent with individual students is documented as counseling, education or career planning. Teachers, occupational specialists, community professionals, parents, volunteers, or counselors may teach the curriculum. The guidance curriculum has specified goals, domains, and related competencies for each grade level; however, they have not been updated since 1996 and do not align closely with the Sunshine State Standards.

An example of an exemplary guidance curriculum can be found in Volusia County School District where the district has an overall guidance plan, specific goals, measurable objectives, time lines and aligned with the Sunshine State Standards. While the Sunshine State Standards are mostly focused on academic performance, it is important to realize that academic performance is determined on developmental factors.

Recommendations

- *The district should develop a comprehensive student services plan.*
- *The district should update the student services plan to include policies and procedures.*
- *The district should update the guidance curriculum guide.*
- *Implementation Strategy 13-9 provides the steps necessary to implement these recommendations.*

Implementation Strategy 13-9

Recommendation 1:

Strategy	The Department of Student Services should establish a comprehensive student services plan with clearly defined program goals, objectives, time lines, and strategies for accomplishing the goals. The plan should clarify for all district employees, parents, and students what services are available, how to obtain the services, and which Department (or district employee) oversees the service.
Action Needed	<p>Step 1: The Deputy Superintendent of School Operations and the Director of Student Services should initiate and organize a retreat/meeting for the purpose of defining student services, goals, objectives, time lines, and strategies.</p> <p>Step 2: Once the plan has been developed and agreed upon, the Superintendent's leadership team should review and approve the plan for board adoption.</p> <p>Step 3: The board should adopt the plan.</p> <p>Step 4: The Director of Student Services should oversee implementation of the plan.</p>

Who Is Responsible	The Deputy Superintendent for School Operations.
Time Frame	Fall 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2:

Strategy	The Department of Student Services should update the Student Services and Procedures Plan (or Student Services Manual).
Action Needed	Step 1: As a result of the implementation of Recommendation 1, the Department of Student Services should review and update the student services manual.
Who Is Responsible	Director of Student Services.
Time Frame	January 2000
Fiscal Impact	This can be implemented with existing resources.

Recommendation 3:

Strategy	Update the guidance curriculum.
Action Needed	Step 1: The two guidance district-level resource teachers should establish a team to update the guidance curriculum guides and ensure the guides are in alignment with the Sunshine State Standards. Step 2: The Director of Student Services should approve the guides. Step 3: The revised guides should be published and disseminated to teachers.
Who Is Responsible	The Guidance Resource Teacher.
Time Frame	Fall 2000
Fiscal Impact	This can be implemented with existing resources.

2 The district has adequate staffing in the areas of health, guidance, and media services; however, there exists inadequate staffing in the number of behavior analyst and social worker services.

Student services provide the programs, activities, and services to students that enhance their academic and social success. School counselors, school psychologists, social workers, nurses, and behavior specialists provide the necessary knowledge, skills, and abilities to remove roadblocks to learning and assist the classroom teacher, parents, and community agencies in providing a positive learning environment for students. The district has adequate staffing in the areas of health, guidance, and media services; however, there exists inadequate staffing in the number of behavior analyst services and social workers.

District Shows Inadequacy in Behavior Analysts' Services

The district currently has only two behavior analysts that service all of the schools in the district, a ratio of one behavior analyst for 33,938 students. When additional behavior analysts' services are needed the district contracts with a company called Behavioral Services. However, the district has two vacant positions for behavior analysts. One area superintendent indicated that she was in the process of hiring, as of June 1999, for the vacant behavior analyst position under her supervision. Filling the two vacant positions would double the number of behavior analysts the district currently has.

Staffing Patterns of Student Services are Adequate With the Exception of Social Workers

As previously seen in Exhibits 13-2 and 13-3, the Department of Student Services consists of three audio screening specialists and one director. According to the Director, the organizational chart is incorrect and one of the three audio screening specialists is a vision-screening specialist. The two support services' resource teachers who are responsible for overseeing the guidance services and infusion of career education in the district do not report to the Director of Student Services, but rather one reports to the Director of Elementary Programs and one reports to the Director of Secondary Programs.

As previously seen in Exhibit 13-3, the district's psychologists and social workers are divided among the district's four areas. Interviews with district and school-level staff, as well as principal focus group feedback, indicate there is a need for additional social workers in the district. State ratios confirm this need. According to state-verified data, Brevard has seven social workers (a ratio of 1: 8,485). The social workers are federally funded and primarily work with ESE students or students who have been referred to a Child Study team for testing. The social workers also assist schools with information related to referral services such as receiving food stamps and provide crisis/emergency services on an as-needed basis. Exhibit 13-24 shows the ratio of social workers to students in Brevard and its peers. Brevard has the second to highest ratio of students to social workers when compared to peer districts.

Exhibit 13-24

Brevard County's Ratio of Social Workers to Students is Second Highest of Peers

School District	Social Workers to Students
Brevard	1:8,485
Lee	1:2,424
Orange	1:2,976
Polk	1:10,927
Seminole	1:3,348
Volusia	1:1,647

Source: Florida Department of Education, 1999.

Guidance Counselor Staffing is Comparable to Peers

The district has established the following guidelines for providing guidance counselors to its schools:

- Elementary
 - for each 750 students there are 1.5 guidance counselors;
 - for each 1,000 students there are 2.0 guidance counselors;
- Secondary
 - for up to 637 students there is 1.0 guidance counselor;
 - for 638-1,062 students there are 2.0 counselors;
 - for 1,063-1,487 students there are 3.0 counselors;
 - for 1,488-1,912 students there are 4.0 counselors;
 - for 1,913-2,337 students there are 5.0 counselors; and
 - for more than 2,338 students there are 6.0 counselors.

Exhibit 13-25 shows the average ratios of guidance counselors to students for Brevard County and the five peer districts. As seen, Brevard’s ratio is comparable to most of its peer districts.

Exhibit 13-25

Brevard County’s Ratio of Guidance Counselors to Students is in Alignment With Peer Districts

School District	Guidance to Students
Brevard	1:481
Lee	1:417
Orange	1:462
Polk	1:453
Seminole	1:491
Volusia	1:378

Source: Florida Department of Education, 1999.

Health Services Provided in Various Ways

There are three levels of health care providers in the Brevard County schools and site-based decision-making determines the level of services rendered at the schools. Health technicians (funded by the district for K-8th grade schools), LPNs (funded by the schools) and RN’s (funded by the schools). Six elementary schools, three middle schools, and two high schools have an LPN and two high schools have an RN. One school (Melbourne High) does not have any health service provider— school staff provide the health services.¹² The rest of the high schools have a health technician paid for by the schools. All of the health care providers are employees of the Health Department and the district reimburses the Health Department for those services.

Some medical services are provided through grants such as the School Health Improvement Project at Saturn Elementary, Clearlake Middle, and Cocoa High School. The grant has been in existence for five years and is renewed annually.

¹² This is legal – staff has had appropriate training in administering medication from the Department of Health.

The district uses the monthly reports from the health technicians, LPNs and RN's to review services adequacies and inadequacies. Each school determines the adequacy of the services and adjusts according to health needs. The district collaborates with the Circle of Care to provide mental health services to students and families. According to an on-site review of the survey results and interviews, the health services are satisfactory in schools.

Effectiveness and Efficiency of Media Services Difficult to Determine

The district funds one media specialist per 1,000 students for each school; however, schools may choose not to have a media specialist and opt for a media clerk or a technology specialist. Staffing media services is a site-based decision.

An inventory of the number of televisions, video recorders, and video cameras in school media centers was not readily available at the district-level; consultants were advised to contact each school's media center for a total. All of the district's media centers have an electronic circulation system and the district is currently in the process of installing electronic catalogue systems in each school. A copy of circulation statistics and a copy of each school's book inventory were unavailable to determine the media centers' adequacy and student usage.

Last year, the district closed the district-level film library and dispersed all of the films to schools requesting certain films. Some schools report they were unaware the films were available to them and it is reported that the remainder of the unclaimed films was given to the Osceola County School District. As mentioned in the instructional technology portion of this report, there exists some misuse of videotapes used for instructional purposes in the district. Some interviewees stated that the lack of a district film library has forced them to rent videos for instructional purposes; others stated that with access to the Internet and the most recent information, the films are not missed because they were outdated.

Recommendations

- *The district should create district database(s) of media equipment housed at schools, circulation statistics, and book inventories in order to make data-driven decisions related to the effectiveness and efficiency of media services.*
- *The district should establish a committee to review the need for additional personnel to handle social work responsibilities since the majority of services now provided are limited to only a certain population of students.*
- *Implementation Strategy 13-10 provides the steps necessary to implement these recommendations.*

Implementation Strategy 13-10

Recommendation 1:

Strategy	Create a database, which contains circulation statistics, book inventories, and list of media equipment for each of the district's schools.
Action Needed	Step 1: Management Information Services, in conjunction with the K-12 Media Resource Teacher should establish the database.

	Step 2: The databases should be reviewed periodically and program decisions should be based on the data produced.
Who Is Responsible	Management Information Services, K-12 Media Resource Teacher.
Time Frame	Spring 2000
Fiscal Impact	This can be implemented with existing resources.

Recommendation 3:

Strategy	Establish a committee to review the need for additional personnel to handle social work responsibilities.
Action Needed	Step 1: The Deputy Superintendent for School Operations should establish a committee representing both schools and district-level student support personnel for the purpose of reviewing the need to add additional personnel to handle social work responsibilities. Step 2: The committee should develop recommendations to be presented to the Superintendent's Leadership Team. Step 3: The Superintendent's Leadership Team should review and approve the recommendations for Board adoption.
Who is Responsible:	Deputy Superintendent for School Operations.
Time Frame	Fall 1999
Fiscal Impact:	This recommendation can be accomplished through existing resources; actual cost would be determined by the committee's recommendations.

3 The district has not formally evaluated the effectiveness of its delivery of guidance, psychological, social, health, and media services.

According to data reviewed from the Department of Accountability, Testing, and Evaluation, several district-level and school-level interviews, and a review of evaluation documents, there have not been any evaluations conducted on the effectiveness of the delivery of guidance, psychological, social, health, and media services in the district. Determination of the effectiveness of the services is generally a site-based activity and is addressed accordingly in the schools' school improvement plan.

As previously seen in Exhibit 13-19, Brevard County has the highest number of students referred to dropout prevention and the highest number of expulsions when compared to peer districts. This high number of students requiring special services serves to illustrate that a systematic evaluation of the student support services (guidance, psychological, social, and health) provided by the district may be needed to assess the effectiveness of the delivery of these services.

Recommendation

- *The district should create a plan for systematically evaluating the effectiveness of its delivery of guidance, psychological, social, health, and media services.*
- *Implementation Strategy 13-11 provides the steps necessary to implement this recommendation.*

Implementation Strategy 13-11

Recommendation 1:

Strategy	Create a plan for systematically evaluating the effectiveness of its delivery of guidance, psychological, social, health, and media services.
Action Needed	<p>Step 1: The Director of Accountability, Testing, and Evaluation, in conjunction with the Director of Student Services and the Director of Exceptional Student Education, should oversee the creation and implementation of a systematic plan for evaluating the delivery of the guidance, psychological, social, health, and media services.</p> <p>Step 2: The plan should be forwarded to the Superintendent's Leadership Team for review and approval.</p> <p>Step 3: The plan, as approved, should be incorporated into the district's Strategic Planning document for board approval.</p> <p>Step 4: The plan should be implemented.</p>
Who Is Responsible	Director of Accountability, Testing and Evaluation.
Time Frame	Spring 2000
Fiscal Impact	This can be implemented with existing resources if done within the district's Evaluation Department. If contracted out, an RFP would determine the cost for such an evaluation.

14

Community Involvement

The district's Office of Communications has become increasingly effective during the past several years.

Note: Community Involvement is one of three areas in the Brevard review for which the State of Florida has not developed best financial management practices. Accordingly, the review of this area was conducted in accordance with MGT management review audit guidelines.

Conclusion

The Office of Communications has numerous methods in place for communicating with parents and the general public, has a positive relationship with the business community, has an active volunteer program complete with adequate background checks, and has procedures in place for receiving community and parental input. Overall, MGT found that:

- The district does not have an organizational structure with clearly defined units and lines of authority. (page 14-7)
- The number of personnel supporting the district's community relations' function could be adjusted for greater efficiency. (page 14-11)
- The district has numerous methods in place for communicating to parents and the general public. (page 14-14)
- The district has a positive relationship with the business community. (page 14-19)
- The district has an active volunteer program with an adequate background checking process for volunteers and mentors. (page 14-26)
- The district's mentor program is expanding. (page 14-34)
- The Brevard School Foundation is becoming a more effective resource. (page 14-36)
- The district has procedures in place to receive community and parental input. (page 14-39)
- The district's print shop operation cannot demonstrate whether it is cost effective for the district. (page 14-46)

Fiscal Impact of Recommendations

As Exhibit 14-1 shows, the fiscal impact of implementing the recommendations in this chapter would be approximately \$100,000 in one-time costs and \$2,000 in annual costs. The savings to the district would be \$26,000 annually, for a net cost in 1999-2000 of \$72,000, with subsequent annual savings of \$24,000 per year.

Exhibit 14-1

Implementing the Recommendations for Community Involvement Would Primarily Be a One-Time Cost Investment of \$100,000

Recommendation	Fiscal Impact
Recommendations related to organizational improvements: <ul style="list-style-type: none"> • design a formal internal organizational chart; • develop a mission statement and strategic plan; • eliminate one switchboard operator position; • develop and implement a communications plan; and • measure satisfaction with individual publications. 	Elimination of one switchboard operator would save \$26,000 in salary and benefits per year.
Pay all fingerprinting costs for registered volunteers.	Approximately \$2,000 per year beyond what the district already allocates for volunteer fingerprinting.
Improve communications with the public by: <ul style="list-style-type: none"> • creating an electronic suggestion box on the district web page; • purchasing necessary equipment to televise its School Board meetings; • more extensively publishing the results of the annual district stakeholder survey; and • creating e-mail addresses for the Superintendent and board members. 	Purchasing television equipment will cost approximately \$100,000. This would be a one-time cost to the district.

Source: MGT.

Background

The Office of Communications is responsible for three separate, though related, functions. The division is responsible for coordinating district communication with employees, parents, and the community, coordinating the district's various community involvement programs, and operating the district's print shop. Exhibit 14-2 displays the organizational chart for the personnel responsible for carrying out these functions.

The division has two professional staff members – the Director of Communications and the Brevard Schools Foundation/Community Development Director. The goals of the Director of Communications are to:

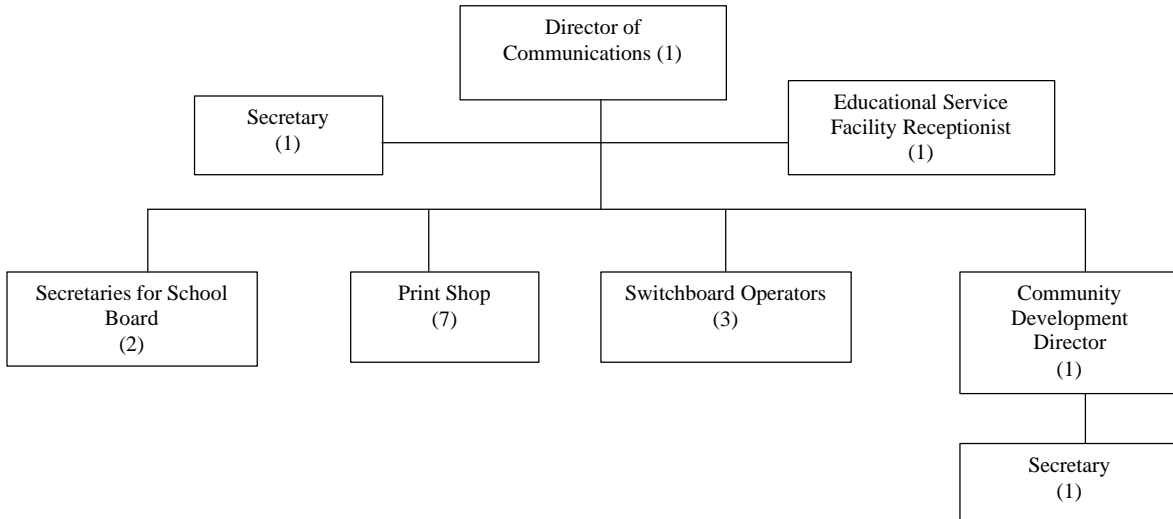
- plan, develop, and implement a broad scope public information program to effectively serve local citizens and other interested individuals, organizations, and institutions with accurate, timely, and complete information concerning the Brevard County Public Schools;

- provide cost effective and quality printing service for the schools, offices and department of the district in an efficient manner;
- provide effective legislative, governmental, and business relations/liaison for the district;
- provide direct support to board members and the required functions of the board to include effective maintenance of its rules, policies, and records;
- plan and manage physical requirements for effective board meetings, public hearings ,and related events;
- provide effective support for the Brevard Schools Foundation; and
- develop effective relationships with all media to include the local press and radio/TV organizations and agencies.

The primary responsibilities of the Brevard Schools Foundation/Community Development Director are the district's volunteer program, the Brevard Schools Foundation, and the business partnership program. According to her job description, the goal of the Development Director is to: "plan develop and implement strategies to increase business partnerships for Brevard Public Schools, support for the Compact Mentor Program, and revenues for the Brevard Schools Foundation."

Exhibit 14-2

Organizational Chart for the Communications/Community Involvement Office



Source: Created by MGT based on information provided by the Office of Communications.

Communications Functions

The Office of Communications is responsible for coordinating district communications with employees, parents, and the community at large. Primary responsibility for this function belongs to the Director of Communications, who is the main spokesman for the district. In addition to his spokesman duties, the Director is responsible for coordination of media relations, the development of various informational publications, content of the district's website, general public relations, and answering queries from the media, parents, employees, and the public.

The reception staff of the Educational Services Facility (ESF), the district's central office, is also assigned to the Office of Communications. This includes the three switchboard operators, who manage all non-automated calls to the district office, the ESF receptionist, who receives all visitors to the district office, and the school board secretaries, who assist board members and receive constituents on behalf of board members.

Community Involvement Functions

The Office of Communications is responsible for administering various community involvement programs. These include:

- Brevard Schools Foundation – a non-profit organization which supports the educational process through student scholarships and other activities;
- Brevard Public Schools Volunteer Program (Apple Corps) – the program through which the district's thousands of volunteers provide time and resources in support of school activities;
- Brevard Public Schools Mentor Program – another volunteer program in which adults are paired with at-risk students in order to help the students make positive changes in their lives; and
- Brevard Public Schools Business Partnership Program – the program through which the area's businesses provide time and resources in support of school activities.

The community involvement component is also involved, to a limited degree, with the district's School Advisory Councils. The bulk of the responsibility for managing the day-to-day operations of these programs falls upon the Development Director.

Print Shop Functions

The Office of Communications is responsible for operation of the district's print shop operation. The print shop has expenditures of over \$500,000 per year and handles printing and copying jobs for all departments and schools within the district. Although most printing and copying jobs are performed by the print shop, some larger jobs are sent to private printing companies. In addition, some schools send smaller jobs to private printing companies in order to achieve quicker turn-around. The print shop has been operating without a manager for the past five years.

The Office of Communications has achieved a number of notable things in the past two years, as Exhibit 14-3 outlines.

Exhibit 14-3

The Office of Communications Has Had Several Notable Accomplishments in the Past Three Years

-
- The Take Stock in Children Mentoring Program has increased from about 10 to 50 students in the last three years.
 - The Community Involvement Office has made significant strides in its efforts to quantify the results of its programs.
 - The Brevard School Foundation raised more than \$1,000,000 in donations in 1997-98 – the first year it has ever done so.
-

Source: Brevard County School District.

Perceptions of District's Community Involvement Vary

MGT surveyed all central office administrators, all principals, all assistant principals/deans, and one-fourth of the district's teachers. The response rates for each group were 82 percent (administrators, 27 of 33 responded), 63 percent (principals/assistant principals, 105 of 167 responded), and 40 percent (teachers, 506 of 1,279 responded)¹.

Several questions on MGT's survey addressed community relations issues. Based on MGT's survey results, the following conclusions can be drawn:

- Administrators and principals generally perceive that the community cares about education, in contrast to teachers. Less than half (45%) of Brevard teachers *agree* or *strongly agree* with the statement "This community really cares about its children's education." In contrast, over three-fourths of principals (76%) and administrators (78%) *agree* or *strongly agree* with the statement.
- Of the three staff groups, principals most strongly believe that parents are active in school decision-making. When presented with the statement "Parents play an active role in decision making in my school," the only staff group that was in majority agreement was the principals (71% *agree* or *strongly agree*); less than half of the administrators (46%) and teachers (44 %) *agree* or *strongly agree* with the statement.
- Administrators and principals generally perceive that district parents are satisfied with their children's education, in contrast to teachers. When presented with the statement, "Parents in this district are satisfied with the education their children are receiving," a majority of administrators (78%) and principals (79%) *agree* or *strongly agree* with the statement, while a minority of teachers (49%) do.
- The three staff groups have different perception on whether parents really know what is going on in the district schools. Administrators are the most likely to *disagree* or *strongly disagree* with the statement, "Most parents really don't seem to know what goes on in our schools." Two-thirds (67%) of administrators *disagree* or *strongly disagree* with the statement. Principals are somewhat divided on this issue. More principals *disagree* or *strongly disagree* (44%) than *agree* or *strongly agree* (40%).

¹ Although the response rate of the teachers was less than a majority, and therefore not truly representative of the sample, teacher responses have been included because they do provide information on the attitudes of a portion of that population.

Teachers are strongly in agreement with the statement. Two-thirds (66%) of the teachers either *agree* or *strongly agree* that parents do not know what goes on in district schools.

Also on MGT's survey, administrators, principals, and teachers were asked to rate various areas of district community involvement as *excellent*, *good*, *fair* or *poor*. Pertinent results included:

- All three staff groups believe that parent participation is poor. When asked to assess parent participation in school activities and organizations, only 44 percent of administrators, 39 percent of principals, and 22 percent of teachers rated it as *good* or *excellent*.
- District personnel are mostly satisfied with the performance of teachers in communicating with parents. A majority of each surveyed group, 67 percent of administrators, 70 percent of principals, and 79 percent of teachers, rate the teachers' performance in this area as either *good* or *excellent*.
- Administrators and principals are far more likely to positively rate the district's handling of relations with various groups than are teachers. When asked to assess "how well relations are maintained with various groups in the community," most administrators (82%) and principals (80%) rate relations as either *good* or *excellent*. However, only 47 percent of teachers have the same assessment. Similar patterns are found when the three groups are asked to rate overall community relations. A substantial majority of administrators (89%) and principals (76%) rate community relations as *adequate* or *outstanding*. However, only 43 percent of teachers agree.

MGT has used similar survey questions in school district reviews across the country. Thus, the responses in Brevard can be compared to the responses provided by administrators and teachers in dozens of other school districts. MGT found that, regarding community involvement:

- The combined group of all Brevard administrators (both central office and school-based) was generally more positive regarding district community relations than were administrators in other districts. Brevard administrators rated community relations highly – 79 percent rated it as *adequate* or *outstanding*. In contrast, only 51 percent of administrators in other districts did the same. When asked to rate "how well relations are maintained with various groups in the community," 80 percent of Brevard administrators rated it as *good* or *excellent*. In contrast, only 59 percent of administrators in other districts did the same.
- Brevard teacher responses were generally in line with teacher responses in other districts. The only community-related question on which Brevard teacher responses differed by more than a few percentage points from other district teachers was on the statement, "This community really cares about its childrens' education." Only 45 percent of Brevard teachers *agreed* or *strongly agreed* with this statement. In contrast, 52 percent of teachers in other districts *agreed* or *strongly agreed*.

The Brevard County School District also conducts an annual survey of all parents. In addition to other areas, this survey inquires about the perceived effectiveness of the district's community involvement efforts. In 1997-98, approximately 24,000 parents returned surveys (approximately one-third of all district parents), which asked them to rank 21 items on a scale of one to four (with four being the highest). Results for all items are shown in Exhibit 14-19. Survey results related to community involvement show the following:

- Parents are generally satisfied with the quality of the district's printed communications (bulletins, newsletters, teacher notes, etc.). On a scale of one to four (with four being the highest), the mean score for this item in 1997-98 was of 3.18. This was the highest rating of all 21 items on the survey.
- Parents are also satisfied with the effort made to keep them informed about their children's progress. The mean score for this item in 1997-98 was 3.12, the third highest score of the 21 items.
- When asked to rate the willingness of school officials to listen to their concerns, parents rated the district's schools highly. The mean score for this item was 3.06 in 1997-98, the fourth highest score of the 21 items.
- Parents are less impressed with the involvement of other parents in school affairs and the effectiveness of School Improvement Plans. In 1997-98 the mean score for parental involvement was 2.80, which is about in the middle of the scores for the 21 items. Likewise, the mean score for the effectiveness of School Improvement Plans was only 2.20 in 1997-98, which is the lowest score among all 21 items on the survey.

Is the Community Involvement Office Organized Appropriately and Sufficiently?

Goal A: The district's community involvement organizational structure and staffing levels are adequate to perform division functions.

1 The district's community involvement division does not have an organizational structure with clearly defined units and lines of authority.

While a qualified supervisor leads the Office of Communications, the organizational structure of the office is not clearly specified. There is no formalized organizational chart.

The Office of Communications Does Not Have a Formalized Organization Chart

Although there is an informal division of labor within the Office of Communications, it does not have a formal written organization chart. Generally, a formalized organizational chart will clarify reporting relationships and reduce confusion in the lines of communication and reporting. An up-to-date organizational chart would clearly reflect positions and functions.

The Office Lacks a Mission Statement and Strategic Plan

The office has not established a written mission statement or a strategic plan. This limits the ability of the office to assess its current operations, determine the direction in which it wishes to go, and to create effective plans of action to achieve strategic goals. Although the Director of Business Partnerships within the office has established some goals and objectives for the business partnership program, overall, the office lacks written goals and objectives. This lack of program-level goals is found in most of the district's operational and educational areas; more on the subject is provided in Chapter 4.0 of this report (page 4-7).

The office should develop a strategic plan to guide program development. The plan should include a mission statement, short- and long-term goals, annual objectives and priorities, strategies and plans of action. It should be developed with input from all levels of department staff, including school-based staff. Regular review of progress made on the strategic plan will allow the director, the school board, and others to evaluate the office.

The Office Does Not Have Performance Measures

The Office of Communications does not have clearly specified performance measures. (See Chapter 4.0 page 4-19), for discussion of general district need for performance measures). For the office to demonstrate efficiency and accountability, it must have demonstrable goals and the ability to ascertain whether or not those goals are attained through performance measurement. These goals and performance measures should be recorded in a comprehensive document that division employees can easily reference.

As noted in Chapter 3.0 (page 3-24), the district has developed a five-year *Strategic Plan* that includes 61 objectives for the 1998-99 school year. Some of these objectives relate to division functions, as noted in Exhibit 14-4. The School Board, the Superintendent, and the Superintendent's cabinet established these objectives, even though responsibility for achieving these objectives is assigned to the office director. These objectives are less clear than they could be, and do not specifically identify how the district will measure achievement of them. Moreover, several of these objectives will obviously require funds to achieve, but the *Strategic Plan* does not specifically outline this need.

Exhibit 14-4

**Community Relations Priority Objectives
in District's Strategic Plan Need Improvement**

Objective	Description	Completion Date	Concern
Town Forums	Schedule quarterly meetings of the board at community locations to receive public input relative to school district issues.	June 30, 1999	Does not specify desired output or outcome measures. ² Will objective be met if district schedules meetings but none of the public attends? Will objective be met if meetings are held but none of the public's comments identify district areas in need of improvement?
Employee Recognition	Develop new programs and implement more effective ways to recognize employees for excellent service to the district.	December 31, 1998	Unspecific and generally unmeasurable. Will objective be met if a new employee recognition program is created but no employees are selected through it?
District Report Card	Develop and publish a district annual report card that will allow the general public to follow the progress of our schools.	June 30, 1999	Could be more specific. How will the achievement of the objective be measured – number of report cards printed, some measure of increased public knowledge of district progress?
Community Outreach	Develop a community outreach program to get more involvement of non-school affiliated citizens, such as retired citizens, using their skills and experience to improve our schools.	June 30, 1999	Unspecific and does not contain specific measurements of outputs or outcomes. How many additional retired volunteers is the district hoping to attract? Will objective be met if a program is designed but it does not result in an increased number of retired volunteers?
Districtwide Employee Meetings	Plan a series of events for the opening of school for school year 1999-2000 involving all employees for the purpose of building teamwork across Brevard Public Schools' departments and schools.	June 30, 1999	Unspecific and generally unmeasurable. How many events? Will the objective be met if the events are held and no employees attend? How will the district gauge increased teamwork?

Source: Brevard County School District, 1998-99 to 2002-2003 Strategic Plan.

² Outputs are measures of the results of a program, such as the number of attendees at the public forums. Outcomes are measures of the impacts of a program, such as a demonstrated higher level of public satisfaction with district operations due to actions taken at public forums.

Recommendations

- *The Director of Communications should design a formal internal organizational chart. The office should have an organizational chart to ensure functional and position relationships are defined and disseminated.*
- *The Director of Communications should develop a strategic plan with a mission statement, short- and long-term goals, annual objectives and priorities, strategies and plans of action. The plan's development should include input from the Superintendent, department central office staff, school administrators, School Advisory Council representatives, and school volunteers. The document should be wide ranging and as comprehensive as possible and should include performance measures where possible. The document should be the office's primary reference point and made accessible to all within the office.*
- *Implementation Strategy 14-1 provides the steps necessary to implement these recommendations.*

Implementation Strategy 14-1

Clarify Organization Structure and Mission

Recommendation 1:

Strategy	Develop an organizational chart complete with reporting lines of authority.
Action Needed	Step 1: Evaluate organizational structure. Step 2: Develop organizational chart that reflects all positions, reporting responsibilities, and supervisory responsibilities. Step 3: Review with all division members for accuracy and clarity. Step 4: Place in office manual.
Who is Responsible	Director of Communications.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2:

Strategy	Develop community involvement/communications strategic plan, complete with mission statement, long-range goals, short-term objectives, and plans of action.
Action Needed	Step 1: Identify the purpose of each major program within the office and how it related to the mission of the district – “to serve all students with excellence as the standard.”

- Step 2: Develop an office mission statement the supports the district mission statement and encompasses all of the communications programs.
- Step 3: Review School Improvement Plans and the *School Accountability Plan* to identify school-based needs as they relate to community involvement/ communications functions. Use this information to develop, refine, and align office goals and objectives to support school needs and improvement initiatives.
- Step 4: Identify district priorities, the strategic plan, existing goals and objectives, and major activities/initiatives that relate to community involvement/ communications.
- Step 5: Using district-developed *Accountability Handbook* to develop broad goal statements that describe the primary outcomes (such as increased public support for district programs, higher level of school volunteerism, etc.) the district expects the office to achieve.
- Step 6: Develop short-term and mid-term objectives for each office goal. Objectives should be based on the specific, measurable outcomes the district would like the office to achieve. Each objective should relate to the office's goals, the program's intent and resources, children served, school needs, districtwide goals, and the district's expectations for the program.
- Step 7: Identify major initiatives and key strategies that the district will implement to achieve each office objective. Use these strategies to set priorities for staff members' daily work.
- Step 8: Review and update goals and objectives annually based on legislative changes, changes in district goals, student needs, program resources, needs identified in school improvement plans, and program evaluation results.

Who Is Responsible	Director of Communications.
Time Frame	November 1999
Fiscal Impact	This can be implemented with existing resources.

2 The Office of Communications has an appropriate number of personnel.

The Office of Communications is less than seven years old in this form; previously many of the responsibilities now encompassed by it were previously assigned to several different district offices. The office's number of positions is appropriate given its current functions and responsibilities. However the district may have too many switchboard operators. In addition, the office has only two professional staff members; if community involvement activities continue to grow at current rates, the district will need additional professional staff within the next five years.

Community Involvement Staffing Level is Just Adequate for Current Functions

In comparison to its peers, the number of staff in the community involvement division appears to be appropriate for current functions, as Exhibit 14-5 shows. However, Brevard’s current staffing for this office includes only two professional positions, which is less than most of the peer districts and, based on the current workload, will probably be insufficient as the duties for the Brevard Schools Foundation expand. Although the need is not immediate, it is likely that the office will need an additional professional position within the next five years.

Exhibit 14-5

Number of Community Involvement Staff is Appropriate Compared to Peers

School District	# of Staff in Community Relations/ Community Involvement Offices or Departments
Brevard	Eight (does not include print shop or school board secretarial staff)
Lee	11 – includes central office PBX operator and four foundation staff
Orange	Nine – includes staffing for television production, but does not include central office reception or switchboard staff, or foundation staffing
Polk	11 -- includes four in the Education Foundation and two central office PBX operators
Seminole	Eight in Community Involvement functions
Volusia	Nine in Community Involvement functions

Source: Peer districts.

Switchboard Staffing Could Be Reduced

The district utilizes two methods to answer telephone calls to the district’s central office: an automated answering system and switchboard operators. Each system has a unique phone number. However, a caller using the automated system is provided the option to have their call transferred to a switchboard operator.

The district receives roughly 2,700 incoming calls per workday. As seen in Exhibit 14-6, the district's automated attendant answers approximately 1,800 calls per day on 16 phone lines. This equates to 112 calls per day per automated line and, given an eight and one half-hour day, close to 13 calls per hour per line. These figures indicate that the automated attendant system does have some extra capacity to handle more incoming calls.

In contrast, the district’s three switchboard operators average 308 calls per day, each. Given an eight and one half-hour workday, this equates to 36 calls per hour per operator, or one call every 1.67 minutes. Undoubtedly, some of these calls are lengthy for the operators, possibly as long as two minutes for those calls when the caller is not sure with whom they need to speak and must explain their need. However, the vast majority of the calls are of a much shorter duration.

By promoting the use of the automated attendant as the preferred method of reaching district staff, the district could potentially eliminate the need for one switchboard operator. If the promotion of the automated line reduced operator calls by 10 percent, the remaining two switchboard operators would only have to handle an average of 416 calls per day, or one call every 1.22 minutes.

Exhibit 14-6

The Automated Lines Receive Twice as Many Calls as the Operator Assisted Lines

	PBX-Incoming	PBX-OG-Local	PBX-OG-Toll-Attempts	PBX-OG-Toll-Completed	Auto Attend Incoming	VMS Messages	Total INC/OG Calls
Totals							
School Year 1997-1998	218,055	767,574	45,995	28,760	425,181	119,214	1,449,055

Source: Brevard County School District, Annual Weekly Traffic Report.

Recommendation

- *Eliminate one switchboard operator position and expand the district's use of automated answering services.*
- *Implementation strategy 14-2 provides the steps necessary to implement this recommendation.*

Implementation Strategy 14-2

Streamline Office Personnel

Recommendation 1:

Strategy	Eliminate one switchboard operator position and make increased use of automated answering services.
Action Needed	Step 1: Downsize one switchboard operator position. Step 2: Increase the emphasis on the automated answering system in district publications and communications.
Who is Responsible	Director of Communications.
Time Frame	September 1999
Fiscal Impact	This recommendation will save the district approximately \$26,000 per year in wages and benefits.

Does the District's Community Involvement Office Operate Effectively?

Goal B: The district has effective communication avenues with its constituents and has positive relations with community stakeholders.

1 The district has several methods in place for communicating with parents, employees, and the general public.

Open two-way communication with the public is essential for a school district to maintain and increase its support base in the community. A school district must find effective ways to communicate with the public and to receive input from different segments of the community. An informed public, and one that is heard, provides the added support and feedback needed to maintain district excellence.

The primary role of public relations in a school district is to work closely with the Superintendent to convey a message and image consistent with the policies and programs set by the school board and implemented by the Superintendent's Office. A school system's public relations and community outreach efforts will significantly affect citizen's perceptions of the system. A strong public relations program will manage to garner public support even when the district faces adversity or fails to achieve high goals. Conversely, a weak public relations program will fail to bring into the public eye achievements even when the district is performing quite well. The best public relations program will create public support and public involvement, in the form of parent and community volunteers, participation in decision-making processes affecting the schools, and productive business and community alliances.

While the district does have numerous methods for communicating to parents, employees, and the public, the district is not doing all it can do. Generally, the district provides employees, parents, and the general community with information via publications, a district website, and through regular contact with local news media. However, the district does not televise school board meetings and does not have a proactive communications plan.

The District Does Not Have a Proactive Communications Plan

While the district presents information to the public in a number of ways, its efforts are uncoordinated. A proactive communications plan should highlight district achievements, build community support and involvement, and maximize outreach to various components of the community.

At a minimum, the communications plan should identify district stakeholders and determine what messages it wants each stakeholder group to receive. Since stakeholder groups have different media consumption habits, the district should attempt to determine the different outlets favored by stakeholder groups and target their intended messages accordingly. Because media outlets require different ways to present messages, the district should research the most up-to-date techniques to effectively present information in each type of media outlet. Since the communications division does not have unlimited resources, it must determine the most effective and efficient mix of media outlets and messages and be prepared to update its approach as changes in district demographics and information technology emerge.

The District Provides Employees, Parents, and the Community With a Diverse Offering of Publications

The district makes a deliberate effort to keep employees, parents, and the public informed about district events and concerns. As displayed in Exhibit 14-7, the district publishes a wide variety of informational materials. Among the more prominent publications are the *Mark of Excellence*, a districtwide publication

that is produced once a month and distributed at no charge, and the *Brevard Notebook*, a weekly publication that highlights important activities for district personnel. In addition to publications from the Office of Communications, Elementary Programs, Title I, Staff Development, Students Services, Secondary Programs and Labor Relations provide publications. The Director of District Communications writes the majority of the text contained in the publications produced by the Office of Communications.

To date, the district has not attempted a communications audit, a review process whereby the impact of each publication is measured (how many actually read an individual publication, how many thought the publication was informative, etc.). The Office of Communications has requested funding for such an audit for three years, but funding has not been approved. Such a review would provide the district with important suggestions for improvement. Although a formal communications audit would be preferable, the district could measure some degree of customer satisfaction through informal surveys within each publication.

Exhibit 14-7

The District Uses an Extensive Array of Publications to Inform the Public³

Publication	Originator	Intended Audience	No. of Copies Printed in 1997-98
Mark of Excellence	District Communications	Parents, School Employees, District Staff	75,000 per month
Brevard Notebook	District Communications	All District Employees Community Leaders	8,000 per week
Leadership Views	District Communications	Community Leaders	1,000 (as needed)
Fast Facts	District Communications	School Employees, District Staff, Interested Individuals	10,000 per year
Speakers Bureau	District Communications	Community Organizations	3,000 (as required)
Calendar	District Communications	District Employees	8,000 per year
Telephone Directory	District Communications	Schools, Departments, Media, other	3,500 per year
Test Scores	District Communications	Parents, newcomers	5,000 per year
Map	District Communications	Newcomers, employees, others	10,000 per year
Community Involvement Notebook	District Communications	School Volunteer Coordinators	100 per year
School Performance Accountability Reports	Office Of Evaluation, Testing, and Accountability	Student Families	one for each family served by the district

Source: Brevard County School District.

³ District print shop was unable to provide cost figures for each print job. However, the *Mark of Excellence* is printed at no cost to the district through an outside vendor.

The District Keeps the Public Informed Via its Website

The district maintains a website through which citizens with access to the World Wide Web can receive updates on important news and accomplishments. As seen in Exhibit 14-8, the site is informative and provides useful links to departments, the administration, school board, and area school websites.

Though informative, the website is not interactive. Employees, parents, and the community at large are not able to easily provide feedback to the district, or express concerns. Given the negative tone of criticisms from a vocal segment of the community, and the recent failure of the district's bond referendum, it must do more to openly and visibly allow for district input. One efficient way to do this would be to establish an electronic suggestion box on the district's website. Internet users could post messages to the suggestion box and the district would respond in a timely manner. In order for the suggestion box concept to be viable, the district would have to allow all users to review the content of all suggestions (excluding any profane messages) and the district's responses. The creation of such a suggestion box would allow for more input from the community, but would require active monitoring.

Exhibit 14-8

The District's Website Contains More Information Than Those of its Peers

Information Area	Brevard	Lee	Orange	Polk	Seminole	Volusia
Links to school sites	Yes	Yes	Yes	Yes	Yes	Yes
Student and District Statistics	Yes	Yes	Yes	Yes	Yes	No
Principal contact information	Yes	Yes	No	No	No	No
Monthly lunch menus	Yes	Yes	No	Yes	No	No
Registration information	Yes	Yes	Yes	Yes	Yes	Yes
Link to DOE school indicators report	Yes	No	No	No	No	No
School calendars	Yes	Yes	Yes	Yes	No	No
Links to district departments	Yes	Yes	Yes	Yes	Yes	No
Board member contact information	Yes	Yes	Yes	Yes	Yes	No
Board meeting schedule	Yes	Yes	Yes	Yes	No	No
All Board policies	Yes	No	No	Yes	Yes	Yes
1998-99 adopted budget highlights	Yes	Yes	Yes	No	No	No
5-Year district strategic plan	Yes	No	Yes	Yes	No	No
Board minutes for current school year	Yes	Yes	Yes	No	No	Yes
Archive of district communications	Yes	Yes	No	No	No	No

Source: MGT Web Search of District Websites.

The District Does Not Televis School Board Meetings

A district as large as Brevard County should televise its school board meetings to increase public awareness of issues faced by the district. This is especially true given the large geographic area that the district spans. The district's size makes it difficult for citizens in outlying regions to attend school board meetings. Televising the meetings would make it easier for residents to become informed about school board activities. Three of the five peer districts (Orange, Polk, and Lee Counties) televise their Board meetings on a tape delay basis. If Brevard County School District did the same, citizen awareness might improve and lead to increased community involvement in district operations. Staff at the television station of Brevard Community College has expressed willingness to air such material on its cable channel at no charge to the district. Given the time slots currently available, the meetings would probably have to be aired initially on a tape-delay basis.

The district has conducted its own research regarding the potential cost of televising its Board (and potentially other) meetings. The current equipment in the Board meeting room only provides for quality audiotaping and would need to be upgraded in order to provide videotapes for subsequent broadcast. The district estimates that an investment of approximately \$100,000 in wiring and equipment is necessary to provide quality videotaping capability in the Board meeting room. This would be a one-time cost, with an expected life span of at least five years. The district would also need to budget for personnel to tape the meetings. While this could be accomplished with a part-time, hourly employee, the district may wish to make full use of the improved videotaping capabilities and expand it to a full-time position. The district would then be able to produce informational videos, recruitment videos, and other materials. It is not uncommon for school districts the size of Brevard to have several video production personnel and to even produce enough programming for their own cable channels.

Recommendations

- *The Director of Communications should develop and implement a comprehensive and proactive written communications plan for the Office of Communications.*
- *The district should attempt to measure satisfaction with the individual publications it produces. Ideally, the district would measure satisfaction with two major publications per year, one internal and one external. It would then implement suggestions for improvement in the following year while it is soliciting suggestions for improvement on two other publications.*
- *The district should televise its School Board meetings.*
- *The district should experiment with an electronic suggestion box on its district website. The suggestion box will allow for greater community input, but will have to be monitored on a consistent basis.*
- *Implementation strategy 14-3 provides the steps necessary to implement this recommendation.*

Implementation Strategy 14-3

Improve Office of Communications Procedures

Recommendation 1:

Strategy	Develop a comprehensive proactive plan for communications.
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Community Involvement

Action Needed	Step 1: Identify district stakeholders. Step 2: Determine appropriate message for each stakeholder group. Step 3: Determine the media outlets favored by each stakeholder group. Step 4: Tailor messages to each stakeholder group appropriate for selected media. Step 5: Develop communications plan to emphasize targeted messages for each stakeholder group in each media outlet.
Who is Responsible	Director of Communications.
Time Frame	October 1999
Fiscal Impact	None

Recommendation 2:

Strategy	Measure satisfaction with district publications.
Action Needed	Step 1: Make a list of current district publications. Prioritize list in order of importance (largest audience or some other deciding factor). Divide list into internal and external publications. Step 2: Select top publication from both the internal and external list. Step 2: In the internal publication, place a brief satisfaction survey in the edition and have the surveys returned via internal mail service. Step 3: In the external publication, place a survey form that can be faxed back to the district. Step 4: Analyze results of surveys to determine the level of satisfaction with each publication. Step 5: Implement improvements suggested from the surveys.
Who is Responsible	Director of Communications.
Time Frame	Beginning in January 2000 and continuing annually.
Fiscal Impact	This can be accomplished with existing resources.

Recommendation 3:

Strategy	Televising School Board meetings.
Action Needed	Step 1: Select equipment vendor through a competitive bid process. Step 2: Determine time of least disruption to install equipment.

Step 3: Purchase equipment.

Step 4: Install equipment.

Step 5: Hire or identify someone with the necessary expertise to tape meetings on an as needed basis.

Who is Responsible Director of Communications.

Time Frame October 1999

Fiscal Impact Based on information provided by the district to the School Board, this recommendation will cost approximately \$100,000, one time, to purchase adequate taping equipment. Then depending on whether the district identifies someone already on staff with the necessary expertise to tape meetings, or decides to create a position with numerous videotaping responsibilities, the district will incur additional annual costs. If the district decides to create a new position, it is estimated that the salary will need to be at least \$28,000 per year in order to be competitive.

Recommendation 4:

Strategy Place an electronic suggestion box on the district website.

Action Needed Step 1: Develop a suggestion box format where concerned citizens can post comments and concerns to the administration.

Step 2: Have the webmaster place the suggestion box on the district website.

Step 3: Monitor the site for useful suggestions and recurring themes.

Step 4: Post district responses to all suggestions on the website.

Who is Responsible Director of Communications.

Time Frame September 1999

Fiscal Impact None

2 The district has a positive relationship with the business community.

The district has an active business partnership program with over 500 distinct business partners. The district has begun to implement reporting requirements for business partnerships that should enable the district to continue to improve its program.

The District Has Identified Some Business Partnership Goals

As seen in Exhibit 14-9, the business partnership program has specific goals and objectives. These goals were developed within the division and are not currently part of a division strategic plan or linked to the district’s *Strategic Plan*. The business partnership program has three overall goals, with five related objectives. Some of the objectives overlap into the accomplishment of more than one of the program goals. However, the office needs to revise and refine its objectives in order to assess whether the program goals are being achieved. Refer to Chapter 4.0 (page 4-8) for more definition of goals and objectives.

Exhibit 14-9

The Business Partnership Program Focuses on State Education Goals and the District’s Curriculum

Goal	Objectives	Concern
<ul style="list-style-type: none"> Link the program to the educational goals of the State of Florida. 	<ul style="list-style-type: none"> Assure that Brevard Public School students will have a successful transition from school to work. 	Generally unmeasurable. A better goal would be to “assure that students have a successful transition from school to work” and then to define objectives that would lead to that goal.
<ul style="list-style-type: none"> Make the program relevant to the district curriculum. 	<ul style="list-style-type: none"> Tap the expertise, skills, and resources of the community. Design and implement curriculum to meet the multi-cultural needs of the community. Broaden the perspective of the educational community through interaction with representatives of the Brevard. 	Generally unmeasurable. More specific objectives, such as “host monthly interaction meetings for teachers and business representatives with a target attendance of at least 30 persons,” would better lead to goal accomplishment.
<ul style="list-style-type: none"> Have schools give something back to their partner businesses. 	<ul style="list-style-type: none"> Improve the image of the school system within the community. 	Generally unmeasurable. No clear guidelines provided to schools as to exactly they should “give back” to businesses.

Source: Brevard County School District.

Business Partnership Program Emphasizes Solid Partnerships Over Number of Partnerships

The business partnership program is oriented toward obtaining increasing levels of commitment from business partners and developing deeper relationships with existing partners, rather than focusing on increasing the sheer number of partnerships. While donation of goods and services is encouraged, the district prefers form partnerships that help students academically or experientially.

The district has identified five levels of commitment that a school can reach with a business partner, as shown in Exhibit 14-10. The highest level is a partnership that provides some form of instructional support to the school. Although the district office has developed this innovative method of measuring the level of involvement, it does not yet require each school to code the level of involvement of each partner. The district plans to implement the measurement of involvement based on the coding scheme in the next school year. This makes it impossible to assess the current level of involvement of business partners in the district.

Exhibit 14-10

The Business Partnership Program Has Specified Levels of Involvement for its Business Partners

Levels of Involvement
• Level 1 - Incentives
• Level 2 - Donations
• Level 3 - Volunteers
• Level 4 – Sponsorships
• Level 5 - Instructional Support

Source: Brevard County School District.

As shown in Exhibit 14-11, the number of business partners for each school ranges from a low of one to a high of 63. Overall, the number of partnerships is high, but a dozen schools have only one partner.

Depending on the commitment of the school and the business to the partnership, any business partnership can result in an enriched learning environment for students. However, it is perhaps easier for a larger corporation, a government agency, or a service-oriented business to provide experiences that will enrich the learning environment. Small businesses have fewer employees and fewer resources with which to support a partnership. Of the five schools with the most partnerships (204 in all), most of the business partners are local restaurants, small businesses, or local grocery stores. Of the 204, MGT found only one newspaper partner, eight banks, the US Post Office, one major corporation (Harris Corporation), and NASA. Of the 12 schools with only one partner, MGT found greater diversity in partners – two small businesses, one bank, two stores from major retail chains (Wal Mart and Kmart), three major corporations (Harris, McDonnell Douglas, and Dynamac), the City of Rockledge, a philanthropic women’s club, a local aquarium, and the United Space Alliance at Cape Canaveral. Thus, while it may seem detrimental for a school to have only one business partner while other schools have dozens, it is the level of partnership that is most crucial in affecting the school’s learning environment.

Currently, the district does not assess the level of each partnership, according to the scale it has devised (shown in Exhibit 14-10). The Office of Community Involvement is working with MIS to create an on-line program to have businesses register to be a school.

Exhibit 14-11**The Number of Business Partners Varies Widely by School**

School	Number of Business Partners	School	Number of Business Partners
Allen, Roy Elementary	1	Kennedy Middle	1
Anderson Elementary	24	Lewis Carroll Elementary	5
Apollo Elementary	1	Lockmar Elementary	7
Astronaut High	13	Longleaf Elementary	1
Atlatis Elementary	4	Madison Middle School	4
Audobon Elementary	8	McNair Magnet	4
Cambridge Elementary	1	Meadowlane Elementary	8
Cape View Elementary	8	Melbourne High	4
Central Junior High	12	Mila Elementary	6
Challenger 7 Elementary	3	Merritt Island High	3
Christa McAuliffe Elementary	40	Oak Park Elementary	1
Clearlake Middle	2	Ocean Breeze Elementary	2
Cocoa High	11	Palm Bay High	10
Cocoa Beach High	10	Pinewood Elementary	1
Columbia Elementary	4	Port Malabar Elementary	28
Coquina Elementary	1	Riverview Elementary	8
Creel Elementary	1	Riviera Elementary	24
Croton Elementary	18	Rockledge High	19
DeLaura Junior High	6	Roosevelt Elementary	4
Discovery Elementary	25	Sabal Elementary	10
Eau Gallie High	9	Satellite High	5
Edgewood Junior High	4	Satrun Elementary	2
Endeavor Elementary	9	Sea Park Elementary	11
Enterprise Elementary	3	Sherwood Elementary	2
Fairglen Elementary	5	South Lake Elementary	4
Gardendale Elementary	6	Southwest Junior High	2
Gemini Elementary	16	Space Coast Middle	1
Golfview Elementary	1	Stone Junior High	4
Harbor City Elementary	4	Suntree Elementary	8
Holland Elementary	11	Surfside Elementary	16
Hoover Junior High	5	Titusville High	4
Imperial Estates Elem.	3	Tropical Elementary	20
Indiatlantic Elementary	5	Turner Elementary	3
Jackson Middle	4	University Park Elementary	15
Johnson Junior High	63	Westside Elementary	1
Jupiter Elementary	48	Total	637

Source: Brevard County School District.

Each School Has a Business Partnership Coordinator

Each school in Brevard County has a business partnership coordinator (liaison). This person, usually a school employee (although sometimes a parent) is responsible for performing the following functions:

- conducting a needs assessment for the school;
- identifying potential resources;
- recruiting business partners;
- designing appropriate programs;
- implementing programs;
- evaluating programs;
- making necessary changes; and
- expanding the partnership base.

The district provides school business partner coordinators with a copy of the *Business Partner Program Manual*. This manual is very complete and is a "how to" guide for assessing school needs, identifying and recruiting partners, and some information on evaluation. It also contains the necessary forms in an appendix in the back. The district also provides training on effective partnerships to both the coordinators and potential business partners when asked. During site visits to seven schools, MGT found that business partnership coordinators are generally well informed regarding procedures, but not about program goals. Without widespread dissemination of the goals the partnership program is seeking to achieve to those responsible for contributing to their achievement, it will be difficult for the district to actually reach the goals it has set for itself. All business partner coordinators should understand the three main goals of the partnership program and how the current objectives will lead to goal attainment. MGT also found that reporting practices are not consistent. For example, smaller donations are reported at some schools but not at others. This lack of complete reporting distorts the true picture of what results the program is actually achieving. All business partner coordinators should report all donations, regardless of size.

Each Business Partnership is Evaluated Regularly

At the school level, each business partner is asked to specify which State Education Goals their partnership is seeking to augment through cooperation with the school. In addition, they are asked to specify a target audience (primary groups benefiting from the program) and estimate how many students and employees will take part in the program. Each partnership is evaluated on an annual basis in a meeting between the school business partner coordinator and a representative of the business.

At the district level, staff is beginning to quantify in a systematic way the amount of funds and in-kind donations it receives from business partners. Currently, the district is not able to easily track its contributions – it has not required this in past and has no paper-based reporting system in place with which all schools comply. However, by the start of the next academic year, the district plans to have a functional database system that will allow it to track all cash and in-kind donations by school and by donor. This system should help the business partnership coordinator discover where weaknesses exist and suggest where reporting irregularities are occurring.

Feedback is Not Currently Sought From Business Partners

At the school level, there is a fair amount of interaction between the business partner and the business partner coordinator. However, there is currently no mechanism in place for district level staff to develop a picture of overall satisfaction levels among the business partners, nor to identify any programmatic weaknesses that need to be corrected. A short written survey, developed by the Partnership Director, distributed by the school coordinators, and returned directly to the Director, would provide this kind of feedback. With this survey, the Director would be able to measure overall program satisfaction, identify program shortcomings, and identify any problems with specific business partner coordinators.

Recommendations

- *The district should continue to develop quantitative measures for reporting on the success of the business partnership program. In addition, the district should continue to develop quantitative measures for the number of students involved in business partnership programs. Totals should be given in a yearly report.*
- *The Business Partnership Director should better inform school business partnership coordinators regarding program goals and objectives.*
- *Consistent guidelines for reporting of contributions should be developed. All contributions, no matter how seemingly small or insignificant, should be reported.*
- *A short survey should be done each year to measure business satisfaction with the business partnership program.*
- *Implementation strategy 14-4 provides the steps necessary to implement this recommendation.*

Implementation Strategy 14-4

Improve Reporting for Business Partnership Program

Recommendation 1:

Strategy	Establish a district database with complete records of all business partners by schools.
Action Needed	Step 1: Establish a database that lists the number and amount of all business contributions by school. Step 2: Include in the database the number of students involved in business partnership project by school. Step 3: Include the level of commitment rating, as defined by the district (Exhibit 14-10). Step 4: Publish the results annually.
Who is Responsible	Community Development Director.
Time Frame	November 1999
Fiscal Impact	None

Recommendation 2:

Strategy	Provide more information to school business partnership liaisons to improve their understanding of program goals.
Action Needed	Step 1: Develop a short annual summary of the program's previous year's successes and current year objectives. Step 2: Distribute the information to school business partnership liaisons.

Step 3: Review progress on goals at the end of each academic year.

Who is Responsible Community Development Director.

Time Frame October 1999

Fiscal Impact None

Recommendation 3:

Strategy Devise and implement consistent reporting strategies for all business partnership donations.

Action Needed Step 1: Require that all business partner contribution, whether they be cash or services, be recorded at the school level and reported to the district level.

Step 2: Establish guidelines for estimating the monetary value of in-kind donations.

Who is Responsible Community Development Director.

Time Frame September 1999

Fiscal Impact None

Recommendation 4:

Strategy Conduct a short survey each year to measure business satisfaction with the business partnership program.

Action Needed Step 1: Construct a short written survey to measure the general level of business satisfaction.

Step 2: Provide sufficient copies to each school business partnership liaison for distribution to business partners.

Step 3: Request that the business partners return the surveys directly to the district office, to ensure confidentiality of responses.

Step 4: Review survey results and distribute to school liaisons.

Who is Responsible Community Development Director.

Time Frame June 2000 and annually thereafter

Fiscal Impact None

3 The district maintains an active and effective volunteer program.

The district's Apple Corps volunteer program, which coordinates the efforts of schools to utilize the talents of volunteers of all ages -- is well organized and effectively run at both the district and school level. The program is effectively monitored and adequate background checks of volunteers are conducted.

The District Has an Active Volunteer Program

In 1997-98 Brevard County Schools Apple Corps volunteer program had 10,606 total volunteers. These volunteers logged 564,197 service hours. These figures were up from previous years, as shown in Exhibit 14-12.

Exhibit 14-12

Volunteerism is on the Rise in Brevard

	1994-95	1995-96	1996-97	1997-98
Number of Volunteers	9,943	7,416	9,462	10,606
Number of Volunteer Hours Worked	453,197	447,516	544,758	564,198

Source: Brevard Public Schools, *Fast Facts*.

With a 1997-98 total membership of 67,872, Brevard County's volunteer program averaged 0.16 volunteers per student and 8.31 volunteer hours per student. The number of volunteers per student is in line with the state average of 0.16. Brevard's hours per student ratio was actually higher than the state average of 6.67 hours per student.

When compared to the peer districts, Brevard County's volunteer program was below average. As Exhibit 14-13 shows, although Brevard had a 14 percent increase in the number of volunteers per student over the past two years, it still lags behind the average of its peers. As Exhibit 14-14 shows, volunteerism in Brevard is losing ground in comparison to its peers. While Brevard was above the peer average in number of volunteer hours per student in 1996-97 by 0.8 volunteer hours per student, it is now only above the peer average by 0.2 volunteer hours per student. These two exhibits also show that Brevard is relying heavily on a smaller pool of volunteers. Other districts receive fewer hours from a greater number of volunteers, while Brevard receives a greater number of hours from fewer volunteers.

Exhibit 14-13

Brevard Ranks Low in Number of Volunteers Per Student But is Increasing

School District	1996-97		1997-98		% Increase or (Decrease) in Volunteers / Student
	Volunteers	Volunteers/ Student	Volunteers	Volunteers/ Student	
Brevard	9,462	0.14	10,606	0.16	14%
Lee	4,468	0.09	3,040	0.06	(37%)
Orange	34,642	0.27	40,000	0.30	11%
Polk	14,824	0.2	15,176	0.20	0%
Seminole	10,131	0.18	12,000	0.21	17%
Volusia	14,700	0.25	10,667	0.18	(28%)
Peer Average	15,753	0.20	16,177	0.19	(4%)

Source: Florida Department of Education, Office of Business and Educational Alliances (1997-98); peer districts.

Exhibit 14-14

Brevard’s Number of Volunteer Hours per Student Has Remained Steady in Comparison to Peers

School District	1996-97		1997-98		% Increase or (Decrease) in Hours / Student
	Hours	Hours/ Student	Hours	Hours/ Student	
Brevard	544,758	8.2	564,197	8.3	1%
Lee	263,259	5.0	282,357	5.2	5%
Orange	1,000,000	7.8	1,100,000	8.2	6%
Polk	607,413	8.1	701,692	9.2	13%
Seminole	410,000	7.3	501,500	8.8	21%
Volusia	514,929	8.9	528,024	8.9	0%
Peer Average	559,120	7.4	622,715	8.1	9%

Source: Florida Department of Education, Office of Business and Educational Alliances (1997-98); peer districts.

Most of Brevard’s volunteers are between the ages of 21 and 49. As Exhibit 14-15 shows, 78 percent of Brevard’s volunteers fall into this group, which is the highest percentage of all the peer districts. In contrast, only eight percent of Brevard volunteers are over the age of 50, which is the lowest percentage of all the peers. This does not match the demographics of Brevard County, where nearly 17 percent of residents are over the age of 65. Therefore, the district is not effectively tapping one of its best sources of potential volunteers. Senior citizens have a wealth of life experience and often have an abundance of time

to give. The district should explore ways to get senior citizens more involved with the volunteer program. One of the easiest methods the district could use to promote its volunteer program would be through its own website. Additionally, the district could survey current senior volunteers to identify other ways in which to appeal to the senior community.

Exhibit 14-15

The District Has Less Senior Volunteers than Peer Districts

School District	Volunteers Under 21 Years		Volunteers 21-49 Years		Volunteers 50+ Years		Total # of Volunteers
	Years	%	Years	%	Years	%	
Brevard	1,281	13.5%	7,423	78.5%	758	8.0%	9,462
Lee	893	20.0%	2,234	50.0%	1,341	30.0%	4,468
Orange	3,648	10.5%	26,699	77.1%	4,295	12.4%	34,642
Polk	1,980	13.4%	9,123	61.5%	3,721	25.1%	14,824
Seminole	2,565	25.3%	6,581	65.0%	985	9.7%	10,131
Volusia	3,457	23.5%	9,175	62.4%	2,068	14.1%	14,700

Source: Florida Department of Education, Office of Business and Educational Alliances (1996-97).

The District Tracks and Reports Most Volunteer Hours

Each school has its own volunteer program that is guided by an Apple Corps Coordinator. Many schools have both a staff volunteer coordinator and a parent volunteer coordinator. Schools track the hours of each volunteer and submit the total number of hours to the district office at the end of each school year.

Volunteer hours are kept on computer at the district office by age of volunteer. As seen in Exhibit 14-16, the number of volunteers varies widely by school. Some schools reported that they had no volunteers, primarily the high schools. This is probably because the school did not consider such activities as sports and band booster clubs as volunteer activities. Defining for a school exactly what should be counted as a volunteer hour and how to collect that information is a problem for many school districts. The state has only defined a volunteer activity as one that enriches the school environment, a definition that leaves much room for interpretation. It is also much easier to track the volunteer who comes to the kindergarten class to read for an hour a week than it is to track the multitude of parents who participate in the myriad activities surrounding a high school football game. It is also more difficult to monitor volunteer activity at a larger school, as high schools typically are. Nevertheless, in order to have a clear picture of all volunteer activity, the district should assist schools be comprehensively defining what should be counted as a volunteer hour (and should include a list of activities that are applicable) and should provide strategies for monitoring volunteerism. The district is in the process of developing a volunteer tracking process through the district computer intranet.

Exhibit 14-16**The Number of Volunteers Varies Widely by School**

School	Under 21 years of age	21-49 years of age	49+ years of age	Total Volunteers
Roy Allen Elementary	12	108	15	135
Anderson Elementary	2	81	29	112
Apollo Elementary	12	345	7	264
Astronaut Elementary	0	29	2	31
Atlantis Elementary	2	60	12	74
Audubon Elementary	5	225	35	265
Cambridge Elementary	13	65	7	85
Cape View Elementary	29	95	40	164
Carroll Elementary	19	105	5	129
Central Jr. High	0	66	0	66
Challenger 7 Elementary	0	52	13	94
Clearlake Middle	29	50	9	60
Cocoa Beach Jr./Sr. High	1	0	0	0
Cocoa High	0	0	0	0
Columbia Elementary	0	45	4	49
Coquina Elementary	0	25	13	40
Creel Elementary	2	219	23	284
Croton Elementary	42	60	14	84
DeLaura Jr. High	10	77	8	85
Discovery Elementary	0	605	15	637
Eau Gallie High	113	39	2	154
Edgewood Jr. High	0	133	2	135
Endeavor Elementary	2	46	8	56
Enterprise Elementary	130	193	27	350
Fairglen Elementary	7	131	10	148
Gardenale Elementary	2	477	12	491
Gemini Elementary	2	169	6	177
Golfview Elementary	47	172	29	248
Harbor City Elementary	6	126	15	148
Holland Elementary	108	77	4	189
Hoover Jr. High	9	160	10	179
Imperial Estates Elementary	6	63	0	69
Indialantic Elementary	11	136	14	161
Jackson Middle	6	102	0	108
Jefferson Jr. High	53	31	0	84

Exhibit 14-16 (Continued)**The Number of Volunteers Varies Widely by School**

School	Under 21 years of age	21-49 years of age	49+ years of age	Total Volunteers
Johnson Jr. High	57	109	17	183
Jupiter Elementary	10	52	2	64
Kennedy Middle	35	71	4	110
Lockmar Elementary	12	211	7	230
Madison Middle	45	42	3	90
McAuliffe Elementary	8	569	4	581
McNair Magnet	1	114	2	117
Meadowlane Elementary	43	137	43	223
Melbourne High	2	0	0	0
Merritt Island High	2	89	1	90
Mila Elementary	2	134	0	134
Mims Elementary	50	53	8	111
Oak Park Elementary	55	50	6	111
Ocean Breeze Elementary	23	155	10	188
Palm Bay Elementary	15	131	9	155
Palm Bay High	0	0	0	0
Pinegrove Central	0	0	0	0
Pinegrove South	0	0	0	0
Pinewood Elementary	31	57	3	118
Port Malabar Elementary	12	187	9	208
Riverview Elementary	31	86	6	123
Riviera Elementary	8	71	28	107
Rockledge High	0	0	0	0
Roosevelt Elementary 96-98	10	98	45	153
Roosevelt School-prior to 96	0	0	0	0
Sabal Elementary	9	56	15	80
Satellite High	181	104	20	305
Saturn Elementary	21	120	14	155
Sea Park Elementary	3	71	12	86
Sherwood Elementary	0	84	4	88
South Lake Elementary	31	55	5	91
Southwest Jr. High	2	25	7	34
Space Coast Middle	2	45	7	54
Stone Jr. High	0	0	0	0

Exhibit 14-16 (Continued)

The Number of Volunteers Varies Widely by School

School	Under 21 years of age	21-49 years of age	49+ years of age	Total Volunteers
Suntree Elementary	4	267	10	281
Surfside Elementary	15	130	98	243
Titusville High	0	148	43	191
Tropical Elementary	24	172	20	216
Turner Elementary	57	40	4	101
University Park Elementary	25	89	17	131

Source: Brevard County School District.

Volunteerism Evident in Schools

To review volunteer involvement at the school level, MGT visited 27 district schools. In all 27, MGT found a sign-in book for volunteers readily available in the front office. In all but one of the school, the volunteer coordinator was present on campus during the visit. Finally, in all schools, MGT staff was able to verify that there was at least one volunteer on campus. All of this indicates that the volunteer program is functional in the district.

The District Conducts Background Checks on Volunteers

Brevard County Schools have three categories of volunteers. Each level of volunteer membership places volunteers into differing levels of contact with students. The three different levels of volunteers are recorded volunteers, listed volunteers, and registered volunteers.

Recorded volunteers have limited contact with students. They, typically, are at the school to deliver materials or to coordinate school activities. They are not at the school to work directly with students and are therefore not allowed to be left alone with students. The district lists the following examples:

- bringing students’ items to the classroom;
- coordinating school activities (classroom parties/awards/programs);
- providing/delivering teacher supplies to the classroom; and
- travelling through halls to meet with school staff.

Listed volunteers do come into contact with students directly but only under the supervision of school personnel. This class of volunteer helps out in the classroom and with school activities. The district lists the following examples:

- assisting in the classroom;
- assisting in sports/club activities;
- assisting with booster activities; and
- being part of the teaching process in some way.

Registered Volunteers interact "one-on-one" with students in addition to groups of students. This class of volunteer includes mentors, tutors, and other volunteers that try to make an impact in the life of individual students.

Different procedures are used for screening the different categories of volunteers. Initially, all volunteers are required to fill out a security check form. The form asks potential volunteers for their name, social security number, race, sex, birth date, place of birth, drivers license number, state of license issue, and the expiration date of the license. In addition, applicants are asked to answer yes or no to the following questions:

- Has your drivers license ever been revoked or suspended?
- Have you had any traffic violations during the past three years? If yes, give details.
- Have you ever been arrested for a criminal offense including those where charges were later dropped or you were found not guilty?
- Are criminal charges other than minor traffic violations currently pending against you?
- Have you ever pled guilty to a criminal offense?
- Have you ever been convicted/fined in a criminal proceeding?
- Have you ever been placed on probation in a criminal proceeding?
- Have you ever pleaded no contest in a criminal proceeding?
- Have you ever had adjudication withheld in a criminal proceeding?
- Have you ever received an expungement?

Respondents are asked to provide details for any item where a "yes" response was given and are asked to provide any additional security information if needed.

Once the application is filled out, different screening methods are carried out for each volunteer based on the type of volunteer. The screening methods are listed below.

Recorded Volunteer: A recorded volunteer is someone who is approved by the principal of the school and is accepted by staff acknowledgment. These persons must record their purpose for being at the school and sign in at the designated area each time they intend to interact with students.

Recorded volunteers must fill out a volunteer application but they are not subjected to background checks.

Listed Volunteer: A listed volunteer is any volunteer that is initially screened by the home school, completes a security check form, is subject to an on-line criminal records check conducted by the Florida Department of Law Enforcement and approved by the Director of District Communications. Once a volunteer has cleared the screening process, their relevant information is kept on file with the Director of Communications.

A listed volunteer is subject to visual or auditory supervision at all times and is never supposed to be alone with an individual student.

Registered Volunteer: A registered volunteer is also initially screened by the school. They must fill out the security check form and agree to undergo an on-line criminal records check. In addition, registered volunteers must agree to submit a fingerprint card that is checked against FBI/FDLE databases. A fingerprint check costs \$39. In 1998-99, the district allocated some funds to schools to pay for volunteer fingerprinting. Once a school exhausted those funds (approximately \$8,000 for the district as a whole), the school must decide whether it will pay for the fingerprinting or ask the potential volunteer to pay it. As of April 1999, approximately 250 volunteers have been fingerprinted. Approximately 15 percent of these volunteers paid the fingerprinting fee themselves. Of the peer districts, only Polk and Seminole do any fingerprinting of volunteers. Like Brevard, these districts fingerprint volunteers who will work one-on-one with students. However, both Polk and Seminole pay the fingerprinting fee.

Registered volunteers may be alone with individual students but cannot do so until the background check is returned from FDLE. All registered volunteers have background checks on file with the Director of Communications.

The objective of the background checks is to ensure that volunteers with the most extensive access to students receive the most thorough screening. Listed volunteers and registered volunteers may not take part in volunteer activities until their respective background checks are completed.

Recommendations

- *The district should attempt to broaden the volunteer base by promoting the volunteer program extensively on its website and in district communications. While volunteers are contributing extensively once they are in the program, more citizens need to be involved, particularly senior citizens.*
- *The district should cover the expense of fingerprinting all registered volunteers. The cost would be minimal and it would reinforce the idea that volunteers are welcome on campus. Volunteers willing to put in the time to be registered volunteers should not be deterred by the financial burden of fingerprinting costs.*
- *Implementation strategy 14-5 provides the steps necessary to implement this recommendation.*

Implementation Strategy 14-5

Promote the Volunteer Program

Recommendation 1:

Strategy	Promote the district volunteer program on the website.
Action Needed	Step 1: Authorize the Community Involvement Director to design a promotional spot on the district website. Step 2: Provide the information to the website administrator. Step 3: Place the information on the district website.
Who is Responsible	Community Development Director.

Time Frame September 1999

Fiscal Impact None

Recommendation 2:

Strategy The district should pay the fingerprinting costs for volunteers.

Action Needed Step 1: Propose to the board that the district assume all costs for fingerprinting of volunteers.

Who is Responsible Community Development Director.

Time Frame September 1999

Fiscal Impact In addition to the current amount set aside by the district for fingerprinting of volunteers (approximately \$8,000), this recommendation will cost the district approximately \$2,000 per year.

4 The district's mentoring program is expanding.

The mentor program has a solid foundation at the district level, and in the first year of implementation at the elementary level. Overall, the program is effectively monitored and has realistic goals, although it has not yet taken root at many schools.

The Mentor Program Has Clearly Specified Policies and Procedures

The district provides each school with a mentoring program manual. The manual includes a vision statement, a mission statement, an overview of the mentoring process, goals for mentoring, procedures for screening mentors, and a section on effective mentoring. In addition, the manual includes tips for mentors on such areas as understanding diversity, youth culture, facilitating communications and guidelines for mentors. Overall, the mentoring program manual is very thorough and spells out the necessary components of an effective mentoring program.

The District Has a Process in Place to Assess the Effectiveness of the Mentoring Program

In the past, the district did not maintain complete records on its mentoring program. The district has measured improvements in attendance, improvements in GPA, and program retention of students in the mentor program for the last four years. Students in the program have demonstrated increased attendance rates and improvements in their GPAs.

The district is currently compiling a mentor database by school but this is not yet completed. The district is also conducting a phone survey of mentors in an attempt to gauge their opinion of the program's effectiveness. In addition, the district is attempting to implement a pre-test/post-test pilot program at Creel Elementary School. The intent of the program is to measure student achievement prior to entrance in the mentoring program and then to measure achievement again after exposure to the mentoring program.

The Mentor Program is Being Revised

While the district has a well thought out direction for the mentor program, overall participation is still somewhat limited. The number of mentors involved in the program is low and few of the schools that were visited had mentor programs in place. Moreover, as Exhibit 14-17 shows, the number of mentors at the high school level has declined in recent years. District staff offered several reasons for the recent decline:

- the elimination of the seven period day -- most of the classes in which the mentoring program is implemented have been dropout prevention ones, which have in many cases been eliminated because there was a reduction in the number periods taught per day;
- corporate downsizing -- companies are more reluctant to give employees release time. For example, United Space Alliance, a local space contractor, now makes employees take vacation or personal time to mentor instead of giving them a job code, as it used to do;
- lack of staff time – the coordinator of the mentor program also coordinates the volunteer program and the Brevard Schools Foundation; and
- new screening procedures – as mentioned previously, the district now screens and fingerprints mentor candidates. Some potential mentors may be unwilling to pay the \$39 fingerprint fee or to disclose their past history. Some potential mentors are now not accepted into the program based on things the background check reveals.

Exhibit 14-17

The Number of Mentors is Declining

Year	Number of High School Mentors
1993-94	169
1994-95	123
1995-96	104
1996-97	123
1997-98	97

Source: Brevard County School District.

The district is implementing a new type of mentor program as well, the Take Stock in Children program. This is a statewide initiative that awards scholarships and a volunteer mentor to at-risk students. Children are selected for the program between the 3rd and 9th grades. Students must have financial need, maintain satisfactory grades, demonstrate good behavior, have outstanding school attendance, and remain drug- and crime-free. In Brevard, this program has grown from 10 students to 30 students to 39 students in the last three years. The district is projecting growth of another 30 students for next year. This kind of program may have fewer students, but, because the mentoring relationship is designed to be for at least five years rather than one, should have a greater impact on the students it serves. In June 1999, the district received a grant to fund a full-time position to coordinate the Take Stock in Children program. This position will be responsible not only for the Take Stock program but will also provide all the training necessary for all district mentors.

The District Conducts Adequate Background Checks for the Mentor Program

The district regards mentors as registered volunteers and conducts the same background checks on mentors as it does on registered volunteers. Mentors must undergo a security check complete with a fingerprint check in order to take part in the program.

Recommendations

- *The district should continue improvement of data collection and refinement of district level databases.*
- *Implementation Strategy 14-6 provides the steps necessary to implement this recommendation.*

Implementation Strategy 14-6

Improve Mentoring Program at the School Level

Recommendation 1:

Strategy	Improve the district's data collection of mentoring program.
Action Needed	Step 1: Establish a districtwide database that tracks each school's mentoring hours. Step 2: Collect mentoring hours from each school and enter into the district database. Step 3: Publish the results in the <i>Mark of Excellence</i> .
Who is Responsible	Community Development Director.
Time Frame	September 1999
Fiscal Impact	None

5 The Brevard Schools Foundation is becoming a more effective resource.

The Brevard Schools Foundation is a stronger organization than it was three years ago. For the first time, it has a full board of directors. In 1997-98 it exceeded \$1,000,000 in donations; however, Brevard County lags behind its peers in its level of endowment funding.

Foundation Organization is in Place

The Foundation Board has 30 members, who are typically business leaders. The membership also includes the district's teacher of the year. New members are nominated by current members and voted in by the existing membership. The Foundation has just recently reached its self-imposed 30-member maximum, so it may begin implementing a fixed term limit for members.

The Foundation Board meets six times per year. A president is elected from the general membership to serve a term of two years.

Foundation Income is Growing

In its 11th year, the Brevard Schools Foundation has seen substantial growth in contributions over the past two years, as Exhibit 14-18 shows. Much of this growth can be attributed to the efforts of the Director of Development who joined the district three years ago.

Foundation income is primarily generated through donations from the business community. Another source of income is the Florida Education license plates. Per local decision, 70 percent of the proceeds from the license plate revenues are allocated to the Foundation's mini-grant program; the other 30 percent are allocated to the Foundation's endowment.

Exhibit 14-18

Foundation Income Has Increased Substantially in Last Two Years

	1994-95	1995-96	1996-97	1997-98
Foundation Income	\$142,411	\$249,225	\$869,473	\$1,000,000

Source: Brevard Public Schools Fast Facts.

While the Foundation has experienced extraordinary growth in donations, it lags behind its peers. The peer district closest in student population to Brevard is Polk. Polk's foundation received \$2,000,000 in donations last year. Lee, which has nearly 20 percent fewer students, received \$1,005,949 in donations to its foundation for 1997-98. Increased efforts to increase donations to the Brevard Foundation would likely result in increased donations. This is substantiated by both the great growth in donations in the last two years and by total amount of donations its peer foundations are receiving.

Endowment is Small

The Brevard Foundation has a \$300,000 endowment -- \$100,000 in donations set aside for exceptional education scholarships, and \$200,000 from a bequest. The small size of the endowment prevents the foundation from operating without annual district funds. Typically, a foundation's endowment will cover all of its operating expenses, including the Director's salary and salaries for support staff. The district's peer foundations are endowed. A successful capital campaign could provide sufficient endowment funds to begin to meet the administrative expenses of the foundation.

Foundation Has Four Current Goals

The Foundation has four current goals:

- provide at least one mini-grant for each school each year;

- provide \$100,000 in student scholarships by 2000;
- develop, fund and implement appropriate recognition programs for foundation contributors and students; and
- develop funding and programs to support development activities and trips for teachers and student assistance grant funding.

In 1997-98, the Foundation funded 30 min-grants, out of approximately 150 applications. This is short of the foundation's stated goal. According to the Director, the foundation did not want to fund anything except high quality mini-grant applications and only the 30 funded met this criterion.

Recommendation

- *The Brevard Schools Foundation should initiate a multi-year capital campaign in order to increase the foundation's endowment. Once sufficiently endowed, the Brevard Schools Foundation should begin to pay the administrative costs currently paid for by the district. As the foundation grows, it will likely need at least a part-time director and one clerical support person. When that level of need is reached, the Foundation could either support the salaries of existing district personnel, or could fund its own positions and free district personnel from foundation responsibilities.*
- *Implementation Strategy 14-7 provides the steps necessary to implement the recommendation.*

Implementation Strategy 14-7

Increase the Endowment of the Brevard Schools Foundation

Recommendation 1:

Strategy	Initiate a multi-year capital campaign for the foundation.
Action Needed	Step 1: Establish a dollar figure goal for the capital campaign, one that is realistically achievable that would enable the foundation to support its activities and its administrative costs. Step 2: Create a time line and strategy for a successful multi-year capital campaign for the Foundation with the foundation's board of directors. Step 3 Initiate the capital campaign. Step 4: Monitor results on a semi-annual basis and revise strategies as appropriate.
Who is Responsible	Community Development Director.
Time Frame	This recommendation can begin to be implemented with the 1999-2000 school year; however, it is likely that the capital campaign will require at least five years to complete.

Fiscal Impact The district will realize no immediate financial benefit from this recommendation and may require some funds to effectively achieve. District staff indicates that professional firms that provide consulting services to organizations initiating capital campaigns as much as \$30,000 to begin. However, these funds should come from the foundation. Once the capital campaign is complete, the district could begin to recoup its personnel costs for supporting the foundation. Ultimately, as the foundation grows, it should shoulder the fiscal responsibility for foundation director and support staff.

6 The district has effective procedures in place to receive community and parental input.

Overall, the district has effective procedures in place to receive community and parental input. The district surveys parents annually, provides access to district leaders via the district website, has active School Advisory Councils, and allows citizens to have input on budget and policy matters. However, as noted in Chapter 4.0 of this report (page 4-41), the district has no provisions for standing citizen advisory committees from which to receive input on various issues facing the board.

The District Surveys the Community Regularly

Each year the district sends out a survey to all district parents in an effort to solicit parental input. The surveys are created by the Office of Evaluation, Testing and Accountability and sent to individual schools for distribution. Each school determines its own method of distribution. In 1997-98, over 24,000 surveys were returned, a response rate of approximately one-third.

The surveys are returned with each child, thus allowing the district to compile data for each school. In addition, the same set of core questions is asked each year. This allows for longitudinal analysis within the district. Response rates are one of the criteria that principals are evaluated upon; thus there is an incentive in place for each school's administration to promote survey participation. The district assigns a point value to each response going from one (lowest) to four (highest). The results are tabulated and an average score for each item is calculated. The mean scores for each of the last three years are listed in Exhibit 14-19. Survey results are reported to each school's School Advisory Committee (SAC). As discussed in Chapter 4.0 of this report, each SAC uses the survey results when they are formulating their school's School Improvement Plan (SIP).

As Exhibit 14-19 shows, the district has improved in all surveyed areas from 1995-96 to 1997-98. The smallest improvement was 0.02 rating points, achieved on the item "involvement of parents in school affairs" (from 2.78 to 2.80) and on the item "extracurricular programs" (from 2.47 to 2.49). The largest improvement was 0.22, achieved on the item "quantity of homework" (from 2.50 to 2.72).

Exhibit 14-19**Survey Results Have Generally Improved Over the Past Three Years**

Item Number	1995-96	1996-97	1997-98
1. Willingness to listen to parent concerns	2.98	3.02	3.06
2. Efforts to keep you informed of your child's progress	3.03	3.08	3.12
3. Printed communications (bulletin, newsletter, teacher notes)	3.15	3.14	3.18
4. Involvement of parents in school affairs	2.78	2.75	2.80
5. Academic standards/expectations for all students	2.80	2.87	2.93
6. Extra-curricular programs	2.47	2.51	2.49
7. Quality of homework	2.62	2.74	2.80
8. Quantity of homework	2.50	2.66	2.72
9. Instructional materials provided (textbooks, workbooks)	2.59	2.66	2.76
10. Quality of technology instruction	2.35	2.40	2.43
11. Quality of technology equipment (computers, software)	2.40	2.43	2.47
12. Quality of basic instructional programs	2.68	2.73	2.77
13. School discipline	2.70	2.80	2.85
14. Provisions for a safe learning environment	2.95	3.00	3.06
15. Provisions for maintaining a clean school campus	3.04	3.05	3.15
16. General condition of the school facility	2.88	2.93	3.04
17. Effectiveness of the School Improvement Plan	2.08	2.14	2.20
18. Number of students assigned to each class (class size)	2.32	2.41	2.40
19. Effectiveness of reading instruction provided to your child	2.69	2.72	2.79
20. In general, the overall quality of your child's school	2.91	2.94	3.00
21. In general, the overall quality of the Brevard School System	2.22	2.34	2.43

Source: Brevard County School District; Office of Evaluation, Testing and Accountability.

The lowest ranked item in 1997-98 was "effectiveness of the School Improvement Plan," which only received a score of 2.20 out of 4.00. The highest ranked item in 1997-98 was "printed communications," which received a score of 3.18. Overall, parents rated the quality of the school system at 2.43 out of 4.00.

The District Provides Access to District Leaders Via the District WebSite

The district website provides direct e-mail access to four of the five school board members. However, when MGT conducted a test to determine the rapidity of school board response to e-mail messages, only one member of the school board responded to an e-mail inquiry. As technology advances, e-mail communication will become more and more prevalent in society. Each school board member should have an e-mail address via which the public can provide input or ask questions. School board members should also establish a process to regularly check and respond to their e-mail.

In addition to board members, the district website provides direct e-mail links to the Deputy Superintendent and each of the area superintendents. It does not provide an e-mail link for the Superintendent. The situation could easily be remedied by providing an e-mail address for the Superintendent on the website. District staff indicated that the website previously contained an area in which members of the public could send messages directly to the Superintendent. This function was discontinued when the district determined it was only being used by a small segment of the general population and that a great deal of the Superintendent's time was necessary to review and respond to messages. The district may wish to establish an e-mail address for the Superintendent that is monitored by another staff member. Items of substance could then be routed to the Superintendent quickly and other items maintained for review at a later date by the Superintendent.

The district website also contains a directory that lists the names, addresses and phone numbers for each principal in the district. Links to local school websites are provided, although a cursory review of school websites indicated that many school sites are under construction and not currently accessible.

School Advisory Committees Have Appropriate Representation

State legislation, adopted in 1991, required all schools to establish School Advisory Councils (SACs) as part of the statewide school improvement process (Florida School Improvement and Accountability). The SAC must represent the school's community and include parents, teachers, administrators, students, business people, and other community members.

Florida School Improvement and Accountability legislation requires that the school board annually review SACs to ensure that they are properly constituted. The legislation also requires that SAC members representing each stakeholder group be elected by their respective peer groups at the school (with the exception of business representatives who can be appointed by other members of the team). After the SACs are initially formulated, their composition is reviewed by the district's school improvement resource teacher. The resource teacher then makes recommendations to each school that is not in compliance with state law. The composition of the SACs is then reconfigured to meet state requirements. Once the SACs are approved by the resource teacher they are reviewed by the school board.

The SAC process required by the State of Florida is as follows:

- school conducts needs assessment based upon state goals, performance standards, and local and state data;
- SAC sets priorities for goals and standards to be included in the school improvement plan;
- SAC assists in preparing the proposed school improvement plan, including improvement activities, evaluations, definitions of adequate progress, and request(s) for waivers;
- School Improvement Plan is released to the community for input before being finalized;
- School Improvement Plan is submitted by the Principal to the school board, for approval;
- school board either approves or negotiates changes and approves plan; approval may include waivers from school board policy;
- school improvement plan is implemented;
- SAC reviews progress of plan implementation; and

- as long as the adequate progress criteria are met, the School Improvement Planning process continues as in previous years.

Beginning in 1997, the State of Florida required that a majority of members of each SAC be persons not employed by the school. This is a change from previous legislation that required that a majority not be employed by the school district.

The 1997 Legislature also directed districts to give each SAC a portion of lottery funds to be used to implement the school improvement plan and meet the needs of the school. Although some restrictions apply, SACs have a great deal of flexibility in how the money is used. Principals may not override SAC recommendations.

The State of Florida requires that SACs be “representative of the racial, ethnic, and economic community served by the school.” However, Florida law does not specify how closely SAC membership should reflect the composition of the school community. House Bill 3901 only states that:

Each advisory council shall be composed of the principal and appropriately balanced number of teachers, education support employees, students, parents, and other business and community citizens who are representative of the ethnic, racial, and economic community served by the school...

The district has established a composition criterion that minority membership of each SAC must be within 25 percentage points of the minority membership of the student enrollment. Thus, if a school has 50 percent minority student enrollment, the SAC must have at least 25 percent minority membership and not more than 75 percent.

The resource teacher for school improvement reviews the composition of each SAC. In cases where the SAC membership minority percentage is not within the required 25 percentage points, or where the SAC fails to draw 51 percent of its members from outside the school, the resource teacher contacts the SAC chairperson and makes suggestions for improvements. As seen in Exhibit 14-20, the SACs are currently properly configured. All schools have the proper percentage of non-employee involvement and all but one are within the 25 percentage point goal set by the district.

Exhibit 14-20**SACs Meet State Composition Requirements**

Schools	% of Minority Student Population	% of Minority SAC Members	Difference in Minority Percentages	51% of SAC Members Not School Employees?
Secondary Schools				
Astronaut	19	13	6	Yes
Central	20	19	1	Yes
Cocoa Beach	13	18	5	Yes
Cocoa High	35	28	7	Yes
Delaura	10	7	3	Yes
Eau Gallie	17	18	1	Yes
Edgewood	16	13	3	Yes
Hoover	7	8	1	Yes
Jackson	23	20	3	Yes
Jefferson	9	5	4	Yes
Johnson	14	15	1	Yes
Kennedy	30	16	14	Yes
Madison	17	23	6	Yes
McNair	67	48	19	Yes
Melbourne	19	11	8	Yes
Merritt Island	13	19	6	Yes
Palm Bay High	29	17	12	Yes
Rockledge H.	31	21	10	Yes
Satellite	13	12	1	Yes
Southwest	20	22	2	Yes
Space Coast	11	15	4	Yes
Stone	36	36	0	Yes
Titusville	16	18	2	Yes
Elementary Schools				
Roy Allen	25	35	10	Yes
Andersen	25	20	5	Yes
Apollo	18	8	0	Yes
Atlantis	9	7	2	Yes
Audubon	12	0	12	Yes
Cambridge	35	20	15	Yes
Cape View	14	6	8	Yes
Lewis Carroll	16	8	8	Yes
Challenger 7	9	14	5	Yes

Exhibit 14-20 (Continued)**SACs Meet State Composition Requirements**

Schools	% of Minority Student Populationl	% of Minority SAC Members	Difference in Minority Percentages	51% of SAC Members Not School Employees?
Columbia	24	10	14	Yes
Coquina	19	20	1	Yes
Creel	19	13	6	Yes
Croton	13	7	6	Yes
Discovery	29	18	11	Yes
Endeavour	82	68	14	Yes
Enterprise	11	0	11	Yes
Fairglen	7	11	4	Yes
Gardendale	35	24	11	Yes
Gemini	7	6	1	Yes
Golfview	66	46	20	Yes
Harbor City	19	5	14	Yes
Holland	18	33	15	Yes
Imperial	21	0	21	Yes
Indialantic	14	10	4	Yes
Jupiter	18	9	9	Yes
Lockmar	18	14	4	Yes
Longleaf	9	13	4	Yes
McAuliffe	18	0	18	Yes
Meadowlane	13	13	0	Yes
Mila	19	16	3	Yes
Mims	19	17	2	Yes
OakPark	20	20	0	Yes
Ocean Breeze	6	0	6	Yes
Palm Bay	35	27	8	Yes
Pine Groves	24	8	16	Yes
Pinewood	4	6	2	Yes
Pt. Malabar	23	10	13	Yes
Riverview	48	25	23	Yes
Riveria	43	38	5	Yes
Roosevelt	19	20	1	Yes
Sabal	17	31	14	Yes
Saturn	38	25	13	Yes
Sherwood	13	20	7	Yes
South Lake	43	15	28	Yes

Exhibit 14-20 (Continued)

SACs Meet State Composition Requirements

Schools	% of Minority Student Populationl	% of Minority SAC Members	Difference in Minority Percentages	51% of SAC Members Not School Employees?
Suntree	8	5	3	Yes
Surfside	5	7	2	Yes
Tropical	6	17	11	Yes
Turner	24	5	19	Yes
Univ. Park	53	44	9	Yes
Westside	16	5	11	Yes

Source: Brevard County School District.

Recommendations

- *The results of the district stakeholder survey should be published and made accessible to all members of the community.*
- *The remaining school board member's e-mail address should be made accessible on the district website. The Superintendent should also have an e-mail address that is accessible via the district website.*
- *Implementation Strategy 14-8 provides the steps necessary to implement these recommendations.*

Implementation Strategy 14-8

Improve Public Access to District Leadership

Recommendation 1:

Strategy	Publish the results of the district stakeholder survey.
Action Needed	Step 1: Tabulate the results of the district stakeholder survey. Step 2: Publish the results, complete with some analysis and perspective, in the <i>Mark of Excellence</i> and on the district website.
Who is Responsible	Director of Communications.
Time Frame	September 1999
Fiscal Impact	None

Recommendation 2:

Strategy	Provide a link on the district's website to each member of the school board and the Superintendent.
Action Needed	Step 1: Put a link to the remaining school board member and to the Superintendent.
Who is Responsible	District Webmaster.
Time Frame	September 1999
Fiscal Impact	None

Does the District's Print Shop Operate Efficiently?

Goal C: The district's print shop provides quality service to district departments and schools at cost efficient prices.

1 While the district's print shop is convenient, it is not cost effective.

The district print shop is generally highly regarded by department heads and school administrators and primarily serves the Division of School Operations. However, the print shop does not operate on a 100 percent charge back system and subsequently relies on a district subsidy to meet expenses. While the print shop has explored the possibility of privatization, the study was not based upon proper cost comparisons; thus the results are questionable. The print shop has been operating without a full-time manager for five years.

The Print Shop Has Not Had a Full-Time Manager in Five Years

The Director of Communications does not review the district print shop's operations on a regular basis. This places a higher premium on effective management by mid-level managers within the print shop. However, the shop has operated without a full-time manager since 1994. In the 1994 operational audit, it was recommended that an experienced manager assume responsibility for managing the shop. The shop's photo lithographer has handled administrative functions since the audit took place. In Fall 1998, the Director of Communications obtained the authority to hire a print shop manager, but the position remains vacant.

A qualified, experienced shop manager would help improve the operational efficiency of the print shop by improving scheduling, monitoring work flow, managing personnel issues, being responsible for product pricing, and dealing with overall work quality. A shop that has a volume of approximately \$500,000 per year should have an experienced manager in charge of the operations to improve both efficiency and accountability.

The Director of Communications indicated that interviews for the manager position were being scheduled as of June 1999 and that the position would be filled with all possible speed. Once the position is filled, the manager should assume responsibility for the print shop.

The Print Shop Has Not Been Evaluated Since 1994

The Office of Communications and the print shop are not tracking performance measures, such as cost per print job or total dollar amount of print jobs completed by department or school. Other than a study completed in 1994, the district has not evaluated the print shop's cost efficiency. The Director of Communications has requested an internal audit of the print shop for the past two years, but the district has not completed one.

Prior Cost Effectiveness Studies Used Flawed Methodologies

In 1994, print shop operations were reviewed by an outside consultant and also by an ad hoc committee selected by the district. While the primary intent of the reviews was not specifically to decide whether or not to privatize print shop operations, the issue was addressed as part of the overall evaluation process. At that time, the committee recommended keeping the print shop operations internally managed and not outsourcing district print operations. The rationale for this decision was not clearly explained. According to the report, "it is doubtful that bidding out all projects would provide the service and dedication now being enjoyed by its customers." The justification for keeping the print shop internally managed seemed to be based primarily upon convenience to customers, but no evidence was presented to justify this conclusion. The cost effectiveness of the print shop was not cited as a reason for keeping the print shop internally managed.

While cost comparisons were presented in the report, it is questionable if they were properly conducted. Generally, the cost comparisons used showed that print shop production was less expensive than outside production. However, only one outside print shop was used for comparison and comparisons were made based upon print shop pricing that did not include district subsidies. In other words, the pricing of jobs performed by the print shop did not include the total cost paid by the district. District subsidies in the past two years totaled 15 and 30 percent respectively. Based on these figures, a 22 percent subsidy added to the print shop cost is not unreasonable. When a 22 percent subsidy is added to the cost of the print shop pricing, three of the four items compared were still lower in price, but total savings were much less. Moreover, the study only compared true printing press jobs, even though the district's print shop completes a large number of strictly copying jobs.

Exhibit 14-21

District's 1994 Privatization Comparison Did Not Include District Subsidies or More Than One Vendor

Comparison Job	Outside Vendor Print Services Price	Print Services Cost	\$ Savings Reported	\$ Savings with 22% Subsidy Added
500 Letterhead with Envelopes	\$113.00	\$90.00	\$23.00	\$3.20
1000 Envelopes	\$57.90	\$57.00	\$0.90	(\$11.64)
500 Sets 2 Part Carbonless Forms	\$49.95	\$35.00	\$14.95	\$7.25
500 Sets 3 Part Carbonless Forms	\$72.45	\$57.00	\$15.45	\$2.91

Source: Brevard County School District, District Report on Print Shop Operations, May 1994.

The district has not re-examined the issue of outsourcing print shop operations since its review of total operations in 1994.

The Print Shop Does Not Operate on a 100 Percent Charge Back Basis

The district print shop does not operate on a 100 percent charge back basis. The district subsidizes the print shop to make up for any shortfall in operating revenues. For the 1997-98 academic year, the print shop had internal expenditures of \$648,000 (this includes personnel costs). However, charge-backs totaled only \$453,000. Consequently, the district subsidized the print shop \$195,000. In the previous academic year, expenditures totaled \$565,000 however they only recovered \$482,000 in charge-backs. This left the district responsible for the \$83,000 shortfall. Generally, pricing is based upon the cost of supplies and additional labor, although many jobs are repeat jobs that are usually priced at the same level as the previous job.

The failure to operate on a 100 percent charge-back basis is problematic for several reasons. It encourages sub-market level pricing because the print shop can count on a subsidy for all shortfalls. If the print shop is charging too little for its services, it will result in a greater supply of services produced than would be optimal, thus resulting in districtwide inefficiency. The removal of the subsidy would result in the print shop either having to raise prices or cut operating costs. If prices are raised, customers of the print shop may go elsewhere for cheaper services. If operating costs are reduced, the district benefits from saving dollars that were formerly supporting non-essential functions.

One way to ensure that the print shop is funded on a 100 percent charge back basis would be to organize it as an internal vendor to the district. An internal vendor is an in-house organizational unit that functions like a private business. It should have its own accounting system (operated as an internal service fund) that is very similar to the accounting system used by private businesses. The vendor sells its services to in-house organizations based on clearly stated prices and the level of services provided and receives no budget allocations from its parent organization. In addition, the internal vendor must pay its full share of organizational overhead and adjust its staffing and expenditure levels to fit within its annual revenue. Consumers of the service may use their budgets for other uses if they use less of the service and can purchase from other (outside) vendors.

The Print Shop is Charging Below Market Prices for Copies

The print shop charges \$0.03 per sheet for regular copies and has done so for at least the last five years. In researching the market price for copies, MGT found that area vendors in the county charge at least \$0.035 per copy for single-side black and white volume copying. One vendor, located near the district central office, charges \$0.07 for the first 100 copies of a black and white document and \$0.035 per copy above 100.

While charging below market prices for copies makes it appear that the departments that utilize the print shop are saving money, in actuality the district is compensating the print shop through the subsidy mentioned earlier. If one assumes a market rate of \$0.035 per copy, the difference between the print shop rate and the market rate is \$0.005 per copy. Thus, the district is charging 14 percent below the market rate for copies. In 1997-98, if the district provided a subsidy to cover only a 14 percent difference between print shop copy prices and market prices, the district would have only had to provide a subsidy in the amount of \$90,720 (assuming the print shop only completed copy orders, with no printing orders). Instead, the district provided a subsidy more than twice that amount, indicating that print shop expenditures are out of line with market rates.

The Print Shop Does Not Regularly Monitor Customer Satisfaction

In order to provide quality customer service, the print shop needs to determine the overall level of customer satisfaction with its services. Regular feedback from the customer will highlight operational problems

whose resolution should lead to greater overall efficiency. In the past, the print shop surveyed customers, but has discontinued the practice.

County Government Might be Interested in Using District Print Shop

Currently, the county government office across the street from the district central office does not have an internal print shop. Instead, the county uses the competitive bid process and outsources all of its printing and copying work; county staff estimates that the volume of work is approximately \$200,000 per year. District staff discussed with county government representatives the potential for providing printing and copying services in nearly two years ago. Although interest was expressed on both sides, no agreement was reached. In an interview with MGT, county staff indicated that the county government would still potentially be interested in developing some form of a joint agreement.

The district should pursue an agreement with the County of Brevard to supply at least of portion of it printing and copying services. Reorganizing the print shop as an internal vendor should facilitate this agreement.

Recommendations

- *The print shop should become an internal vendor.*
- *The print shop should regularly survey its customers and use this feedback to improve its quality of service.*
- *Print shop operations should be evaluated each year for the purpose of improved accountability.*
- *The internal vendor program should be evaluated after two years. If revenues are not at least equal to expenditures at that point, the district should study the feasibility of total privatization of print shop operations.*
- *Implementation strategy 14-9 provides the steps necessary to implement this recommendation.*

Implementation Strategy 14-9

Improve Print Shop Management

Recommendation 1:

Strategy	Make the district print shop an internal vendor.
Action Needed	Step 1: Hire a full-time print shop manager. (See recommendation #3) Step 2: Place all jobs on a 100 percent charge-back basis. Step 3: Eliminate district subsidy. Step 4: Place all related accounting features within the shop.
Who is Responsible	Director of Communications.
Time Frame	March 2000

Fiscal Impact The exact fiscal impact of this recommendation is indeterminate. As the print shop moves to internal vendor status, it may have to raise the prices it charges to its customers. However, it will have to find ways to operate at very close to market prices; otherwise customers will go to external vendors for services. Given the size of the district subsidy, it is likely that this recommendation will ultimately result in cost savings for the district.

Recommendation 2:

Strategy Audit the print shop on a yearly basis.

Action Needed Step 1: Arrange for the internal audit firm to audit print shop finances on an annual basis, with the goal of determining true costs of operations and improving accounting and recordkeeping methods.

 Step 2: Conduct the audit.

 Step 3: Review the results with the print shop manager.

Who is Responsible Print shop manager.

Time Frame March 2000

Fiscal Impact None

Recommendation 3:

Strategy Develop a plan to receive customer feedback.

Action Needed Step 1: Authorize the print shop manager to conduct a customer service survey.

 Step 2: Implement the survey at the end of the academic year.

 Step 3: Publish results in district communications outlets.

Who is Responsible Print shop manager.

Time Frame January 2000

Fiscal Impact None

Recommendation 4:

Strategy Evaluate the internal vendor program in two years.

Action Needed Step 1: Authorize the Associate Superintendent for financial services to evaluate the internal vendor program in two years to determine the overall effectiveness of the program.

 Step 2: Conduct the evaluation.

Community Involvement

Step 3: Continue the program if effective. If not effective, study the possibility of privatizing the print shop function.

Who is Responsible Director of Communications.

Time Frame September 2001

Fiscal Impact None

15

Safety and Security

The Office of Public Safety has proper policies and procedures in place for an effective security program. However, Brevard County School District could take further preventive measures to ensure the overall safety and security of its students and employees.

Note: Safety and Security is one of three areas in the Brevard review for which the State of Florida has not developed best financial management practices. Accordingly, the review of this area was conducted in accordance with MGT management review audit guidelines.

Conclusion

Generally, the district has effective policies and procedures in place for maintaining district safety and security. Overall, MGT found that:

- The Office of Public Safety has an organizational structure with clearly defined units and lines of authority. (15-6)
- All security functions are not under the control of the Office of Public Safety. (15-7)
- The district's safety and security function is supported by the appropriate number of personnel. (15-10)
- The district has effective policies and procedures in place for maintaining district safety and security. (15-12)
- The district does not have sufficient safeguards, with regard to school alarm systems in general and at the district central office in particular, in place to deter crime and ensure the safety of students and employees. (15-18)
- The district utilizes shared services with law enforcement agencies. (15-26)
- The district has not studied the potential for outsourcing its security program. (15-27)

Fiscal Impact of Recommendations

Only one recommendation from this chapter has a significant fiscal impact. As shown in Exhibit 15-1, implementing some form of intercom or emergency communications system in the central office would result in a one-time cost to the district of approximately \$50,000. However, one other recommendation could have fiscal impact. MGT recommends that the board establish a policy regarding security alarms in all schools. Depending on the nature of the policy determined, the district could incur significant expenses, although it may also realize an equal amount of dollar savings.

Exhibit 15-1

Implementing the Recommendations for Safety and Security Would Result in a One-Time Fiscal Impact of Approximately \$50,000

Recommendation	Fiscal Impact
Install an intercom or other emergency communication system in the central office.	The fiscal impact of this recommendation would be approximately \$50,000.

Source: MGT.

Background

The mission of the Office of Public Safety "is to promote a safe, secure learning environment to enhance our youth in obtaining a quality education."¹ Toward these ends, the office is responsible for six separate, though related, functions:

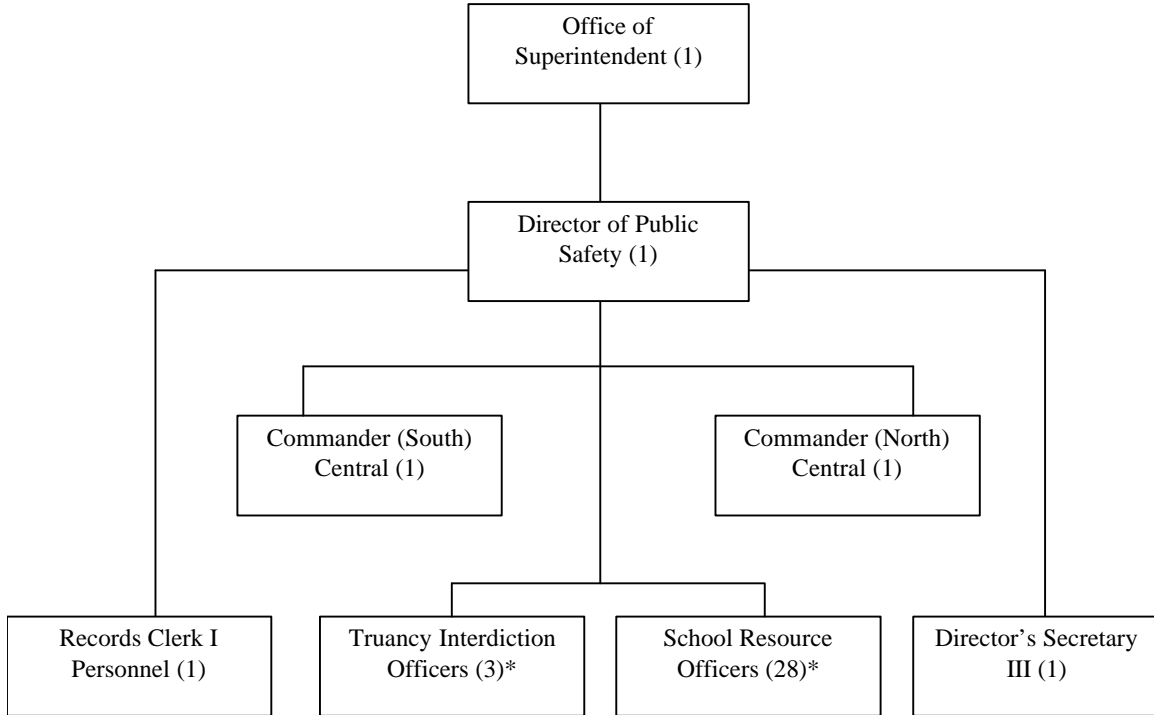
- conducting background checks on all district employees, volunteers, and mentors;
- conducting personnel investigations that may lead to disciplinary actions with regard to teacher certification and/or employee termination;
- handling all student related, board policy, and criminal investigations that may lead to expulsion;
- directing activities regarding emergency management issues (hurricane, severe weather, tornadoes, flooding, etc.) for school district resources;
- coordinating with local law enforcement with regard to unlawful activity on school property or at school-sponsored events; and
- preventing crime.

In order to fulfill these functions, the office is organized as shown in Exhibit 15-2.

¹ *Brevard County Public Schools Office of Public Safety Operations Manual*

Exhibit 15-2

Office of Public Safety Organizational Chart



*One half of the salary paid by the Brevard County School District. One half of the salary paid by the local government.
Source: Brevard County School District.

The Director of Public Safety is primarily responsible for:

- administrating the Office of Public Safety according to the appropriate Florida Statutes, the adopted policies of the School Board, and department general orders; and
- coordinating the protection and safety of students, school personnel, and property within the district.

The Director also has responsibility for coordinating the School Resource Officer and the Truancy Interdiction Officer programs. However, employees that implement these programs are not under his direct supervision.

The two Area Commanders are primarily responsible for:

- conducting investigations concerning the conduct of students and personnel that may be in violation of school board rules or state statutes;
- assisting local law enforcement with investigations of criminal activities; and
- coordinating with assigned School Resource Officers while providing assistance and guidance as needed.

The Secretary in the office is responsible for:

- monitoring employee/student investigations;
- completing employee/volunteer/contractor background checks; and
- performing administrative tasks (budget/payroll).

The Records Clerk in the office is responsible for:

- fingerprinting all employees and volunteers as needed;
- producing identification badges;
- notifying schools of criminal incidents ;
- filing resident mobile home agreements; and
- filing School Resource Officer/Truancy Interdiction Officer contracts.

District Safety and Security Programs

Beyond the safety and security functions performed by the Office of Public Safety, the district operates three main safety and security programs:

- the School/Facility Vandalism Prevention Program;
- the School Resource Officer program; and
- the Truancy Interdiction Officer program.

The School/Facility Vandalism Prevention Program places residents in mobile homes onto school campuses. The residents of these mobile homes are responsible for making nighttime security checks of the school and campus. Residents are not supposed to apprehend intruders, although certified law enforcement officers have the right to do so. Residents are typically law enforcement officers or employees of the district.

Each school's principal decides whether to participate in the program. If they do, they also decide whom to allow to reside on their campus. Mobile home residents are required to undergo the same screening process that volunteers and employees do. This includes being fingerprinted, having a criminal history check, and indicating any past criminal or driving offenses. A contract outlining the duties and expectations is signed by the resident and must be approved by the Principal, the Director of Public Safety, the Area Superintendent, and the Assistant Superintendent of Facilities Services. The district pays for electricity and water; the resident provides (and owns) the mobile home. The resident is expected to maintain the mobile home as a single-family residence, to maintain a telephone, to walk the school campus regularly, to act as the primary responder for intrusion alarms, etc.

The School Resource Officer program places a sworn law enforcement officer into all secondary schools in the district. Officers come from either city police departments (if the school is within the limits of a municipality), or the Brevard County Sheriff's Office (if the school is in the county domain). Half of their salaries and benefits is paid for by the district; the other half is paid for by the officers' respective departments, for a 10-month contract.

The Truancy Interdiction Officer program is in its first year in the district. The program employs three sworn law enforcement officers whose main purpose is to combat truancy before it becomes a serious

problem. Officers apprehend suspected truants and deliver them to schools as well as pay visits to suspected truants' homes. The current officers are members of the 1) Melbourne Police Department; 2) Titusville Police Department; and 3) Palm Bay Police Department. The district pays 50 percent of the salaries and benefits for these officers for a 10-month contract.

Perceptions of District's Safety and Security Vary

In the course of the combined review, MGT asked all central office administrators, all principals, all assistant principals/deans, and one-fourth of the district's teachers to complete a survey on various issues the combined review would cover. The response rates for each group were 81.8 percent (administrators), 62.9 percent (all classes of principals), and 39.6 percent (teachers).

Several questions on MGT's survey addressed safety and security issues. From these questions, the following conclusions can be drawn.

- Teachers feel less safe in Brevard schools than do administrators and principals. Only 48 percent of teachers *agree* or *strongly agree* with the statement "Brevard County schools are safe and secure from crime." In contrast, the vast majority of administrators (89%) and principals (86%) *agree* or *strongly agree*.
- Teachers also disagree with the other staff groups when presented with the statement "Our schools do not effectively handle misbehavior problems." The majority of teachers, 55 percent, *agree* or *strongly agree* with this statement. In contrast, the vast majority of administrators (81%) and principals (85%) *disagree* or *strongly disagree* with this statement.
- All staff groups *agree* or *strongly agree* with the statement "There is administrative support for controlling student behavior in our schools." A majority of teachers, 54 percent, *agree* or *strongly agree*, but 85 percent of administrators and 94 percent of principals.
- Teachers again disagree with the other staff groups when asked to rate the district's law enforcement/security. Nearly a third, 31 percent, of teachers indicated it *need some* or *major improvement*. In contrast, 85 percent of administrators and 69 percent of principals rated it as *adequate* or *outstanding*.

MGT has used similar survey questions in school district reviews across the country. Thus, the responses in Brevard can be compared to the responses provided by administrators and teachers in dozens of other school districts. Completing this analysis, MGT found that, regarding safety and security.

- The combined group of all Brevard administrators (both central office and school-based) was generally more positive regarding district safety and security than were administrators in other districts. Brevard administrators rated law enforcement/security highly – 72 percent rated it as *adequate* or *outstanding*. In contrast, only 59 percent of administrators in other districts did the same. When presented with the statement "District schools are safe and secure from crime" 87 percent of Brevard administrators *agreed* or *strongly agreed*. In contrast, only 67 percent of administrators in other districts did the same.
- Brevard teachers were generally in agreement with teachers in other districts on safety and security issues. Brevard teachers did rate law enforcement/security highly – only 48 percent rated it as *adequate* or *outstanding*. Nearly the same percentage, 45 percent, of teachers in other districts did the same. When presented with the

statement “District schools are safe and secure from crime” 48 percent of Brevard teachers *agreed* or *strongly agreed*, as did 40 percent of teachers in other districts.

Is the Office of Public Safety Organized Appropriately and Sufficiently?

Goal A: The district's safety and security organizational structure and staffing levels are adequate to perform division functions.

The duty of district-level safety and security personnel should be to provide specialized services to enhance the health and safety of all members of the school community – students and employees. Safety and security personnel should ensure that all district facilities comply with appropriate State and Federal regulations and with district policies. Safety and security personnel specifically should facilitate programs for safety training, security, electronic surveillance, facility safety, fire and sanitation inspections, accident investigations, risk elimination and minimization, emergency shelter management, toxic and hazardous waste management, OSHA compliance, and indoor air quality testing.

Issues specifically related to safety and security of facilities (other than security alarms) are reviewed in Chapter 10.0 of this report (page 10-40) and are not considered here.

1 The district's safety and security division has an organizational structure with clearly defined units and lines of authority.

The district's Office of Public Safety has an accurate and up-to-date organization chart for all full-time employees. All full-time employees have clearly specified job responsibilities and lines of authority are clear and understandable.

The District's Office of Public Safety Director Reports Directly to the Superintendent

The district has five full-time safety and security staff. The Office of Public Safety is headed by a director who reports to the Superintendent and sits on the Superintendent's cabinet. This reporting relationship is designed specifically to apprise the Superintendent on safety and security matters, so that he can keep a close watch on safety and security matters. The Director of Public Safety has two area commanders (north and south), a secretary and a records clerk. This organizational structure promotes the effective functioning of the office.

The District's Safety and Security Division Has Clearly Specified Job Responsibilities

Based on a review of job descriptions, MGT found that the district-level safety and security personnel have clearly specified job responsibilities. According to interviews with district staff and on-site observations, the job descriptions generally match the work performed and accurately reflect the responsibilities of each position.

2 The Office of Public Safety should assume additional security-related functions, increase security at the central office, and monitor intrusion alarms in schools.

The Office of Public Safety supervises most security-related functions, but not all. In some cases, the division of responsibility has not affected the safety and security of the district; in other cases, it has. The functions the office does supervise include:

- handling all expulsion and employee misconduct investigations;
- supervising the school resource and truancy interdiction officers;
- supervising the School/Facility Vandalism Prevention Program;
- fingerprinting of all employees, volunteers, and mentors;
- creating ID badges for employees; and
- performing criminal history checks of volunteers, mentors and employees.

Areas related to security that are not handled by the Office of Public Safety include:

- security of the Central Office building;
- security procedures for visitors to the Central Office;
- central coordination of the truancy program; and
- monitoring intrusion alarms at schools.

Security of the Central Office building is the responsibility of the Assistant Superintendent of Facilities. Security and maintenance of district school buildings generally falls under the responsibility of the Facilities Division. However, overall safety and security responsibilities are within the domain of the Office of Public Safety. This misplacement of a security responsibility with the facilities department has resulted in less than optimal security for the Central Office building.

Public Safety Director Is Not Directly Responsible for the Truancy Program

The truancy program has two separate components. Truancy Interdiction Officers are responsible for apprehending school age youth that are not in compliance with state attendance law. In addition, they assist the district's Resource Teachers for Attendance in serving non-attendance and expulsion notifications in dangerous neighborhoods. Resource Teachers for Attendance provide counseling for students and generally work to keep students in school before they become involved with the legal system. Each component of the truancy program is responsible for its particular functions and interaction is limited. While the Office of Public Safety has no official jurisdiction over the Resource Teachers for Attendance, it does have coordinating responsibility for the Truancy Interdiction Officers. The Truancy Interdiction Officers, by contract, are supervised by their respective area superintendents. While this division of responsibilities is somewhat unusual, it does not appear to decrease the program's effectiveness.

Security at the Central Complex is Inadequate

No after-hours security is maintained for the Central Office Complex. Video cameras were installed in the Central Office Complex during the original construction, however, they have not been made operational. District staff indicated that making the security cameras operational is not a district priority. Nighttime custodial crews are responsible for ensuring that all doors are locked unless there is an evening activity. Custodians are in the building at least until 11:30 p.m. each night and few activities last beyond that time. While all visitors are supposed to enter through the main entrance and all side doors are to be locked after 8:15 a.m., at least one side door is frequently left open after 9:30 a.m. MGT found extensive evidence of this during the three on-site visits.

In comparison to its peers, Brevard has inadequate central office security. Orange County School District has surveillance cameras, card access control, intrusion alarms, and unarmed guards 24 hours a day at its Central Office Complex. Lee County School District has a guard and intrusion alarms. Volusia County School District has monitored intrusion alarms.

Visitor Procedures at the Central Office Are Inadequate

All visitors to the central complex are supposed to sign in at the front desk. This policy is sporadically enforced. No provisions are made to identify authorized visitors with name tags nor are visitors required to sign in or identify their intended destinations. For the most part, visitors are free to come and go as they please within the Central Office Complex. The Central Office Complex has numerous entrance and exit points and, given the large amount of computer equipment in the offices, presents a security risk. While no incidents have been recorded to date, this does not reduce the need for more proactive security measures. For this reason, security of the central office should be the responsibility of the Office of Public Safety.

Central Office Does Not Have Intercom System

In the event of an emergency, the staff in the central office has no method to communicate that emergency throughout the office complex. Given the structure of the complex, it is possible that a security threat could arise in one part of the building and staff members in other parts of the building would be completely unaware. During MGT's second on-site visit, the central office fire alarm system was sounded. Some district staff was unsure whether it was an actual alarm or merely a test, but chose to ignore the alarm regardless. Because the complex has no intercom system, they had no way to know.

School Intrusion Alarms Are Insufficiently Monitored

Overall responsibility for alarms belongs to the Assistant Superintendent of Facilities; however, each school is responsible for installation and monitoring of any intrusion alarm system. With no clear policy for the installation and monitoring of security devices, school principals assumed the responsibility for determining whether or not to assume the cost for installing security devices. Thus, the installation of security devices was a site-based decision, often contingent upon the resources available to each school. The district provided no formal guidance to schools regarding the types of alarm systems that should be considered.

As a result, only a little more than one-fourth of the district's schools have intrusion alarms in place. Of these, MGT found evidence that the alarms at these schools may be insufficiently monitored. In some cases, school alarms systems are used inconsistently. Placing responsibility for assisting in selecting new alarm systems and for monitoring the use of existing alarms under the Office of Public Safety would help ensure that all schools have adequate security systems.

Recommendations

- *Overall responsibility for the security of the Central Office Complex should be moved from the facilities division to the Office of Public Safety. The Office of Public Safety should then implement necessary preventive security measures.*
- *The Office of Public Safety should assume responsibility for overseeing the alarm systems in schools, including the installation of new alarms and the monitoring of systems already in place.*
- *Implementation Strategy 15-1 provides the steps necessary to implement these recommendations.*

Implementation Strategy 15-1

Recommendation 1:

Strategy	Turn responsibility for the security of the Central Office Complex over to the Office of Public Safety.
Action Needed	Step 1: Place responsibility for the security of the Central Office Complex under the Office of Public Safety Step 2: Review the visitor procedures in place at the central office and revise as necessary. Step 3: Review the physical security of the building and improve as necessary. Step 4: Explore options for installing at least a limited intercom or other emergency notification system in the central office.
Who is Responsible	Superintendent for realigning the responsibility; Director of Public Safety for implementing increased security measures.
Time Frame	October 1999
Fiscal Impact	The installation of an intercom or emergency notification system could have a one-time fiscal impact of up to \$50,000.

Recommendation 2:

Strategy	Turn responsibility for the school alarm systems over to the Office of Public Safety.
Action Needed	Step 1: Place responsibility for school alarm systems under the Office of Public Safety. Step 2: Review the status of the alarm systems already in place in schools, including whether the systems are sufficient and whether they are in use consistently.

Step 3: Develop a schedule to monitor the use of school alarms and to conduct systems tests on a regular basis.

Step 4: Identify those schools without alarms systems and determine whether they plan to install alarms in the future. Review any plans to do so to ensure the alarm systems chosen are sufficient for needs.

Who is Responsible	Superintendent for realigning the responsibility; Director of Public Safety thereafter.
Time Frame	November 1999
Fiscal Impact	This recommendation has no fiscal impact; the issue of installing alarm systems in schools currently without them is addressed later in this chapter.

3 The district's safety and security division has sufficient personnel to perform its current duties.

With five full-time personnel (three professional and two support), the Office of Public Safety is appropriately staffed. Polk County School District also has three professional and two support positions to fulfill student discipline and security functions. Orange County School District has four professionals to fulfill just security functions.

At the beginning of the 1998-99 school year, the number of investigators was reduced from three to two. This resulted in increased caseloads for the remaining investigators and necessitated the Director assuming some investigative responsibilities. Based on MGT's workload analysis, it appears that the net effect of reducing the number of investigators has impeded staff's ability to proactively manage the security program. There are proactive measures the district could be implementing, such as reviewing the effectiveness of current safety programs and coordinating school alarm installation, which the Office of Public Safety is not currently doing. Staff indicates this is due to a lack of available staff time. However, staffing appears adequate to perform the current functions.

Is the District Safety and Security Function Operating Efficiently and Effectively?

Goal B: The district's safety and security functions are efficient and effective.

Background

The best approaches to school district safety are highly proactive. A safe school district will effectively manage its resources and aggressively plan for future situations. Responsive planning for safety requires accurate and up-to-date information regarding the current and future status of conditions in the district's schools and facilities. Safety inspections must be routine and thorough, procedures must be in place that facilitate quick reporting of emerging safety situations, and the response to identified situations must be prompt.

In 1996-97, the National Center for Education Statistics (NCES) commissioned the Principal/School Disciplinary Survey on School Violence. This survey was conducted with a nationally representative sample of 1,234 regular public elementary, middle, and secondary schools in 50 states and the District of

Columbia. As part of this survey, NCES asked school districts to report on the types of security measures used to ensure safety in school buildings, with these following results.

- Ninety-six (96) percent of public schools reported that visitors were required to sign in before entering the school buildings.
- Eighty (80) percent closed campus for most students during lunch.
- Fifty-three (53) percent controlled access to the school buildings.
- Twenty-four (24) percent controlled access to the school grounds.
- Nineteen (19) percent conducted random drug sweeps.

NCES also asked school districts to rate the level of security in their school facilities, with these results:

- Two percent of schools had stringent security, defined as a guard present on a full-time daily basis, students passing through metal detectors daily, and/or being subject to random checks with metal detectors.
- Eleven (11) percent of schools had moderate security, which is defined as either a full-time or part-time guard and no metal detectors, but with controlled access to the school building.
- Eighty-four (84) percent of public schools included in the national survey were considered to have low security, which means no guards, no metal detectors, and minimal or no attempts on the part of the staff to control access to school buildings.

Traditionally, most school safety actions in the southeastern United States have involved installing metal detectors, surrounding schools with fences to create safe zones, and creating alternative education programs for the violent or disruptive students. Recent actions such as those in Littleton, Colorado, call for a more comprehensive approach that involves awareness, prevention, and intervention, and recognizes school violence as part of a community problem requiring community involvement.

The Southern Regional Education Board (SREB) publication *FOCUS on School Safety and Violence Prevention* indicates there is no simple answer. According to most experts in the field, the best action plan is to implement comprehensive policies that make safety a priority and that are well-organized, predictable, and ongoing. Experts also suggest some common elements schools should consider in developing comprehensive school safety policies. These elements include:

- eliminate the philosophy that “it can’t happen here” -- a focus on safety and orderly behavior is appropriate in all schools and at all levels;
- develop clear rules and high expectations for behavior and school performance. These rules should be enforced consistently by all staff in the school;
- adopt clear statements of student and staff responsibilities;
- provide professional development for teachers, staff, and volunteers in all aspects of safety, supervision, classroom management, and crisis intervention;
- adopt procedures for identifying and responding to the needs of at-risk and disruptive students; and
- ensure adequate presence and adult supervision.

1 The district has safety and security policies and procedures in place.

The task of establishing a secure environment in which teachers can teach and students can learn requires comprehensive planning and appropriate policies and programs that address the needs of both the district and the unique situation of each school within the district. In a secure district, schools are made aware of potential security hazards and have mechanisms to respond as necessary. Schools are individually proactive about making their campuses secure from the threat of violence or abduction from adults. Schools are also proactive about keeping their students secure from the threat of violence from other students. In all of their efforts, schools are supported by a central office that takes security seriously.

The District Has a Safety and Security Policies and Procedures Manual

The district's Office of Public Safety has compiled a thorough and well written operations manual that outlines district policies and procedures for handling various security issues. The *Brevard County Public Schools Office of Public Safety Operations Manual*, dated 1996, contains the following sections:

- Mission Statement
- Administrative Procedures
- Personnel Procedures
- Enforcement Procedures
- Appendices with various forms to be used for investigations and reports

The manual is intended primarily for law enforcement personnel and is very complete. Sections are sequentially numbered so that modifications and additions can be made easily. The Director of Public Safety is responsible for updating the manual. Generally, updates are made as needed; a formal review period has not been established. Based on MGT's review of the manual and interviews with district staff, the manual includes all major areas of operation for the office, is well-disseminated, and referred to frequently. However, the manual has not been formally adopted by the school board nor is it referenced, as other manuals, in the rules of the school board.

The District Has Provided Schools With a Specific Set of Guidelines for Handling Threats to Security and Emergency Situations

The Office of Public Safety has ensured that schools are well-versed in actions to take in the event of emergencies. To assist schools, the office created a *School Critical Incident Response Manual*. This manual outlines the steps that should be taken by school employees in the event of an incident that can be defined as "traumatic" and "beyond the range of experiences that a person usually encounters." This detailed manual provides step-by-step procedures to follow in case of practically any emergency. It contains the following sections:

- Medical
- Violence and Crime
- Firearm and Weapon
- Shelter in Place/Evacuation

- Facility Emergencies
- Unique Incidents and Severe Weather
- Student Welfare
- Parent and Staff Welfare
- Appendices that contain specific forms, checklists, and policies

Every school is required to have this manual based on the template created by a committee of school professional and emergency responders, as approved by the Director. Additionally, the manual has a section which is school site-based, which allows the manual to be more customized, given each school's individual characteristics. Each school is required to have at least 10 people trained in the use of the manual and manuals and all changes must be approved by the Director of Public Safety. Principals are required to review the manual with all teachers and support staff in their schools. For the 1997-98 school year, the Director approved changes to manuals for each of the district's schools. Each of the 10 schools MGT visited for safety and security concerns had copies of their individualized School Critical Incident Response Manual available to school personnel and school administrators indicated that it is valuable tool. The creation of a districtwide and school-specific response manual is a commendable measure.

The District Has a Lower Overall Number of Reported Incidents Than Might Be Expected, Based on State Averages

The fifth State Education Goal is school safety and environment. To reach the goal, schools and communities "must provide an environment that is drug free and protects the health, safety, and civil rights of everyone in the school." Exhibit 15-3 displays the number of reported incidents for the district and the state for 1997-98.² Based on the fact that the district's student population was 2.96 percent of the state's total student population for that year (and assuming that the rate of incidents in general is consistent throughout the state), MGT calculated whether the expected number of incidents was greater or less than the actual number of reported incidents in the district. As the exhibit shows, the district had a lower than expected overall number of incidents and lower than expected number of all types of incidents, except drug (excluding alcohol), larceny/theft, threat/intimidation, and tobacco. In these categories, the district had a higher than expected number of incidents for 1997-98. However, given the assumptions required in making these calculations, the actual number of larceny/theft and tobacco incidents is not significantly higher than the expected number of incidents. This is not true for drugs (excluding alcohol), where the expected number was 135 and the actual number was 189 (40% higher than expected), or for threat/intimidation, where the expected number was 307 and the actual number was 394 (22% higher than expected). District staff indicated that they believe the data for 1997-98 present an accurate picture of what is actually occurring in the district and is not a function of reporting issues. District staff attributed the higher than might be expected number of drug incidents to the lack of a comprehensive drug awareness and enforcement policy. District staff attributed the higher than might be expected number of threat/intimidation incidents to an increased awareness on the part of school staff and to that fact that not every school has peer mediation or conflict resolution programs. District staff also indicated that school administrators are becoming more aggressive in reporting threat/intimidation incidents, in light of recent national school violence. Whereas before a principal or teacher might have dismissed an incident as relatively minor and not worth reporting, now every incident is viewed more seriously. Increased violence nationwide has led to increased reporting in the district.

² These data depend on accuracy of those who report them. Therefore, because school districts can vary in the extent to which they accurately and completely report all incidents, these data may have a substantial margin of error. The Director of Public Safety is currently serving on a committee of 12 school districts that are reviewing the issue of statewide data accuracy in reporting. The committee is scheduled to meet July 1999.

Exhibit 15-3

District Had Lower Than Expected Number of Safety and Security Incidents in Most Areas, Based on State Averages

Type of Incident	# in State	Expected # in Brevard ³	Actual # in Brevard	Actual <, >, or = to State
Alcohol	1,021	30	19	<
Arson	271	8	3	<
Battery	14,223	421	461	<
Breaking and Entering	1,993	59	7	<
Disorderly Conduct	59,966	1,777	224	<
Drugs (Excluding Alcohol)	4,560	135	189	>
Fighting	67,211	1,991	1,221	<
Homicide	3	-	-	-
Kidnapping	13	-	-	-
Larceny/Theft	9,063	269	286	>
Motor Vehicle Theft	313	9	1	<
Robbery	459	14	5	<
Sex Offenses	1,527	45	18	<
Sexual Battery	161	5	4	<
Sexual Harassment	2,467	73	52	<
Threat/Intimidation	10,362	307	394	>
Tobacco	19,729	585	589	>
Trespassing	1,405	42	19	<
Vandalism	7,836	232	105	<
Weapons Possession	3,911	116	96	<
Unclassified Offenses	4,758	141	56	<
TOTAL	211,252	6,259	5,749	<

Source: Brevard County School District, School Advisory Council Report, 1997-98.

Exhibit 15-4 analyzes the data in another way and compares the district's number of incidents as a percentage of all incidents to the state's number of incidents as a percentage of all incidents. This method again assumes that the rate of incidents is consistent throughout the state. As the exhibit shows, the district has a slightly higher than might be expected number of battery, drug (excluding alcohol), and threat/intimidation incidents in 1997-98, as compared to the state as a whole. However, the district had a

³ Based on percentage of state's students in Brevard County School District.

much lower than might be expected number of disorderly conduct, fighting, and vandalism incidents in the same period.

Exhibit 15-4

District Has Slightly Higher Than Expected Number of Battery, Drug, and Threat Incidents

Type of Incident	# in Brevard County	% of District Incidents	# in State	% of State Incidents
Alcohol	19	0.33%	1,021	0.48%
Arson	3	0.05%	271	0.13%
Battery	461	8.02%	14,223	6.73%
Breaking and Entering	7	0.12%	1,993	0.94%
Disorderly Conduct	224	3.90%	59,966	28.39%
Drugs (Excluding Alcohol)	189	3.29%	4,560	2.16%
Fighting	1221	21.24%	67,211	31.82%
Homicide	-	-	3	0.00%
Kidnapping	-	-	13	0.01%
Larceny/Theft	286	4.97%	9,063	4.29%
Motor Vehicle Theft	1	0.02%	313	0.15%
Robbery	5	0.09%	459	0.22%
Sex Offenses	18	0.31%	1,527	0.72%
Sexual Battery	4	0.07%	161	0.08%
Sexual Harassment	52	0.90%	2,467	1.17%
Threat/Intimidation	394	6.85%	10,362	4.91%
Tobacco	589	10.25%	19,729	9.34%
Trespassing	19	0.33%	1,405	0.67%
Vandalism	105	1.83%	7,836	3.71%
Weapons Possession	96	1.67%	3,911	1.85%
Unclassified Offenses	56	0.97%	4,758	2.25%
TOTAL	5,749		211,252	

Source: Brevard County School District, School Advisory Council Report, 1997-98.

District's Safety and Security Issues are Shifting

While overall incidents are down, the district's primary types of incidents are changing. Exhibit 15-5 displays the reported incidents for the district for all of 1997-98 and for the first semester of 1998-99. The exhibit shows that the overall number of incidents for one-half of 1998-99 is less than half of the 1997-98 totals – overall incidents are down by 19 percent. However, there has been an increase in the number of alcohol-related problems -- this figure is already six times the number reported in 1997-98, an increase of 1,140 percent. Other categories that are already over half the total figure from last year include: drugs (excluding alcohol), larceny/theft, sexual harassment, threat/intimidation, tobacco, vandalism, and unclassified offenses. The majority of these offenses are committed by high school age students, and the district has only recently achieved 100 percent resource officer coverage. When questioned why there appears to be an increase in alcohol incidents, district staff indicated that it is not due to changes in reporting procedures or increased district emphasis on the issue, but is probably a true increase. Other than the lack of a comprehensive drug awareness and enforcement policy, district staff had no conclusions regarding the increase.

Exhibit 15-5

District's Safety and Security Issues are Shifting

Type of Incident	# for all of 1997-98	# for first semester of 1998-99	Percent Change
Alcohol	30	186	+1,140%
Arson	8	4	0%
Battery	421	66	-69%
Breaking and Entering	59	2	-93%
Disorderly Conduct	1,777	337	-62%
Drugs (Excluding Alcohol)	135	94	+39%
Fighting	1,991	747	-25%
Homicide	-	-	-
Kidnapping	-	-	-
Larceny/Theft	269	136	+1%
Motor Vehicle Theft	9	-	-100%
Robbery	14	-	-100%
Sex Offenses	45	18	-20%
Sexual Battery	5	-	-100%
Sexual Harassment	73	37	+1%
Threat/Intimidation	307	301	+96%
Tobacco	585	436	+49%
Trespassing	42	21	0%
Vandalism	232	125	+8%
Weapons Possession	116	36	-38%
Unclassified Offenses	141	157	+123%
TOTAL	6,259	2,535	-19%

Source: Brevard County School District, School Advisory Council Report, 1997-98 and TERMS, First Semester Data for 1998-99.

Commendation

- *The district is commended for developing the School Critical Incident Response Manual, a useful emergency use manual that is well disseminated.*

Recommendation

- *Although overall safety and security incidents are lower than might be expected in the district, the Office of Public Safety should conduct a review to determine why the district has higher than expected occurrences of alcohol, drug, and threat incidents.*
- *The Office of Public Safety should provide guidelines to schools so that school incident data are collected and reported consistently throughout the district.*
- *Implementation Strategy 15-2 provides the steps necessary to implement this recommendation.*

Implementation Strategy 15-2

Recommendation 1:

Strategy	Study trends in alcohol, drug, and threat incidents to determine the reason or the recent rise.
Action Needed	Step 1: Obtain copies of all the reports that dealt with alcohol, drug and threat incidents for the past three years. Step 2: Review the reports in detail to determine whether the increase in these types of incidents is due to: <ul style="list-style-type: none">• increased reporting (whereas before the incidents went unreported);• incorrect reporting (reporting occurrences that do not meet the definition of true reportable incidents);• increased emphasis from district and school leadership on identifying and reporting these types of incidents; and/or• some other factor.
Who is Responsible	Director of Public Safety.
Time Frame	December 1999
Fiscal Impact	None

Recommendation 2:

Strategy	Develop an appendix for the <i>School Critical Incident Response Manual</i> that will assist schools in accurately and consistently reporting safety and security incidents.
Action Needed	Step 1: Review the definitions of each type of incident as determined by the Florida Department of Education. Step 2: Develop an appendix for the <i>School Critical Incident Response Manual</i> that clearly defines each type of incident that is reported to the state. Step 3: Develop guidelines within the appendix for how to properly report each incident that occurs. Step 4: Provide the appendix to each school.
Who is Responsible	Director of Public Safety.
Time Frame	December 1999
Fiscal Impact	None

2 The district does not have sufficient safeguards, with regard to school alarm systems in general and at the district central office in particular, in place to deter crime and ensure the safety of students and employees.

While the district has a good security record, it could do more to ensure that students, employees, and property are safeguarded. The district has residents living in mobile homes on campus at some of its schools. The district has an adequate background checking system in place for employees, volunteers, and mentors. Finally, the School Resources Officer program is fully in place in secondary schools, although some refinements may be needed. However, procedures for dealing with visitors are inconsistent and sometimes ineffective, and only about one-quarter of the schools have alarm systems.

The District Does Not Have Consistent Procedures for Dealing With Visitors on Campus

Given the importance of identifying strangers on campus, the district needs to have consistent procedures for schools to follow when it comes to cataloging and identifying visitors on campus.

While most schools require visitors to sign in and wear some type of visitor badge, the quality and consistency of visitor identification badges varies dramatically from school to school. Some schools distribute plastic visitor tags with the word "visitor" on them but they do not number the badges or re-collect them. Many schools use the same visitor badges every day. In contrast, some schools change their visitor badges daily, identify the proper visitor badge of the day over closed circuit television, and log and number their badges.

While the district generally has a low rate of security problems overall, implementing proactive visitor procedures would be virtually without cost and would help ensure that the district continues to have few security problems. Coordinating consistent districtwide visitor procedures would guarantee that each school has adequate measures.

The District Does Not Have a Fully Functional Alarm System

Last year the district lost approximately \$53,000 due to theft and vandalism. The district's three-year average is approximately \$59,000 per year, relatively low for a district this size. However, the district's exposure to greater losses is substantial.

Currently, only 21 of 97 schools have alarm systems installed. The Office of Public Safety has studied at some length the issue of installing and monitoring alarms in the district's remaining schools. An independent consulting firm surveyed the district regarding current alarm practices and issued a report in May 1998. Among the key findings were:

- *Most schools believed that a security system is a deterrent for theft and vandalism.*
- *Most schools that had an alarm system used it.*
- *Most schools that did not have an alarm system said they did not want one if they had to pay for it.*
- *Most schools believed that continued use of the School/Facility Vandalism Prevention Program [the use of mobile home residents on campus] would be necessary for an effective alarm system.*

Acting on the consultant report, the district brought the issue before the Executive Safety Committee and issued a memorandum on the issue in June 1998. The Committee found the following:

- *Losses to the district did not warrant a door-to-door, window-to-window intrusion alarm system for each school. [The estimated cost to install just minimal alarm systems in all schools without them would cost \$600,000]*
- *Schools with installed minimal intrusion alarm systems did have reduced incidents of breaking and entering.*
- *Alarm systems should be installed and maintained by private contractors.*
- *Alarm systems should be monitored by an outside contractor.*
- *Primary responsibility for responses to activated alarms should belong to local police departments with assistance from the on-site mobile home residents.*
- *The district should implement a five-year plan to equip those schools that do not have security alarms with an alarm system. The funding for the program would come from school contributions to a special insurance fund to be administered by the Risk Management Division. [To date, the district has not implemented this recommendation.]*

Based on MGT's review of the district, many of these recommendations have merit. In comparison to its peers, the district has a much lower rate of intrusion alarm installation at school sites. As Exhibit 15-6 shows, Brevard has one of the lowest rates of intrusion alarm installation.

Exhibit 15-6

District Has Low Percentage of Intrusion Alarm Compared to Peers

District	Percent of Schools with Intrusion Alarm Systems
Brevard	22%
Lee	97%
Orange	65%
Polk	100%
Seminole	50%
Volusia	100%

Source: MGT survey of peer districts.

When questioned regarding the low level of intrusion alarm installation, district staff indicated three barriers:

- the lack of a board policy regarding alarm installation;
- the relatively low dollar level of loss associated with theft; and
- the relatively high dollar level associated with alarm installation.

One of the objectives for the 1998-99 *Strategic Plan* was to “recommend a policy that will provide direction with regard to the installation, maintenance, and monitoring of school site alarms.” To date, the board has not adopted such a policy. Adopting a policy would provide needed direction for the Superintendent and school principals on this issue.

The district does have a relatively low level of loss due to theft; in 1997-98, it was only \$53,000. Given that installation of an alarm system at a single school would be approximately \$20,000 - \$30,000, it is difficult to justify wholesale installation of school alarms. One district that has dealt with this issue is Seminole County. Seminole is installing sound alarms in the 50 percent of its schools that do not have alarms. These systems cost approximately \$20,000 for an elementary school, up to \$30,000 for a high school. However, the district estimates that it will recoup this cost within five years. Schools with sound alarms are able to turn off all lighting in the evening (previously left on to deter criminal activity) and thus to save on utility expenses. The district estimates that each school will save enough in utility expenses to pay for the alarm system within five years. Exploring such an alarm system would be a wise idea for Brevard, provided that the to-be-developed board policy regarding school site alarms supports it.

District Has Not Evaluated Effectiveness of School/Facility Vandalism Prevention Program

In its School/Facility Vandalism Prevention Program, the district has 79 mobile homes. Four of these are at sites other than schools – the central transportation facility, a warehouse compound, the maintenance facility in Rockledge, and the Melbourne Bus Compound. The remaining mobile homes are located at schools. Several schools have two while 13 schools have none. The decision to have a mobile home on site is made by the school principal.

The mobile home resident program is popular with principals; more than a dozen principals interviewed by MGT indicated that the program was a good one and they believe it helps to reduce vandalism. However, the district has not studied the issue in depth. One of the district's peers, Lee, does not utilize mobile home security. In Orange, the program is under review and may be eliminated. In Seminole, the program is being phased out as the district completely wires its schools with sound alarms.

The district is unable to track the exact cost of this program. Other than giving up a portion of each campus for the physical location of the mobile homes, the district only pays electricity and water. However, because the mobile homes are not on separate meters for utilities, the district has no way to track the total cost of the program.

Analysis of the district's recent data on vandalism do not lend support for the effectiveness of the program. MGT analyzed the number of incidents reported by the district for 1997-98; the data do not support the conclusion that mobile homes on campus reduce vandalism or other types of after hours incidents. Of the 100 school campus vandalism incidents in 1997-98, only three occurred on campuses without mobile homes. Of the three school robberies, none occurred on campus without mobile homes. Of the seven breaking and entering incidents, none occurred on campuses without mobile homes. Of the 19 trespassing incidents, none occurred on campuses without mobile homes.

However, this analysis is incomplete. Because mobile homes were installed at varying times on each campus, it was not possible to conduct a thorough before/after analysis of incidents at schools that now have mobile homes, although such an analysis would provide further data for an effective evaluation. The district does not keep statistics as to whether an individual school's vandalism rate decreased after locating a mobile home on the site. The district does not keep statistics on how many intruders or suspicious persons the mobile home residents intercept if a given year. The district does not keep statistics on how many alarms mobile home residents respond to, thus alleviating someone else of this responsibility. It is possible that the School/Facility Vandalism Prevention Program is providing the district with benefits beyond its original intent to reduce vandalism. However, further documentation is required before the program can be fully evaluated.

The District Has an Effective Background Checking Procedure

The Office of Public Safety is responsible for conducting criminal background checks on all employees, volunteers, and mentors. All district employees are required to undergo a criminal background and fingerprint check. The presence of the criminal background check has probably minimized the number of persons with a criminal background from seeking employment in the school district.

A list of potential new employees is sent to the Office of Public Safety by the personnel department (a criminal background check is only completed once an offer of employment has been made and accepted). When potential employees come to the Office of Public Safety, an on-line criminal records check is conducted. This procedure is only available to school districts with a law enforcement designation. Fingerprints are taken and sent to the FDLE/FBI for processing. It usually takes several weeks for the fingerprint checks to come back from the FDLE and the FBI. In the meantime, those potential employees that cleared the initial on-line criminal background check are allowed to begin work. Those employees who do not pass the initial on-line criminal background check are questioned more thoroughly by the Director of Public Safety. Ultimately, the decision as to whether or not to hire an employee is made by the Assistant Superintendent of Human Resources.

Eventually, all information generated by the division is turned over to the personnel division. The final determination of whether or not to hire someone is made by the Director of Personnel. However, the Director of Public Safety does have considerable input into the decision and by all accounts his recommendations are taken seriously when hiring decisions are made.

As documented in Chapter 11.0 of this report, the fingerprinting process used by the district requires shuffling of paper back and forth between the Office of Public Safety and the Personnel Department. Chapter 11.0 details the need to centralize this process within the Office of Public Safety.

Effectiveness of School Resource Officer Program Has Not Been Evaluated

The 1998-99 school year was the first year that School Resource Officers were present in each secondary school. There are 28 school resource officers working in the district. Primary schools do not have School Resource Officers although some schools do have DARE (drug abuse resistance education) programs that at least bring a police presence onto campus for a brief period. The practice of having a resource officer at secondary schools, but not at elementary schools, is common in Florida. Incidents of violent crime are fairly rare at elementary schools; placement of resource officers there on a full-time basis therefore may be inefficient for that purpose.

The district is similar to its peers in its deployment of SROs, in that they place one SRO at each school (with the exception of one high school that has two). Lee and Volusia Counties place a SRO in each middle school and high school. However, in Orange, every middle and high school has one SRO, but the larger schools have more than one SRO.

Brevard places one resource officer at each secondary school, regardless of school size or crime rates, with the exception of Palm Bay High (the largest high school), which has two. This means that unequal coverage on a per pupil basis occurs. For example, the Palm Bay High has 2,079 students; Cocoa Beach High (the smallest high school), has 579. In 1997-98 Titusville High had the highest number of incidents on a high school campus – 329 – but this was just one incident for every 6.3 students. Yet, with 72 percent fewer students, Cocoa Beach High had only 10 percent fewer incidents – 296 – or one incident for every 1.9 students. While far from conclusive, these data suggest that, if the SRO program is reducing violence in schools, there may be a threshold number of students at which more than one SRO is necessary. Orange County School District uses this logic and places two SROs in its larger schools. In order to evaluate fully the necessity of additional SROs, the district will need to collect and review more data than it now has.

The Truancy Interdiction Program is Properly Staffed

Currently there are three Resource Teachers for Attendance, one for each of the North, Central, and South areas. They work out of the offices of the Area Superintendents and report to both the Area Superintendents and the Director of Student Services. Their main function is to ensure that students that reside in Brevard County comply with the requirements of Chapter 232 of the Florida Statutes, which requires that all children under the age of 16 must be in a “proper educational setting.” Functional responsibilities include meeting with students, parents, teachers, principals, and social agency personnel in order to influence children to attend school before they have to appear before a judge. The role of a Resource Teacher for Attendance is different than that of a “truant officer” whose main function is getting truants off the street. Resource Teachers are also responsible for delivering expulsion notices; if they are not available, staff in the Public Safety Office deliver them.

In addition to the Resource Teachers for Attendance, there are three Truancy Interdiction Officers that are sworn law enforcement officers. Officers often assist the Resource Teachers for Attendance in delivering truancy notices to parents in unsafe areas. The Area Superintendents are responsible for daily supervision and evaluation of the officers.

The mission of the two truancy-related groups is slightly different and the skill sets required for each are different. The work of the attendance teachers and the officers is complementary, but not overlapping. The attendance teachers’ job is best thought of as a counseling and monitoring position. Teachers intervene in

an attempt to place the student back into the classroom setting without going to court. They work with students, parents, and social service agencies in an attempt to work out problems and get students steered in the right direction and out of the court system. The skills needed for this type of work are similar to those of a social worker but the responsibility is narrower. Resource Teachers for Attendance focus only on getting children back into school.

Truancy Interdiction Officers are sworn law enforcement officers whose main duty is to patrol the streets looking for truants and visiting homes of suspected truants. They work in conjunction with the Resource Teachers for Attendance assisting them in areas where a law enforcement presence may be necessary. The primary training necessary for this position is a law enforcement background and the ability to communicate effectively with youth.

Recommendations

- *The district should limit general public access of the central complex to one entrance and enforce this policy. All other entrances should be equipped with effective self locking doors and all personnel should receive periodic reminders about the dangers of leaving doors propped open.*
- *All central office visitors should be required to check in at the front desk and be required to wear color-coded visitor badges. Badges should be numbered and visitors should be required to record their badge numbers at the front desk. All badges should be collected when visitors leave the building.*
- *The district should expand its districtwide policy to require individual schools to have more effective visitor check-in policies. Policies should include, but not be limited to, the following: 1) all visitors must be required to check-in and obtain a visitor badge; 2) visitor badges should be color coded and changed daily; 3) badges should be numbered and logged by number; 4) badges should be collected when the visitor leaves; and 5) badges should be reconciled with the log at the end of each day.*
- *The board should adopt a policy regarding installation, maintenance, and monitoring of school site alarms at schools currently without them. Should the policy support the installation of alarms in all schools, the district should explore alarm systems with associated dollar savings in utility costs.*
- *The district should conduct a thorough cost/benefit analysis of the School/Facility Vandalism Prevention Program. Specifically, the district should compare vandalism and theft rates between schools with mobile homes on site and those without them and rates before and after mobile homes have been placed on campuses. It should also document the number of responses to alarms completed by mobile home residents and any other services provided by them that would be considered a benefit of the program. If the district does not find that the program is effective, the program should be eliminated.*
- *The Office of Public Safety should assume all responsibility for background checks, as detailed in the personnel chapter of this report.*
- *The district should evaluate its SRO placement policy and program effectiveness.*
- *Implementation Strategy 15-3 provides the steps necessary to implement these recommendations.*

Implementation Strategy 15-3

Recommendation 1:

Strategy	Limit access to the Central Office Complex to one central entrance.
Action Needed	Step 1: Prevent entrance to the building from all access points except the main entrance in front of the reception area. Step 2: Discourage building personnel from propping open any doors when they exit the building. Step 3: Issue periodic reminders to each department within the building about the importance of maintaining building security.
Who is Responsible	Director of Office of Public Safety.
Time Frame	September 1999
Fiscal Impact	None

Recommendation 2:

Strategy	Establish consistent and effective policies regarding access to district schools.
Action Needed	Step 1: Establish procedures to be followed by all district schools regarding the entrance and exit of all visitors to district schools. Step 2: Circulate the district policy to all district schools. Step 3: Require that the policy be reviewed by each school principal and have an initialed copy returned to the Office of Public Safety. Step 4: Conduct periodic spot checks at district schools to ensure that schools are in compliance with the policy. Step 5: Amend policy as needed.
Who is Responsible	Director of Office of Public Safety.
Time Frame	September 1999
Fiscal Impact	None

Recommendation 3:

Strategy	Establish a board policy regarding school site alarms.
Action Needed	Step 1: Develop and adopt a board policy regarding the installation, maintenance, and monitoring of school site alarms.

Step 2: If the policy supports the installation of new site alarms where possible or desirable, the Office of Public Safety will develop guidelines for school principals to review in making the decision whether to install a site alarm. These guidelines will include factors principals should consider in deciding whether to install an alarm system and what components an alarm system should have.

Who is Responsible The School Board.

Time Frame October 1999

Fiscal Impact None

Recommendation 4:

Strategy Assess the effectiveness of the School/Facility Vandalism Prevention Program.

Action Needed Step 1: Select schools, both with and without on-site mobile home residents. Match those with residents to those without based on demographic data.

Step 2: Compare the incidence and amount of vandalism at comparison schools.

Step 3: Determine if there is significant difference between those schools with mobile homes on site and those without.

Step 4: Compare incidence rates at schools with mobile homes before and after mobile homes were installed.

Step 5: Estimate the cost of maintaining the program at current campuses.

Who is Responsible Director of Office of Public Safety.

Time Frame June 2000

Fiscal Impact None

Recommendation 5:

Strategy Have the Office of Public Safety conduct all background checks.

Action Needed Step 1: See recommendation in Chapter 11

Who is Responsible Director of Office of Public Safety.

Time Frame January 2000

Fiscal Impact None

Recommendation 6:

Strategy	Collect data on the effectiveness of the School Resource Officer program and determine whether additional officers in larger schools would be likely to be beneficial.
Action Needed	Step 1: Determine which additional data demonstrate the effectiveness of the SRO program, beyond the state-mandated violent incidence reporting. Step 2: Collect additional data for each of the secondary schools. Step 3: Determine whether there is a relationship between student population size and increased number of incidents or whether number of incidents is more dependent on other factors. Step 4: Determine whether additional SROs at schools with larger student populations would be likely to be beneficial. Step 5: If additional SROs would be beneficial, contract with local law enforcement agencies to obtain the necessary officers.
Who is Responsible	Director of Office of Public Safety.
Time Frame	April 2000
Fiscal Impact	None

3 The district utilizes shared services with law enforcement agencies to ensure the safety of students and employees.

Brevard County's Office of Public Safety makes good use of shared services to help ensure the safety and security of students and employees. The district shares school patrol responsibilities with local law enforcement agencies and the Brevard County Sheriff's Office.

The district shares the cost of its 28 School Resource Offices and three Truancy Interdiction Officers with local law enforcement agencies. The use of local law enforcement officers reduces the cost burden for the district and provides the district with highly trained police personnel on campuses across the district. In addition, the program exposes local youth to law enforcement personnel and helps build mutual trust and respect between students and law enforcement.

The district currently runs a truancy interdiction program, a program that is fairly common in larger Florida school districts, whose primary objective is to investigate unexcused absences and to take part in any legal procedures that may arise in the enforcement of attendance statutes. The program is structured similarly to the School Resource Officer Program -- the district is responsible for half of the officer's salary and benefits with the local government responsible for the other half.

Overall, the program is beneficial to both the district and the local law enforcement agency. The district is better able to monitor truancy at lesser cost than other options and the law enforcement agencies can intervene proactively before truancy evolves into delinquency.

4 The district has not studied the potential for outsourcing its safety and security function.

The district has not studied the possibility of privatizing its safety and security functions.

District Could Explore Additional Opportunities for Outsourcing

The Office of Public Safety does not provide numerous services that could be easily outsourced. The district has already outsourced responsibility for monitoring the few alarms that have been installed. However, every effort should be made to explore outsourcing where feasible. Opportunities for further outsourcing could include:

- outsourcing the entire security function to a private contractor;
- eliminating the School Resource Officer program and outsourcing school security to a private contractor; and
- outsourcing the fingerprint and background check functions to a private contractor.

Recommendation

- *Explore the potential for outsourcing some or all of the district's security needs. As noted in Chapter 4.0 of this report, while the district may not choose to ultimately outsource any security functions, it will at least know that it is receiving good value for the money it is currently spending on internal security functions.*
- *Implementation Strategy 15-4 provides the steps necessary to implement this recommendation.*

Implementation Strategy 15-4

Recommendation 1:

Strategy	Examine the potential costs and benefits from outsourcing safety/security components and the entire safety/security function.
Action Needed	Step 1: Develop a model for studying every aspect of the safety and security program and assessing its potential suitability for provision through service delivery alternatives. The model should include the factors to consider in outsourcing, outlined in Chapter 3.0 of this report. Step 2: Review the components of the safety and security program and assess their potential for greater efficiency and effectiveness through outsourcing.

Step 3: Where the assessment reveals that the district could potentially achieve greater efficiency or effectiveness through outsourcing, the Office of Public Safety should work with purchasing to develop a Request for Proposals (RFP) to solicit bids for the component.

Step 4: Complete an assessment of the potential savings or additional costs that could be achieved through outsourcing the entire safety and security program. This exercise may reveal that the program is operating more efficiently and effectively than an outsourced one could and that the program should not be outsourced.

Step 5: Report the results of the program outsourcing assessment to the school board.

Who is Responsible	Director of Office of Public Safety.
Time Frame	April 2000
Fiscal Impact	This can be implemented with existing resources.

A

Appendix: MGT District Survey

On January 28, 1999, surveys were delivered via intradistrict mail to each central office Administrator (Director and above), each Principal and Assistant Principal, and a random sample of Teachers (25 percent) in the Brevard County School District. The surveys asked for responses to questions in these broad areas:

- district-related responses
- school board-related responses
- school administrator-related responses
- teacher-related responses
- student-related responses
- parent/community-related responses
- work environment-related responses
- job satisfaction-related responses
- administrative structure/practices-related responses
- operations-related responses

Exhibit A-1 shows the number of surveys distributed and returned by survey group.

Exhibit A-1

At Least 39 Percent of Those Surveyed by MGT Responded

Group	# of Surveys Sent	# of Surveys Returned	Response Rate
Central Office Administrators	33	27	81.8%
Principals/Assistant Principals	167	105	62.9%
Teachers	1,279	506	39.6%

Source: MGT.

The sections of this appendix contain summaries of the findings for:

- Part 1: District Administrators
- Part 2: Principals and Assistant Principals
- Part 3: Teachers
- Part 4: comparisons of Brevard Administrators, Principals, and Teachers
- Part 5: comparisons of Brevard County School District responses to other school districts

PART 1
PERFORMANCE REVIEW OF THE
BREVARD COUNTY SCHOOL DISTRICT
DISTRICT ADMINISTRATOR SURVEY RESULTS
(n=27)

PART 1A:

1. I think the overall quality of public education in the Brevard County School District is:	2. I think the overall quality of education in the Brevard County School District is:
Excellent 70%	Improving 93%
Good 30	Staying the Same 7
Fair 0	Getting Worse 0
Poor 0	Don't Know 0
Don't Know 0	

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose Teachers and Administrators were graded the same way.

3. In general, what grade would you give the teachers in the Brevard County School District?	4. In general, what grade would you give the school-level administrators in the Brevard County School District?
A 41%	A 41%
B 48	B 56
C 4	C 0
D 0	D 0
F 0	F 0
Don't Know 0	Don't Know 4
5. In general, what grade would you give the district-level administrators in the Brevard County School District?	6. In what area of the district office do you work this year?
A 44%	School Operations 33
B 52	Educational Programs, Student Support and Human Resource Development 15
C 0	Accountability, Technology, Strategic Planning, and School Improvement 7
D 0	Financial Management and Support Services 4
F 0	District Administration 4
Don't Know 4	Facilities Management and Construction 4
7. I am a:	9a. How long have you been in your current position in the Brevard County School District?
Female 35%	0-5 years 63
Male 65	6-10 22
8. What is your race/ethnic group?	9b. How long have you been in a similar position in the Brevard County School District?
White 92%	11-15 11
Black 4	16 to 20 years 4
Hispanic 0	21 years or over 0
Asian 0	
Other 4	
10. How long have you worked in the Brevard County School District?	
0-5 years 19%	0-5 years 56%
6-10 7	6-10 7
11-15 7	11-15 11
16 to 20 years 11	16 to 20 years 22
21 years or over 56	21 years or over 4

PART 1B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Brevard County School District has increased in recent years.	67	30	0	0	0	4
2. Brevard County schools are safe and secure from crime.	30	59	7	0	0	4
3. Our schools do not effectively handle misbehavior problems.	0	8	8	35	46	4
4. Our schools have sufficient space and facilities to support the instructional programs.	0	54	12	19	8	8
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	0	4	7	33	52	4
6. Our schools can be described as "good places to learn."	56	44	0	0	0	0
7. There is administrative support for controlling student behavior in our schools.	52	33	4	4	0	7
8. Most students in our schools are motivated to learn.	15	70	4	7	0	4
9. Lessons are organized to meet students' needs.	11	67	7	0	0	15
10. The curriculum is broad and challenging for most students.	41	52	0	4	0	4
11. There is little a Teacher can do to overcome education problems due to a student's home life.	0	8	8	54	27	4
12. Teachers in our schools know the material they teach.	26	57	11	0	0	7
13. Teachers in our schools care about students' needs.	26	63	7	0	0	4
14. Teachers expect students to do their very best.	15	74	4	4	0	4
15. Principals and Assistant Principals in our schools care about students' needs.	44	48	4	4	0	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	4	19	15	59	4	0
17. Parents in this district are satisfied with the education their children are receiving.	7	70	11	4	0	7
18. Most parents really don't seem to know what goes on in our schools.	0	26	4	59	7	4
19. Parents play an active role in decision-making in my school.	8	39	27	8	19	0
20. This community really cares about its children's education.	26	52	15	7	0	0
21. Taxpayer dollars are being used wisely to support public education in the Brevard County School District.	63	37	0	0	0	0
22. Sufficient student services are provided in the Brevard County School District (e.g., counseling, speech therapy, health).	33	52	11	4	0	0
23. Site-based management has been implemented effectively in the Brevard County School District.	15	70	11	0	0	4

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 1C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School Board Members' knowledge of the educational needs of students in the Brevard County School District.	7	56	37	0	0
2. School Board Members' knowledge of operations in the Brevard County School District.	7	41	41	11	0
3. School Board Members' work at setting or revising policies for the Brevard County School District.	15	59	19	4	4
4. The district school Superintendent's work as the instructional leader of the Brevard County School District.	93	7	0	0	0
5. The district school Superintendent's work as the Chief Administrator (manager) of the Brevard County School District.	93	7	0	0	0
6. Principals' work as the instructional leaders of their schools.	44	52	0	0	4
7. Principals' work as the managers of the staff and teachers.	56	37	4	0	4
8. Teachers' work in meeting students' individual learning needs.	33	56	7	0	4
9. Teachers' work in communicating with parents.	7	59	26	0	7
10. Teachers' attitudes about their jobs.	4	63	19	4	11
11. Students' ability to learn.	30	52	7	0	11
12. The amount of time students spend on task learning in the classroom.	4	59	11	0	26
13. Parents' efforts in helping their children to do better in school.	4	48	26	11	11
14. Parents' participation in school activities and organizations.	7	37	30	7	19
15. How well students' test results are explained to parents.	19	56	7	0	19
16. The condition in which Brevard County School District schools are kept.	30	63	7	0	0
17. How well relations are maintained with various groups in the community.	26	56	19	0	0
18. The opportunities provided by the district to improve the skills of teachers.	44	44	4	0	7
19. The opportunity provided by the district to improve the skills of school administrators.	30	67	4	0	0
20. The district's job of providing adequate instructional technology.	15	56	22	4	4
21. The district's use of technology for administrative purposes.	11	44	37	7	0

Legend:

E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART 1D: Work Environment.

STATEMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Brevard County School District to be an exciting, challenging place to work.	70	26	4	0	0	0
2. The work standards and expectations in the Brevard County School District are equal to or above those of most other school districts.	78	15	0	0	0	7
3. Brevard County School District officials enforce high work standards.	63	33	4	0	0	0
4. Most Brevard County School District teachers enforce high student learning standards.	22	56	15	0	0	7
5. Brevard County School District teachers and administrators have excellent working relationships.	22	56	15	4	4	0
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	4	41	26	19	4	7
7. <u>Staff</u> who do not meet expected work standards are disciplined.	4	67	15	15	0	0
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	4	7	19	33	26	11
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	11	22	11	33	22	0
10. I feel that I have the authority to adequately perform my job responsibilities.	70	26	0	4	0	0
11. I have adequate facilities to do my work.	63	33	0	4	0	0
12. I have adequate equipment and computer support to conduct my work.	44	41	7	4	4	0
13. The workloads are equitably distributed among teachers and among staff members.	19	22	30	7	4	19
14. No one knows or cares about the amount or quality of work that I perform.	0	11	4	22	59	4
15. Workload is evenly distributed.	4	48	11	22	11	4
16. The failure of Brevard County School District officials to enforce high work standards results in poor quality work.	0	4	4	23	65	4
17. I often observe other teachers and/or staff socializing rather than working while on the job.	0	0	22	44	26	7

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 1E: Job Satisfaction.

STATEMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in the Brevard County School District.	59	33	0	7	0	0
2. I plan to make a career in the Brevard County School District.	67	22	11	0	0	0
3. I am actively looking for a job outside of the Brevard County School District.	4	0	7	26	63	0
4. Salary levels in the Brevard County School District are competitive.	4	22	11	33	26	4
5. I feel that my work is appreciated by my supervisor(s).	67	33	0	0	0	0
6. I feel that I am an integral part of the Brevard County School District team.	63	33	4	0	0	0
7. I feel that there is no future for me in the Brevard County School District.	0	4	4	22	70	0
8. My salary level is adequate for my level of work and experience.	4	33	15	22	26	0
9. I enjoy working in a culturally diverse environment.	73	23	4	1	0	0

Legend:

SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 1F: Administrative Structure and Practices.

STATEMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Brevard County School District are highly effective and efficient.	22	70	7	0	0	0
2. Administrative decisions are made quickly and decisively.	30	67	4	0	0	0
3. Brevard County School District administrators are easily accessible and open to input.	41	52	7	0	0	0
4. Authority for administrative decisions is delegated to the lowest possible level.	11	70	7	7	0	4
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	30	56	4	7	0	4
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	0	30	22	37	11	0
7. The extensive committee structure in Brevard County School District ensures adequate input from teachers and staff on most important decisions.	22	63	4	7	0	4
8. The Brevard County School District has too many committees.	0	22	37	22	15	4
9. The Brevard County School District has too many layers of administrators.	7	4	0	22	63	4
10. Most Brevard County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	19	48	7	22	0	4
11. Central Office Administrators are responsive to school needs.	44	48	4	0	0	4
12. Central Office Administrators provide quality service to schools.	48	44	4	0	0	4

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 1G: Brevard County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	0	33	37	30	0
b. Strategic planning	0	0	7	52	33	7
c. Curriculum planning	0	0	4	30	44	22
d. Financial management and accounting	0	12	28	40	20	0
e. Community relations	0	4	7	63	26	0
f. Program evaluation, research, and assessment	0	4	22	56	11	7
g. Instructional technology	0	12	23	50	4	12
h. Pupil accounting	0	0	35	35	8	23
i. Instructional coordination/supervision	0	0	4	42	35	19
j. Instructional support	0	0	7	26	44	22
k. Federal Program (e.g., Chapter I, Special Education) coordination	0	4	4	37	26	30
l. Personnel recruitment	0	15	33	48	0	4
m. Personnel selection	0	8	19	46	23	4
n. Personnel evaluation	0	7	11	56	22	4
o. Staff development	0	4	4	33	56	4
p. Data processing	0	37	44	19	0	0
q. Purchasing	0	4	15	56	22	4
r. Law enforcement/security	0	0	11	74	11	4
s. Plant maintenance	0	0	15	52	22	11
t. Facilities planning	0	0	19	35	27	19
u. Pupil transportation	0	0	4	52	30	15
v. Food service	0	0	4	56	41	0
w. Custodial services	0	11	19	48	11	11
x. Risk management	0	11	44	33	7	4
y. Administrative technology	0	11	41	26	11	11

PART 1H: General Questions

1. The overall operation of the Brevard County School District is:

Highly efficient	37%
Above average in efficiency	63
Less efficient than most other school districts	0
Don't know	0

2. The operational efficiency of the Brevard County School District could be improved by (may select more than one):

Offering fewer programs	15%
Increasing some class sizes	15
Increasing teacher workload	4
Reducing the number of administrators	0
Reducing the number of support staff	4
Privatizing some support services	41
Reducing the number of facilities operated by the district	4
Other	44

PART 2
PERFORMANCE REVIEW OF THE
BREVARD COUNTY SCHOOL DISTRICT
PRINCIPAL SURVEY RESULTS
(n=105)

PART 2A:

1. I think the overall quality of public education in the Brevard County School District is:	2. I think the overall quality of education in the Brevard County School District is:
Excellent 51%	Improving 88%
Good 48	Staying the Same 11
Fair 2	Getting Worse 1
Poor 0	Don't Know 0
Don't Know 0	

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in the Brevard County School District?	4. In general, what grade would you give the school-level administrators in the Brevard County School District?
A 34%	A 43%
B 63	B 55
C 2	C 1
D 1	D 0
F 0	F 0
Don't Know 0	Don't Know 1
5. In general, what grade would you give the district-level administrators in the Brevard County School District?	6. In what type of school do you work this year?
A 31%	Elementary School 68%
B 51	Junior High/Middle School 17
C 15	High School 13
D 3	Other 2
F 0	9a. How long have you been in your current position in the Brevard County School District?
Don't Know 0	0-5 years 67%
7. I am a:	6-10 18
Female 60%	11-15 8
Male 40	16-20 5
8. What is your race/ethnic group?	21 years or more 3
White 73%	9b. How long have you been in a similar position in the Brevard County School District?
Black 20	0-5 years 51%
Hispanic 4	6-10 22
Other 3	11-15 11
10. How long have you worked in the Brevard County School District?	16-20 11
0-5 years 6%	21 years or more 6
6-10 11	11. What is your position?
11-15 20	Principal 57%
16-20 17	Assistant Principal 43
21 years or more 47	

PART 2B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Brevard County School District has increased in recent years.	54	42	4	0	0	0
2. Brevard County schools are safe and secure from crime.	17	70	10	3	0	1
3. Our schools do not effectively handle misbehavior problems.	5	7	3	46	39	1
4. Our schools have sufficient space and facilities to support the instructional programs.	8	36	11	34	11	2
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	1	10	9	44	37	0
6. Our schools can be described as "good places to learn."	43	57	0	0	0	0
7. There is administrative support for controlling student behavior in our schools.	60	34	2	3	0	1
8. Most students in our schools are motivated to learn.	15	64	11	9	0	2
9. Lessons are organized to meet students' needs.	24	64	5	8	0	0
10. The curriculum is broad and challenging for most students.	27	63	3	7	0	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	5	20	12	50	14	0
12. Teachers in our schools know the material they teach.	27	71	2	0	0	0
13. Teachers in our schools care about students' needs.	48	50	1	1	1	0
14. Teachers expect students to do their very best.	42	54	1	3	0	0
15. Principals and assistant principals in our schools care about students' needs.	61	38	1	1	0	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	5	24	15	50	7	0
17. Parents in this district are satisfied with the education their children are receiving.	8	71	11	9	0	2
18. Most parents really don't seem to know what goes on in our schools.	4	37	14	38	7	1
19. Parents play an active role in decision-making in my school.	12	60	14	13	3	0
20. This community really cares about its children's' education.	25	51	14	10	0	0
21. Taxpayer dollars are being used wisely to support public education in the Brevard County School District.	28	48	14	9	1	1
22. Sufficient student services are provided in the Brevard County School District (e.g., counseling, speech therapy, health).	22	47	11	16	4	0
23. Site-based management has been implemented effectively in the Brevard County School District.	14	46	15	24	1	0

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 2C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Brevard County School District.	5	28	45	18	4
2. School board members' knowledge of operations in the Brevard County School District.	8	31	45	13	4
3. School board members' work at setting or revising policies for the Brevard County School District.	9	41	46	2	2
4. The district school superintendent's work as the instructional leader of the Brevard County School District.	63	29	4	3	2
5. The district school superintendent's work as the chief administrator (manager) of the Brevard County School District.	64	29	7	0	0
6. Principals' work as the instructional leaders of their schools.	45	49	5	1	1
7. Principals' work as the managers of the staff and teachers.	59	38	2	0	2
8. Teachers' work in meeting students' individual learning needs.	27	62	11	1	0
9. Teachers' work in communicating with parents.	27	43	27	3	0
10. Teachers' attitudes about their jobs.	13	52	32	4	0
11. Students' ability to learn.	14	66	19	1	0
12. The amount of time students spend on task learning in the classroom.	14	68	17	1	0
13. Parents' efforts in helping their children to do better in school.	4	31	57	8	1
14. Parents' participation in school activities and organizations.	8	31	44	16	1
15. How well students' test results are explained to parents.	14	49	36	1	1
16. The condition in which Brevard County School District schools are kept.	13	60	24	3	1
17. How well relations are maintained with various groups in the community.	15	64	18	0	2
18. The opportunities provided by the district to improve the skills of teachers.	39	44	14	3	0
19. The opportunity provided by the district to improve the skills of school administrators.	33	42	20	5	0
20. The district's job of providing adequate instructional technology.	17	41	30	12	0
21. The district's use of technology for administrative purposes.	20	45	27	8	0

Legend:

E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART 2D: Work Environment.

STATEMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Brevard County School District to be an exciting, challenging place to work.	46	45	6	3	0	0
2. The work standards and expectations in the Brevard County School District are equal to or above those of most other school districts.	56	36	4	1	0	3
3. Brevard County School District officials enforce high work standards.	53	38	4	4	1	0
4. Most Brevard County School District teachers enforce high student learning standards.	31	59	6	1	1	3
5. Brevard County School District teachers and administrators have excellent working relationships.	22	65	9	1	3	0
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	3	35	24	26	6	7
7. <u>Staff</u> who do not meet expected work standards are disciplined.	4	52	19	18	3	4
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	5	4	10	46	33	2
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	4	8	8	48	30	3
10. I feel that I have the authority to adequately perform my job responsibilities.	31	53	7	6	3	0
11. I have adequate facilities in which to conduct my work.	36	51	4	6	3	0
12. I have adequate equipment and computer support to conduct my work.	29	52	8	7	5	0
13. The workloads are equitably distributed among teachers and among staff members.	24	46	11	15	5	0
14. No one knows or cares about the amount or quality of work that I perform.	7	10	10	44	28	1
15. Workload is evenly distributed.	9	46	14	22	10	0
16. The failure of Brevard County School District officials to enforce high work standards results in poor quality work.	3	9	14	33	40	1
17. I often observe other teachers and/or staff socializing rather than working while on the job.	2	9	14	45	30	1

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 2E: Job Satisfaction.

STATEMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in the Brevard County School District.	42	47	3	8	1	0
2. I plan to make a career in the Brevard County School District.	58	36	4	0	0	2
3. I am actively looking for a job outside of the Brevard County School District.	0	3	14	21	62	0
4. Salary levels in the Brevard County School District are competitive.	3	26	13	31	25	3
5. I feel that my work is appreciated by my supervisor(s).	27	53	8	10	3	0
6. I feel that I am an integral part of the Brevard County School District team.	26	49	16	8	2	0
7. I feel that there is no future for me in the Brevard County School District.	3	2	11	31	52	0
8. My salary level is adequate for my level of work and experience.	1	25	4	45	26	0
9. I enjoy working in a culturally diverse environment.	33	46	17	3	1	0

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 2F: Administrative Structure and Practices.

STATEMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Brevard County School District are highly effective and efficient.	20	64	11	6	0	0
2. Administrative decisions are made quickly and decisively.	16	70	6	9	0	0
3. Brevard County School District administrators are easily accessible and open to input.	23	57	7	9	5	0
4. Authority for administrative decisions is delegated to the lowest possible level.	6	33	22	26	8	6
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	24	64	6	5	2	0
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	6	25	18	35	14	2
7. The extensive committee structure in Brevard County School District ensures adequate input from teachers and staff on most important decisions.	15	55	10	16	2	2
8. The Brevard County School District has too many committees.	3	15	33	33	10	6
9. The Brevard County School District has too many layers of administrators.	1	7	10	50	33	0
10. Most Brevard County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	11	52	14	19	4	1
11. Central Office Administrators are responsive to school needs.	21	51	14	9	5	0
12. Central Office Administrators provide quality service to schools.	24	50	14	9	4	0

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 2G: Brevard County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	8	36	36	17	4
b. Strategic planning	0	6	15	52	24	3
c. Curriculum planning	0	6	14	43	38	0
d. Financial management and accounting	0	15	25	39	15	6
e. Community relations	3	5	16	51	26	0
f. Program evaluation, research, and assessment	0	5	17	49	26	4
g. Instructional technology	0	15	35	40	10	0
h. Pupil accounting	0	9	24	46	13	9
i. Instructional coordination/supervision	0	5	11	57	26	2
j. Instructional support	0	4	15	50	31	0
k. Federal Program (e.g., Chapter I, Special Education) coordination	0	6	11	45	30	9
l. Personnel recruitment	2	15	23	41	9	11
m. Personnel selection	0	10	13	56	19	2
n. Personnel evaluation	0	10	9	61	21	0
o. Staff development	0	2	10	38	51	0
p. Data processing	0	31	31	28	6	5
q. Purchasing	0	7	20	55	11	8
r. Law enforcement/security	8	4	15	56	12	5
s. Plant maintenance	0	14	23	49	13	1
t. Facilities planning	0	18	23	46	12	1
u. Transportation	1	6	32	44	14	4
v. Food service	0	8	21	59	13	0
w. Custodial services	0	8	24	52	16	0
x. Risk management	1	11	17	55	11	6
y. Administrative Technology	0	11	22	53	10	4

PART 2H: General Questions

1. The overall operation of the Brevard County School District is:

Highly efficient	26%
Above average in efficiency	68
Less efficient than most other school districts	4
Don't know	3

2. The operational efficiency of Brevard County School District could be improved by (may select more than one):

Offering fewer programs	15%
Increasing some class sizes	6
Increasing teacher workload	3
Reducing the number of administrators	1
Reducing the number of support staff	4
Privatizing some support services	17
Reducing the number of facilities operated by the district	4
Other	36

PART 3
PERFORMANCE REVIEW OF THE
BREVARD COUNTY SCHOOL DISTRICT
TEACHER SURVEY RESULTS
(n=506)

PART 3A:

1. I think the overall quality of public education in the Brevard County School District is:

Excellent	11%
Good	65
Fair	22
Poor	0
Don't Know	1

2. I think the overall quality of education in the Brevard County School District is:

Improving	45%
Staying the Same	33
Getting Worse	20
Don't Know	2

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in the Brevard County School District?

A	23%
B	65
C	10
D	1
F	0
Don't Know	1

4. In general, what grade would you give the school-level administrators in the Brevard County School District?

A	13%
B	46
C	26
D	10
F	3
Don't Know	2

5. In general, what grade would you give the district-level administrators in the Brevard County School District?

A	5%
B	23
C	37
D	19
F	11
Don't Know	4

6. In what type of school do you teach this year?

Elementary School	60%
Junior High/Middle School	19
High School	18
District Office	1
Other	2

7. I am a:

Female	78%
Male	22

8. What is your race/ethnic group?

White	83%
Black	11
Hispanic	5
Asian	0
Other	1

9. What grade or grades are you teaching this year?

Pre-K	7%	7	15%
K	19	8	15
1	21	9	17
2	21	10	15
3	22	11	17
4	24	12	16
5	22	Adult	1
6	16		

10. How long have you taught in the Brevard County School District?

0-5 years	27%
6-10	25
11-15	18
16-20	9
21 years or more	21

PART 3B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Brevard County School District has increased in recent years.	19	45	13	14	6	3
2. Brevard County schools are safe and secure from crime.	4	43	19	27	6	1
3. Our schools do not effectively handle misbehavior problems.	20	34	12	24	8	1
4. Our schools have sufficient space and facilities to support the instructional programs.	5	23	9	38	25	0
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	10	25	15	36	11	2
6. Our schools can be described as "good places to learn."	12	62	15	10	1	0
7. There is administrative support for controlling student behavior in our schools.	9	44	13	22	10	1
8. Most students in our schools are motivated to learn.	4	46	15	27	8	0
9. Lessons are organized to meet students' needs.	12	65	8	11	1	2
10. The curriculum is broad and challenging for most students.	10	62	9	15	3	1
11. There is little a teacher can do to overcome education problems due to a student's home life.	14	31	18	31	5	1
12. Teachers in our schools know the material they teach.	25	64	6	3	0	2
13. Teachers in our schools care about students' needs.	35	57	7	1	0	1
14. Teachers expect students to do their very best.	31	55	10	4	0	0
15. Principals and assistant principals in our schools care about students' needs.	20	57	11	8	3	1
16. In general, parents do not take responsibility for their children's behavior in our schools.	26	37	15	21	1	1
17. Parents in this district are satisfied with the education their children are receiving.	1	48	24	17	2	7
18. Most parents really don't seem to know what goes on in our schools.	16	51	13	19	1	1
19. Parents play an active role in decision-making in my school.	8	36	20	24	10	2
20. This community really cares about its children's' education.	7	38	24	22	7	3
21. Taxpayer dollars are being used wisely to support public education in the Brevard County School District.	2	20	21	34	18	6
22. Sufficient student services are provided in the Brevard County School District (e.g., counseling, speech therapy, health).	9	44	9	27	9	2
23. Site-based management has been implemented effectively in the Brevard County School District.	2	31	26	18	9	14

Legend:
 SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 3C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Brevard County School District.	1	11	38	44	7
2. School board members' knowledge of operations in the Brevard County School District.	1	21	42	27	10
3. School board members' work at setting or revising policies for the Brevard County School District.	1	13	43	31	12
4. The district school superintendent's work as the instructional leader of the Brevard County School District.	4	17	30	45	4
5. The district school superintendent's work as the chief administrator (manager) of the Brevard County School District.	4	21	32	37	6
6. Principals' work as the instructional leaders of their schools.	13	47	26	12	1
7. Principals' work as the managers of the staff and teachers.	16	49	23	11	1
8. Teachers' work in meeting students' individual learning needs.	18	60	19	2	1
9. Teachers' work in communicating with parents.	18	61	19	1	1
10. Teachers' attitudes about their jobs.	5	42	41	12	1
11. Students' ability to learn.	5	52	37	5	1
12. The amount of time students spend on task learning in the classroom.	6	50	32	9	3
13. Parents' efforts in helping their children to do better in school.	1	17	51	29	3
14. Parents' participation in school activities and organizations.	4	18	42	34	2
15. How well students' test results are explained to parents.	5	34	40	14	7
16. The condition in which Brevard County School District schools are kept.	6	35	37	21	1
17. How well relations are maintained with various groups in the community.	4	43	36	7	10
18. The opportunities provided by the district to improve the skills of teachers.	14	46	30	9	1
19. The opportunity provided by the district to improve the skills of school administrators.	5	26	20	9	40
20. The district's job of providing adequate instructional technology.	4	37	36	20	3
21. The district's use of technology for administrative purposes.	6	39	26	9	21

Legend:

E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART 3D: Work Environment

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	P (%)	DK (%)
1. I find the Brevard County School District to be an exciting, challenging place to work.	15	44	26	11	5	0
2. The work standards and expectations in the Brevard County School District are equal to or above those of most other school districts.	13	43	13	10	4	17
3. Brevard County School District officials enforce high work standards.	11	45	22	15	3	3
4. Most Brevard County School District teachers enforce high student learning standards.	18	60	12	7	1	2
5. Brevard County School District teachers and administrators have excellent working relationships.	6	33	22	25	12	2
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	3	18	18	28	16	17
7. <u>Staff</u> who do not meet expected work standards are disciplined.	3	18	17	24	15	23
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	1	3	10	34	47	6
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	1	4	12	28	32	23
10. I feel that I have the authority to adequately perform my job responsibilities.	27	50	4	12	6	0
11. I have adequate facilities in which to conduct my work.	24	43	9	13	11	0
12. I have adequate equipment and computer support to conduct my work.	16	40	8	19	18	0
13. The workloads are equitably distributed among teachers and among staff members.	5	36	10	29	17	2
14. No one knows or cares about the amount or quality of work that I perform.	11	18	17	35	18	0
15. Workload is evenly distributed.	3	29	19	30	15	3
16. The failure of Brevard County School District officials to enforce high work standards results in poor quality work.	5	22	26	27	11	9
17. I often observe other teachers and/or staff socializing rather than working while on the job.	3	14	15	36	30	3

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 3E: Job Satisfaction.

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	P (%)	DK (%)
1. I am very satisfied with my job in the Brevard County School District.	23	42	16	14	6	0
2. I plan to make a career in the Brevard County School District.	30	45	11	5	3	6
3. I am actively looking for a job outside of the Brevard County School District.	3	8	13	29	45	2
4. Salary levels in Brevard County School District are competitive.	2	12	15	37	31	3
5. I feel that my work is appreciated by my supervisor(s).	19	42	12	17	10	1
6. I feel that I am an integral part of the Brevard County School District team.	14	34	21	19	11	1
7. I feel that there is no future for me in the Brevard County School District.	3	8	21	29	37	2
8. My salary level is adequate for my level of work and experience.	2	9	8	36	45	1
9. I enjoy working in a culturally diverse environment.	26	54	14	3	2	1

Legend:

SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 3F: Administrative Structure and Practices.

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)					
	SA (%)	A (%)	N (%)	D (%)	P (%)	DK (%)
1. Most administrative practices in the Brevard County School District are highly effective and efficient.	3	26	23	28	13	7
2. Administrative decisions are made quickly and decisively.	5	35	22	23	11	5
3. Brevard County School District administrators are easily accessible and open to input.	6	23	21	29	16	5
4. Authority for administrative decisions is delegated to the lowest possible level.	1	15	24	24	10	27
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	4	47	19	21	9	0
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	9	36	24	13	5	14
7. The extensive committee structure in the Brevard County School District ensures adequate input from teachers and staff on most important decisions.	1	18	22	34	17	9
8. The Brevard County School District has too many committees.	14	30	26	9	2	20
9. The Brevard County School District has too many layers of administrators.	31	32	16	11	2	9
10. Most Brevard County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	3	27	28	20	12	10
11. Central Office Administrators are responsive to school needs.	1	18	25	21	15	21
12. Central Office Administrators provide quality service to schools.	1	18	28	19	13	21

Legend:

SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART 3G: Brevard County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	32	36	13	1	19
b. Strategic planning	1	20	29	22	1	27
c. Curriculum planning	1	19	33	33	6	7
d. Financial management and accounting	1	27	30	16	2	24
e. Community relations	2	18	30	38	5	8
f. Program evaluation, research, and assessment	4	16	29	32	3	17
g. Instructional technology	1	24	31	31	6	7
h. Pupil accounting	1	13	20	38	3	24
i. Instructional coordination/supervision	2	11	27	44	4	12
j. Instructional support	2	19	30	38	5	6
k. Federal Program (e.g., Chapter I, Special Education) coordination	2	17	21	31	7	22
l. Personnel recruitment	7	15	21	30	1	27
m. Personnel selection	2	13	24	39	1	21
n. Personnel evaluation	1	14	23	53	3	6
o. Staff development	1	11	25	48	9	5
p. Data processing	1	16	15	30	1	38
q. Purchasing	1	13	21	31	2	32
r. Law enforcement/security	3	9	22	42	6	18
s. Plant maintenance	1	22	27	30	6	15
t. Facilities planning	1	25	24	26	2	22
u. Pupil transportation	1	15	27	36	2	19
v. Food service	1	17	23	42	8	8
w. Custodial services	1	23	26	38	8	5
x. Risk management	3	14	16	34	1	33
y. Administrative technology	3	10	17	35	4	31

PART 3H: General Questions

1. The overall operation of Brevard County School District is:

Highly efficient	2%
Above average in efficiency	48
Less efficient than most other school districts	32
Don't know	18

2. The operational efficiency of Brevard County School District could be improved by may select more than one):

Offering fewer programs	8%
Increasing some class sizes	2
Increasing teacher workload	1
Reducing the number of administrators	44
Reducing the number of support staff	19
Privatizing some support services	18
Reducing the number of facilities operated by the district	10
Other	38

PART 4

Exhibit A-2

Comparison Survey Responses Within Brevard County School District

PART A OF SURVEY	ADMINISTRATORS RESPONSES (%)	PRINCIPALS RESPONSES (%)	TEACHERS RESPONSES (%)
1. Overall quality of public education in Brevard County School District is: Good or Excellent Fair or Poor	100 0	98 2	75 25
2. Overall quality of education in Brevard County School District is: Improving Staying the Same Getting Worse Don't Know	93 7 0 0	88 11 1 0	45 33 20 2
3. Grade given to Brevard County School District teachers: Above Average (A or B) Below Average (D or F)	89 0	97 1	88 1
4. Grade given to Brevard County School District school level administrators: Above Average (A or B) Below Average (D or F)	96 0	98 0	59 12
5. Grade given to Brevard County School District level administrators: Above Average (A or B) Below Average (D or F)	96 0	82 3	28 30

Exhibit A-3

Comparison Survey Responses Within Brevard County School District

PART B	(%A + SA) / (%D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. The emphasis on learning in Brevard County School District has increased in recent years.	96/0	96/0	64/20
2. Brevard County schools are safe and secure from crime.	89/0	86/3	48/33
3. Our schools do not effectively handle misbehavior problems.	8/81	12/85	55/32
4. Our schools have sufficient space and facilities to support the instructional programs.	54/27	43/44	28/63
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	4/85	11/81	35/47
6. Our schools can be described as "good places to learn."	100/0	100/0	73/12
7. There is administrative support for controlling student behavior in our schools.	85/4	94/3	54/32
8. Most students in our schools are motivated to learn.	85/7	79/9	50/35
9. Lessons are organized to meet students' needs.	78/7	88/8	77/13
10. The curriculum is broad and challenging for most students.	93/4	90/7	72/18
11. There is little a teacher can do to overcome education problems due to a student's home life.	8/81	25/64	45/36
12. Teachers in our schools know the material they teach.	82/0	98/0	89/3
13. Teachers in our schools care about students' needs.	89/0	97/2	91/2
14. Teachers expect students to do their very best.	89/4	96/3	86/4
15. Principals and assistant principals in our schools care about students' needs.	93/4	98/1	77/11
16. In general, parents do not take responsibility for their children's behavior in our schools.	22/63	29/56	62/22
17. Parents in this district are satisfied with the education their children are receiving.	78/4	79/9	49/19
18. Most parents really don't seem to know what goes on in our schools.	26/67	40/44	66/20
19. Parents play an active role in decision-making in my school.	46/8	71/15	44/34
20. This community really cares about its children's education.	78/7	76/10	45/29
21. Taxpayer dollars are being used wisely to support public education in the Brevard County School District.	100/0	76/10	22/51
22. Sufficient student services are provided in Brevard County School District (e.g., counseling, speech therapy, health).	85/4	69/20	53/36
23. Site-based management has been implemented effectively in the Brevard County School District.	85/0	60/25	33/27

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

Exhibit A-4

Comparison Survey Responses Within Brevard County School District

PART C	(%G + E) / (%F + P) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. School board members' knowledge of the educational needs of students in the Brevard County School District.	63/37	33/64	12/82
2. School board members' knowledge of operations in the Brevard County School District.	48/52	39/58	22/69
3. School board members' work at setting or revising policies for the Brevard County School District.	74/22	50/48	14/75
4. The district school superintendent's work as the educational leader of the Brevard County School District.	100/0	91/7	21/75
5. The district school superintendent's work as the chief administrator (manager) of the Brevard County School District.	100/0	93/7	25/69
6. Principals' work as the instructional leaders of their schools.	96/0	93/6	60/38
7. Principal's work as the managers of the staff and teachers.	93/4	96/2	66/34
8. Teachers' work in meeting students' individual learning needs.	89/7	89/12	79/21
9. Teachers' work in communicating with parents.	67/26	70/30	79/21
10. Teachers' attitudes about their jobs.	67/22	64/36	47/52
11. Students' ability to learn.	82/7	80/20	58/42
12. The amount of time students spend on task learning in the classroom.	63/11	82/18	56/41
13. Parents' efforts in helping their children to do better in school.	52/37	35/64	18/79
14. Parents' participation in school activities and organizations.	44/37	39/61	22/76
15. How well students' test results are explained to parents.	74/7	63/37	40/54
16. The condition in which Brevard County School District schools are kept.	93/7	72/27	41/58
17. How well relations are maintained with various groups in the community.	82/19	80/18	47/42
18. The opportunities provided by the district to improve the skills of teachers.	89/4	84/16	60/39
19. The opportunity provided by the district to improve the skills of school administrators.	96/4	75/25	31/29
20. The district's job of providing adequate instructional technology.	70/26	59/41	41/56
21. The district's use of technology for administrative purposes.	56/44	65/35	45/34

¹Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

Exhibit A-5

Comparison Survey Responses Within Brevard County School District

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I find the Brevard County School District to be an exciting, challenging place to work.	96/0	91/3	59/15
2. The work standards and expectations in the Brevard County School District are equal to or above those of most other school districts.	93/0	92/1	56/14
3. Brevard County School District officials enforce high work standards.	96/0	91/5	57/18
4. Most Brevard County School District teachers enforce high student learning standards.	78/0	90/2	77/9
5. Brevard County School District teachers and administrators have excellent working relationships.	78/7	88/4	39/37
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	44/22	38/31	21/44
7. <u>Staff</u> who do not meet expected work standards are disciplined.	70/15	56/21	21/39
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	11/59	9/79	4/81
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	33/56	12/78	5/60
10. I feel that I have the authority to adequately perform my job responsibilities.	96/4	85/9	77/18
11. I have adequate facilities in which to conduct my work.	96/4	88/9	67/24
12. I have adequate equipment and computer support to conduct my work.	85/7	81/11	55/37
13. The workloads are equitably distributed among teachers and staff members.	41/11	70/20	41/47
14. No one knows or cares about the amount or quality of work that I perform.	11/82	17/71	29/53
15. Workload is evenly distributed.	52/33	54/31	32/46
16. The failure of Brevard County School District officials to enforce high work standards results in poor quality work.	4/89	12/73	27/39
17. I often observe other teachers and/or staff socializing rather than working while on the job.	70/0	11/74	17/65

¹Percent responding Agree or Strongly Agree/Percent responding Disagree or Strongly Disagree

Exhibit A-6

Comparison Survey Responses Within Brevard County School District

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I am very satisfied with my job in the Brevard County School District.	93/7	89/9	64/20
2. I plan to make a career in the Brevard County School District.	89/0	94/0	75/8
3. I am actively looking for a job outside of the Brevard County School District.	4/89	3/83	11/75
4. Salary levels in the Brevard County School District are competitive.	26/59	29/55	14/68
5. I feel that my work is appreciated by my supervisor(s).	100/0	80/12	60/27
6. I feel that I am an integral part of the Brevard County School District team.	96/0	74/10	48/31
7. I feel that there is no future for me in the Brevard County School District.	4/93	5/84	11/66
8. My salary level is adequate for my level of work and experience.	37/48	26/71	11/81
9. I enjoy working in a culturally diverse environment.	96/0	79/4	80/5

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

Exhibit A-7

Comparison Survey Responses Within Brevard County School District

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Most administrative practices in Brevard County School District are highly effective and efficient.	93/0	84/6	30/40
2. Administrative decisions are made quickly and decisively.	96/0	86/9	39/34
3. Brevard County School District administrators are easily accessible and open to input.	93/0	80/13	29/46
4. Authority for administrative decisions are delegated to the lowest possible level.	82/7	39/33	16/33
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	85/7	88/7	50/31
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	30/48	31/50	46/17
7. The extensive committee structure in Brevard County School District ensures adequate input from teachers and staff on most important decisions.	85/7	71/18	19/51
8. Brevard County School District has too many committees.	22/37	18/43	44/11
9. Brevard County School District has too many layers of administrators.	11/85	8/83	63/13
10. Most Brevard County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	67/22	63/23	30/32
11. Central Office Administrators are responsive to school needs.	93/0	72/13	19/36
12. Central Office Administrators provide quality service to schools.	93/0	73/12	19/32

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

Exhibit A-8

Comparison Survey Responses Within Brevard County School District

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ¹ + OUTSTANDING		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
a. Budgeting	33/67	43/53	67/14
b. Strategic planning	7/85	20/77	49/23
c. Curriculum planning	4/74	19/81	53/39
d. Financial management and accounting	40/60	40/54	57/18
e. Community relations	11/89	21/76	48/43
f. Program evaluation, research, and assessment	26/67	21/75	44/35
g. Instructional technology	35/54	50/50	55/38
h. Pupil accounting	35/42	33/58	33/41
i. Instructional coordination/supervision	4/77	15/83	38/48
j. Instructional support	7/70	19/81	49/43
k. Federal Program (e.g., Title I, Special Education) coordination	7/63	16/75	38/38
l. Personnel recruitment	48/48	38/50	35/31
m. Personnel selection	27/69	22/76	37/40
n. Personnel evaluation	19/78	18/82	37/56
o. Staff development	7/89	11/89	36/57
p. Data processing	82/19	62/33	30/31
q. Purchasing	19/78	27/65	34/33
r. Law enforcement/security	11/85	19/69	31/48
s. Plant maintenance	15/74	37/62	49/36
t. Facilities planning	19/62	41/58	50/28
u. Transportation	4/82	38/58	42/38
v. Food service	4/96	29/71	40/50
w. Custodial services	30/59	31/69	49/46
x. Risk management	56/41	28/66	30/35
y. Administrative Technology	52/37	33/63	27/39

¹Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*

Exhibit A-9

Comparison Survey Responses Within Brevard County School District

PART H: OPERATIONS	ADMINISTRATORS (%)	PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of the Brevard County School District is: Highly efficient Above average in efficiency Less efficient than most other school districts	 37 63 0	 26 68 4	 2 48 32
2. The operational efficiency of the Brevard County School District could be improved by: Offering fewer programs Increasing some class sizes Increasing teacher workload Reducing the number of administrators Reducing the number of support staff Privatizing some support services Reducing the number of facilities operated by the district Other	 15 15 4 0 4 41 4 44	 15 6 3 1 4 17 4 36	 8 2 1 44 19 18 10 38

PART 5

Exhibit A-10

**Comparison Survey Responses
Brevard County School District Administrators and
Administrators in Other Districts^{1, 2}**

PART A OF SURVEY	BREVARD COUNTY SCHOOL DISTRICT (%)	OTHER DISTRICTS (%)
1. Overall quality of public education in Brevard County School District is: Good or Excellent Fair or Poor	99 1	86 14
2. Overall quality of education in Brevard County School District is: Improving Staying the Same Getting Worse Don't Know	89 10 1 0	73 19 6 1
3. Grade given to Brevard County School District teachers: Above Average (A or B) Below Average (D or F)	96 1	83 2
4. Grade given to Brevard County School District school administrators: Above Average (A or B) Below Average (D or F)	98 1	83 3
5. Grade given to Brevard County School District administrators: Above Average (A or B) Below Average (D or F)	85 2	69 9

¹ For comparison purposes, administrators and principals in some of the other districts were combined in order to benchmark against a similar grouping in the Brevard County School District.

² Other districts include Alachua, Austin, Broward, Brownsville, Calhoun, Clay, Dallas, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, Little Rock, McAllen, Midland, Pharr-San Juan-Alamo, Port Arthur, Poudre, Prince George's, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

Exhibit A-11

Comparison Survey Responses Brevard County School District Administrators and Administrators in Other Districts^{1, 2}

PART B	(% A + SA) / (% D + SD) ³	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS ²
1. The emphasis on learning in the district has increased in recent years.	96/3	86/6
2. District schools are safe and secure from crime.	87/2	67/15
3. Our schools do not effectively handle misbehavior problems.	11/84	19/66
4. Our schools have sufficient space and facilities to support the instructional programs.	45/41	32/57
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	9/82	16/72
6. Our schools can be described as "good places to learn."	100/0	88/4
7. There is administrative support for controlling student behavior in our schools.	92/13	83/9
8. Most students in our schools are motivated to learn.	80/8	72/15
9. Lessons are organized to meet students' needs.	86/6	72/11
10. The curriculum is broad and challenging for most students.	91/6	73/13
11. There is little a teacher can do to overcome education problems due to a student's home life.	22/67	16/70
12. Teachers in our schools know the material they teach.	95/0	84/5
13. Teachers in our schools care about students' needs.	95/2	88/3
14. Teachers expect students to do their very best.	95/3	82/6
15. Principals and assistant principals in our schools care about students' needs.	97/2	92/3
16. In general, parents do not take responsibility for their children's behavior in our schools.	28/58	31/51
17. Parents in this district are satisfied with the education their children are receiving.	79/8	65/12
18. Most parents really don't seem to know what goes on in our schools.	37/49	38/41
19. Parents play an active role in decision-making in my school.	66/14	46/23
20. This community really cares about its childrens' education.	76/9	73/11
21. Taxpayer dollars are being used wisely to support public education in the district.	81/8	68/17
22. Sufficient student services are provided in the district.	73/17	59/31
23. Site-based planning has been implemented effectively in the district.	65/20	53/25

¹For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in the Brevard County School District.

²Other districts include Alachua, Austin, Broward, Brownsville, Calhoun, Clay, Dallas, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, Little Rock, McAllen, Midland, Pharr-San Juan-Alamo, Port Arthur, Poudre, Prince George's, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

³Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*.

Exhibit A-12

Comparison Survey Responses Brevard County School District Administrators and Administrators in Other Districts^{1, 2}

PART C	(% G + E) / (% F + P) ³	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS ₂
1. School board members' knowledge of the educational needs of students in the district.	39/58	37/59
2. School board members' knowledge of operations in the district.	41/57	38/58
3. School board members' work at setting or revising policies for the district.	55/43	44/51
4. The district school superintendent's work as the instructional leader of the district.	93/5	70/28
5. The district school superintendent's work as the chief administrator (manager) of the district.	95/5	72/26
6. Principals work as the instructional leaders of their schools.	94/5	83/15
7. Principals work as the managers of the staff and teachers.	95/2	86/12
8. Teachers' work in meeting students' individual learning needs.	89/11	72/24
9. Teachers' work in communicating with parents.	70/29	59/36
10. Teachers' attitudes about their jobs.	65/33	58/39
11. Students' ability to learn.	80/18	79/17
12. The amount of time students spend on task learning in the classroom.	78/17	66/25
13. Parents' efforts in helping their children to do better in school.	38/59	34/59
14. Parents' participation in school activities and organizations.	40/56	30/65
15. How well students' test results are explained to parents.	65/31	42/50
16. The condition in which district schools are kept.	76/23	64/35
17. How well relations are maintained with various groups in the community.	80/18	59/37
18. The opportunities provided by the district to improve the skills of teachers.	85/14	65/32
19. The opportunity provided by the district to improve the skills of school administrators.	79/21	59/38
20. The district's job of providing adequate instructional technology.	61/38	51/47
21. The district's use of technology for administrative purposes.	63/37	51/47

¹For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Brevard County School District.

²Other districts include Alachua, Austin, Broward, Brownsville, Calhoun, Clay, Dallas, Edgewood, Edinburg, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, Little Rock, McAllen, Midland, Pharr-San Juan-Alamo, Port Arthur, Poudre, Prince George's, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

³Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

Exhibit A-13

Comparison Survey Responses Brevard County School District Administrators and Administrators in Other Districts^{1, 2}

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ³	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I find the district to be an exciting, challenging place to work.	92/2	85/6
2. The work standards and expectations in the district are equal to or above those of most other school districts.	92/1	79/8
3. District officials enforce high work standards.	92/4	75/12
4. Most district teachers enforce high student learning standards.	87/2	72/9
5. District teachers and administrators have excellent working relationships.	86/5	60/15
6. Teachers who do not meet expected work standards are disciplined.	39/30	33/36
7. Staff who do not meet expected work standards are disciplined.	59/20	45/30
8. Teacher promotions and pay increases are based upon individual performance.	9/75	8/73
9. Staff promotions and pay increases are based upon individual productivity.	16/73	15/67
10. I feel that I have the authority to adequately perform my job responsibilities.	87/8	80/13
11. I have adequate facilities in which to conduct my work.	89/8	72/21
12. I have adequate equipment and computer support to conduct my work.	82/11	65/26
13. The workloads are equitably distributed among teachers and staff members.	64/18	49/25
14. No one knows or cares about the amount or quality of work that I perform.	16/74	17/68
15. Workload is evenly distributed.	54/32	39/39
16. The failure of district officials to enforce high work standards results in poor quality work.	10/76	21/57
17. I often observe other teachers and/or staff socializing rather than working while on the job.	8/74	17/65

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Brevard County School District.

² Other districts include Alachua, Broward, Chapel Hill-Carrboro, Clay, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, Little Rock, Port Arthur, Prince George's, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

Exhibit A-14

**Comparison Survey Responses
Brevard County School District Administrators and
Administrators in Other Districts^{1, 2}**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ³	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I am very satisfied with my job in the district.	89/8	80/11
2. I plan to make a career in the district.	93/5	81/5
3. I am actively looking for a job outside the district.	3/84	9/78
4. Salary levels are competitive (with other school districts).	28/56	43/43
5. My work is appreciated by my supervisor(s).	84/10	70/17
6. I am an integral part of the district team.	79/8	73/14
7. There is no future for me in the district.	5/86	9/78
8. My salary level is adequate for my level of work and experience.	28/66	34/54
9. I enjoy working in a culturally diverse environment.	82/3	91/2

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Brevard County School District.

² Other districts include Alachua, Broward, Chapel Hill-Carrboro, Clay, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, Little Rock, Port Arthur, Prince George's, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

Exhibit A-15

**Comparison Survey Responses
Brevard County School District Administrators and
Administrators in Other Districts^{1, 2}**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ³	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. Most administrative practices in the district are effective and efficient.	86/5	61/20
2. Administrative decisions are made quickly and decisively.	88/7	47/31
3. District administrators are easily accessible and open to input.	83/11	68/18
4. Authority for administrative decisions are delegated to the lowest possible level.	48/28	35/39
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	87/7	67/14
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	30/49	43/35
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	74/16	57/19
8. The district has too many committees.	19/42	38/33
9. The district has too many layers of administrators.	8/83	22/60
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	63/23	57/26
11. Central Office Administrators are responsive to school needs.	77/11	66/15
12. Central Office Administrators provide quality service to schools.	77/10	68/13

¹For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Brevard County School District.

²Other districts include Alachua, Broward, Chapel Hill-Carrboro, Clay, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, Little Rock, Port Arthur, Prince George's, St. Mary's, San Diego, Seguin, and United.

³Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

Exhibit A-16

Comparison Survey Responses Brevard County School District Administrators and Administrators in Other Districts^{1, 2}

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/ % ADEQUATE ³ + OUTSTANDING
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
a. Budgeting	41/56	43/52
b. Strategic planning	18/79	44/43
c. Curriculum planning	16/79	46/47
d. Financial management and accounting	40/55	37/56
e. Community relations	19/79	43/51
f. Program evaluation, research, and assessment	22/733	41/51
g. Instructional technology	47/50	54/41
h. Pupil accounting	33/55	29/56
i. Instructional coordination/supervision	13/82	38/53
j. Instructional support	17/79	42/51
k. Federal program (e.g., Chapter I, Special Education) coordination	15/73	37/47
l. Personnel recruitment	40/49	43/45
m. Personnel selection	23/74	40/51
n. Personnel evaluation	18/81	45/49
o. Staff development	11/89	42/54
p. Data processing	66/30	38/49
q. Purchasing	25/68	35/55
r. Law enforcement/security	17/72	32/59
s. Plant maintenance	33/64	50/47
t. Facilities planning	37/59	47/46
u. Pupil transportation	31/63	36/56
v. Food service	24/76	32/63
w. Custodial services	31/67	42/53
x. Risk management	33/61	27/58
y. Administrative technology	37/58	49/48

¹For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Brevard County School District.

²Other districts include Alachua, Broward, Chapel Hill-Carrboro, Clay, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, Little Rock, Port Arthur, Prince George's, St. Mary's, San Diego, Seguin, and United.

³Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

Exhibit A-17

Comparison Survey Responses Brevard County School District Teachers and Teachers in Other Districts¹

PART A OF SURVEY	BREVARD COUNTY SCHOOL DISTRICT (%)	OTHER DISTRICTS (%)
1. Overall quality of public education in the district is: Good or Excellent Fair or Poor	75 25	69 28
2. Overall quality of education in the district is: Improving Staying the Same Getting Worse Don't Know	45 33 20 2	53 25 17 4
3. Grade given to teachers: Above Average (A or B) Below Average (D or F)	88 1	83 1
4. Grade given to school administrators: Above Average (A or B) Below Average (D or F)	59 12	58 13
5. Grade given to district administrators: Above Average (A or B) Below Average (D or F)	28 30	39 25

¹ Other districts include Alachua, Austin, Broward, Brownsville, Calhoun, Clay, Dallas, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, Little Rock, McAllen, Midland, Pharr-San Juan-Alamo, Port Arthur, Poudre, Prince George's, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

Exhibit A-18

Comparison Survey Responses Brevard County School District Teachers and Teachers in Other Districts¹

PART B	(% A + SA) / (% D + SD) ²	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. The emphasis on learning in district has increased in recent years.	64/20	68/14
2. District schools are safe and secure from crime.	48/33	40/38
3. Our schools do not effectively handle misbehavior problems.	55/32	54/32
4. Our schools have sufficient space and facilities to support the instructional programs.	28/63	30/60
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	35/47	31/53
6. Our schools can be described as "good places to learn."	73/12	69/14
7. There is administrative support for controlling student behavior in our schools.	54/32	49/36
8. Most students in our schools are motivated to learn.	50/35	52/33
9. Lessons are organized to meet students' needs.	77/13	77/9
10. The curriculum is broad and challenging for most students.	72/18	71/15
11. There is little a teacher can do to overcome education problems due to a student's home life.	45/36	35/47
12. Teachers in our schools know the material they teach.	89/3	86/4
13. Teachers in our schools care about students' needs.	91/2	88/4
14. Teachers expect students to do their very best.	86/4	85/6
15. Principals and assistant principals in our schools care about students' needs.	77/11	80/8
16. In general, parents do not take responsibility for their children's behavior in our schools.	62/22	58/23
17. Parents in this district are satisfied with the education their children are receiving.	49/19	48/17
18. Most parents really don't seem to know what goes on in our schools.	66/20	59/23
19. Parents play an active role in decision-making in my school.	44/34	36/40
20. This community really cares about its childrens' education.	45/29	52/24
21. Taxpayer dollars are being used wisely to support public education in district.	22/51	35/42
22. Sufficient student services are provided in the district.	53/36	56/33
23. Site-based management has been implemented effectively in the district.	33/27	36/36

¹ Other districts include Alachua, Austin, Broward, Brownsville, Calhoun, Clay, Dallas, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, Little Rock, McAllen, Midland, Pharr-San Juan-Alamo, Port Arthur, Poudre, Prince George's, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Exhibit A-19

Comparison Survey Responses Brevard County School District Teachers and Teachers in Other Districts¹

PART C	(%G+ E) / (%F + P) ²	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. School board members' knowledge of the educational needs of students in the district.	12/82	26/64
2. School board members' knowledge of operations in the district.	22/69	31/57
3. School board members' work at setting or revising policies for the district.	14/75	29/58
4. The district school superintendent's work as the instructional leader of the district.	21/75	42/48
5. The district school superintendent's work as the chief administrator (manager) of the district.	25/69	46/44
6. Principals work as the instructional leaders of their schools.	60/38	60/39
7. Principals work as the managers of the staff and teachers.	66/34	63/36
8. Teachers' work in meeting students' individual learning needs.	79/21	76/23
9. Teachers' work in communicating with parents.	79/21	70/29
10. Teachers' attitudes about their jobs.	47/52	49/50
11. Students' ability to learn.	58/42	60/38
12. The amount of time students spend on task learning in the classroom.	56/41	61/37
13. Parents' efforts in helping their children to do better in school.	18/79	19/78
14. Parents' participation in school activities and organizations.	22/76	20/78
15. How well students' test results are explained to parents.	40/54	36/54
16. The condition in which district schools are kept.	41/58	52/48
17. How well relations are maintained with various groups in the community.	47/42	44/44
18. The opportunities provided by the district to improve the skills of teachers.	60/39	58/41
19. The opportunity provided by the district to improve the skills of school administrators.	31/29	35/28
20. The district's job of providing adequate instructional technology.	41/56	45/52
21. The district's use of technology for administrative purposes.	45/34	46/28

¹ Other districts include Alachua, Austin, Broward, Brownsville, Calhoun, Clay, Dallas, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, Little Rock, McAllen, Midland, Pharr-San Juan-Alamo, Port Arthur, Poudre, Prince George's, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

² Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*

Exhibit A-20

Comparison Survey Responses Brevard County School District Teachers and Teachers in Other Districts¹

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ²	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I find the district to be an exciting, challenging place to work.	59/15	66/14
2. The work standards and expectations in the district are equal to or above those of most other school districts.	56/14	59/17
3. District officials enforce high work standards.	57/18	58/21
4. Most district teachers enforce high student learning standards.	77/9	73/11
5. District teachers and administrators have excellent working relationships.	39/37	38/34
6. Teachers who do not meet expected work standards are disciplined.	21/44	24/40
7. Staff who do not meet expected work standards are disciplined.	21/39	25/37
8. Teacher promotions and pay increases are based upon individual performance.	4/81	8/73
9. Staff promotions and pay increases are based upon individual productivity.	5/60	8/53
10. I feel that I have the authority to adequately perform my job responsibilities.	77/18	79/15
11. I have adequate facilities in which to do my work.	67/24	65/26
12. I have adequate equipment and computer support to do my work.	55/37	49/40
13. The workloads are equitably distributed among teachers and among staff members.	41/47	40/46
14. No one knows or cares about the amount or quality of work that I perform.	29/53	25/54
15. Workload is evenly distributed.	32/46	34/46
16. The failure of district officials to enforce high work standards results in poor quality work.	27/39	31/39
17. I often observe other teachers and/or staff socializing rather than working while on the job.	17/65	21/61

¹ Other districts include Alachua, Broward, Clay, Edgewood, Edinburg, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, Little Rock, Port Arthur, Prince George's, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Exhibit A-21

Comparison Survey Responses Brevard County School District Teachers and Teachers in Other Districts¹

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ²	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I am very satisfied with my job in the district.	64/20	69/17
2. I plan to make a career in the district.	75/8	69/10
3. I am actively looking for a job outside the district.	11/75	11/72
4. Salary levels are competitive (with other school districts).	14/68	35/50
5. My supervisor(s) appreciates my work.	60/27	64/21
6. I am an integral part of the district team.	48/31	59/19
7. There is no future for me in the district.	11/66	11/70
8. My salary level is adequate for my level of work and experience.	11/81	21/67
9. I enjoy working in a culturally diverse environment.	80/5	85/7

¹ Other districts include Alachua, Broward, Clay, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, Little Rock, Port Arthur, Prince George's, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Exhibit A-22

**Comparison Survey Responses
Brevard County School District Teachers and
Teachers in Other Districts¹**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ²	
	BREVARD COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. Most administrative practices in the district are effective and efficient.	30/40	31/39
2. Administrative decisions are made quickly and decisively.	39/34	31/38
3. District administrators are easily accessible and open to input.	29/46	38/38
4. Authority for administrative decisions are delegated to the lowest possible level.	16/33	16/32
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	50/31	50/32
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	46/17	49/18
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	19/51	30/41
8. The district has too many committees.	44/11	48/16
9. The district has too many layers of administrators.	63/13	60/16
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	30/32	35/32
11. Central Office Administrators are responsive to school needs.	19/36	23/38
12. Central Office Administrators provide quality service to schools.	19/32	22/36

¹Other districts include Alachua, Broward, Clay, Edgewood, Edinburg, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, Little Rock, Port Arthur, Prince George’s, St. Mary’s, San Diego, Seguin, and United.

²Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Exhibit A-23

**Comparison Survey Responses
Brevard County School District Teachers and
Teachers in Other Districts¹**

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE ² + OUTSTANDING
	BREVARD COUNTY SCHOOL DISTRICT		OTHER DISTRICTS
a. Budgeting	67/14		62/19
b. Strategic planning	49/23		47/25
c. Curriculum planning	53/39		54/38
d. Financial management and accounting	57/18		47/25
e. Community relations	48/43		50/39
f. Program evaluation, research, and assessment	44/35		43/37
g. Instructional technology	55/38		53/37
h. Pupil accounting	33/41		32/41
i. Instructional coordination/supervision	38/48		40/44
j. Instructional support	49/43		50/42
k. Federal program (e.g., Chapter I, Special Education) coordination	38/38		39/38
l. Personnel recruitment	35/31		36/36
m. Personnel selection	37/40		40/38
n. Personnel evaluation	37/56		42/45
o. Staff development	36/57		42/51
p. Data processing	30/31		20/37
q. Purchasing	34/33		33/30
r. Law enforcement/security	31/48		38/45
s. Plant maintenance	49/36		44/39
t. Facilities planning	50/28		42/30
u. Pupil transportation	42/38		35/43
v. Food service	40/50		40/49
w. Custodial services	49/46		42/50
x. Risk management	30/35		26/36
y. Administrative technology	27/39		28/35

¹Other districts include Alachua, Broward, Clay, Edgewood, Edinburgh, El Paso, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, Little Rock, Port Arthur, Prince George's, St. Mary's, San Diego, Seguin, and United.

²Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*

B

Appendix: Action Plans

Management Structures

Action Plan 3-1

Improve Budgetary Controls

Recommendation 1	
Strategy	Provide board members with training in budgeting and finance.
Action Needed	Step 1: Determine the specific areas in which the board should receive training. Step 2: Contact the FSBA or another suitable organization to schedule training. Step 3: Complete board training.
Who Is Responsible	The school board.
Time Frame	November 1999
Fiscal Impact	This recommendation should not cost more than \$1,500 to implement.
Recommendation 2	
Strategy	Address the concerns of the Auditor General and improve the budgetary control process of the board.
Action Needed	Step 1: Review the circumstances which led to the concerns noted by the Auditor General regarding budgetary control processes. Step 2: Review past district responses to the Auditor General citations and determine how they have been insufficient in addressing the concerns. Step 3: Review the board policy implemented in response to the last citation and determine how and why the board failed to follow its own policy. Step 4: Develop additional board policies as necessary to completely address the concerns of the Auditor General and to provide proper budgetary control for the board. If additional policies are not necessary, the board may wish to direct district staff to establish additional procedures to ensure that the board policy is followed.
Who Is Responsible	The school board.

Time Frame	September 1999
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 3	
Strategy	Create a standing citizen advisory committee to provide a business perspective and input into the district's budget process.
Action Needed	<p>Step 1: Determine the desired number of citizen participants on the committee. Also determine meeting frequency, length of membership, etc.</p> <p>Step 2: Develop a list of committee goals and functions.</p> <p>Step 3: Appoint a board member to serve on the committee. Appoint a staff member as a liaison to the committee.</p> <p>Step 4: Solicit members of the local business community to serve on the committee.</p> <p>Step 5: Hold the first meeting of the committee.</p>
Who Is Responsible	The school board.
Time Frame	November 1999
Fiscal Impact	This recommendation can be implemented with existing resources.

Action Plan 3-2

Develop Comprehensive District Strategic Plan

Recommendation 1	
Strategy	Develop district strategic plan.
Action Needed	<p>Step 1: Considering information presented in this section, and supplementary information to be provided by the Office of Accountability, Testing, and Evaluation, review the current <i>Strategic Plan</i> and identify its shortcomings.</p> <p>Step 2: Complete a written situation analysis to determine where the district stands in today's environment. This analysis should answer the question "Where are we today?" and should be a similar process to that followed by district schools in the development of School Improvement Plans, including the review of currently available data, such as aggregated student test scores. The analysis should also include a review of the State Education Goals, the district's mission statement, projected enrollment, projected revenues, and identified needs</p> <p>Step 3: Develop districtwide goals that are appropriate for the current situation and develop written linkage to the district's mission statement.</p> <p>Step 4: Reword all resulting goals to be long-term (at least three years into the future, preferably five), measurable statements that answers the question, "Where is the district going?" Develop additional long-term goals where needed. All long-term goals should reflect the district's vision statement and set the district's direction.</p> <p>Step 5: Develop a written statement linking the district's goals with State Education Goals.</p>

- Step 6: Develop the short-term (one to three years) objectives and annual priorities the district must achieve in order to achieve the long-term goals. The objectives and priorities should show how goals will be met and how progress toward goals will be measured.
- Step 7: Develop the strategies that provide an action plan for accomplishing each objective. These strategies should answer the question, “How do we get there?”
- Step 8: Develop measures by which the district will be able to assess whether it has reached its goals.
- Step 9: Publish and disseminate the results.

Who Is Responsible	The school board and Superintendent, with support from the Office of Accountability, Testing, and Evaluation.
Time Frame	April 2000
Fiscal Impact	This recommendation can be accomplished with existing resources.

Action Plan 3-3

Link Financial Planning and Budgeting to Goal Achievement

Recommendation 1	
Strategy	Once the major educational and operational programs have developed goals and objectives, as recommended in Chapter 4.0 (page 4-17), the district will be able to amend its current budgetary development process to include links with programmatic goals, including student achievement.
Action Needed	<p>Step 1: Obtain information from other districts regarding how they specifically link programmatic goals to financial planning and budgeting, including student achievement. Districts that currently link programmatic goals to financial planning and budgeting include Polk and Leon.</p> <p>Step 2: Assess the current budgeting process in light of the process followed by other districts.</p> <p>Step 3: Have the Office of Budgeting prepare recommendations for board consideration that would alter the current financial planning and budgeting process to include linkage to district goals and objectives, including student performance.</p> <p>Step 4: Select financial planning and budget development process alterations that suit the needs of the district, provide clear links to district goals and objectives, and provide opportunities to adjust financial planning and budgeting when warranted to meet goals.</p> <p>Step 5: Implement a financial planning and budget development process that is linked to the district’s goals and objectives, including student performance.</p> <p>Step 6: Adopt a regular assessment process of the district’s goals and objectives that includes adjusting financial planning and budgeting when warranted to meet goals.</p>
Who Is Responsible	The board and superintendent, with support from the Office of Accountability, Testing, and Evaluation and the Office of Budgeting.

Time Frame	October 1999
Fiscal Impact	This recommendation can be accomplished with existing resources.

Action Plan 3-4

Address MIS Training, Reporting, and Data Reliability Concerns

Recommendation 1	
Strategy	As part of the responsibilities of the MIS Steering Committee, the district develops a response to current training and systems and reporting issues.
Action Needed	<p>Step 1: Survey all departments to determine exactly what reports are lacking in the current CIMS and TERMS programs.</p> <p>Step 2: Review the compiled list with MIS to determine which concerns are due to current systems limitations and which are due to lack of training.</p> <p>Step 3: Develop a strategy and time line for addressing each issue.</p> <p>Step 4: Require the MIS Department to report monthly on the progress on each concern.</p>
Who Is Responsible	MIS Steering Committee.
Time Frame	October 1999
Fiscal Impact	This recommendation can be accomplished with existing resources.

Recommendation 2	
Strategy	As part of the responsibilities of the MIS Steering Committee, the district develops procedures for internally verifying the validity of its data and the necessary training components to ensure that all appropriate staff understand the procedures.
Action Needed	<p>Step 1: Identify all the data areas in which the district is not currently performing sufficient data validation, including data entered by the schools.</p> <p>Step 2: Identify automated procedures by which each data area could be validated.</p> <p>Step 3: Implement automated procedures where possible to verify accuracy of systems data.</p> <p>Step 4: For areas that do not lend themselves to an automated solution (such as when school personnel enter a possible code but not the correct code), identify or develop management reports that will allow program leaders to verify data accuracy.</p>
Who Is Responsible	MIS Steering Committee.
Time Frame	April 2000
Fiscal Impact	This recommendation can be accomplished with existing resources.

Performance Accountability System

Action Plan 4-1

Develop Goals and Objectives for Major Programs

Recommendation 1	
Strategy	Develop an accountability framework for each program.
Action Needed	<p>Step 1: Develop an accountability handbook that includes:</p> <ul style="list-style-type: none"> • the basic concepts of program accountability including goals, outcome-based objectives, performance measures, and evaluation plan development; and • the district budget process including district budget priorities and the connection between program goals and objectives and the allocation of program resources. <p>Step 2: Provide document to appropriate staff to enable them to develop accountability systems for their programs.</p> <p>Step 3: Develop an accountability framework for each program to guide staff through the development of the district's program-level accountability system. The framework should include:</p> <ul style="list-style-type: none"> • program name; • program purpose; • unit administering the program; • person responsible for ensuring that the framework is completed and updated regularly; • program goals; • program objectives; • performance measures by program objective, including a short explanation of how each relates to the program objective; • implementation strategies for each objective, including who is responsible, time frame for completion, and any fiscal impact; • person responsible for implementing framework, monitoring progress, and reporting results; and • evaluation plan.
Who Is Responsible	The Office of Accountability, Testing, and Evaluation, under the direction of the Executive Leadership Team.
Time Frame	October 1999
Fiscal Impact	None
Recommendation 2	
Strategy	Develop program level goals and objectives.

Action Needed	<p>Step 1: Identify the purpose of each major program (from federal or state law, grant specifications, etc.) and the primary services provided by the district.</p> <p>Step 2: Review School Improvement Plans and the <i>School Accountability Plan</i> to identify school-based needs as they relate to specific programs. Use this information to develop, refine, and align program-level goals and objectives to support school needs and improvement initiatives.</p> <p>Step 3: Identify district priorities, the strategic plan, existing goals and objectives, and major activities/initiatives that relate to each program.</p> <p>Step 4: Use district-developed Accountability Handbook to develop broad goal statements that describe the primary outcomes (such as high student performance, efficient transportation services, etc.) the district expects each program to achieve.</p> <p>Step 5: Develop short-term and mid-term objectives for each program goal. Objectives should be based on the specific, measurable outcomes the district would like the program to achieve. Each objective should relate to the program's goals, the program's intent and resources, children served, school needs, districtwide goals, and the district's expectations for the program.</p> <p>Step 6: Identify major initiatives and key strategies that the district will implement to achieve each program objective. Use these strategies to set priorities for staff members' daily work.</p> <p>Step 7: Review and update goals and objectives annually based on legislative changes, changes in district goals, student needs, program resources, needs identified in school improvement plans, and program evaluation results.</p> <p>Step 8: At the cabinet level, review program-level goals and objectives of each major program to ensure they:</p> <ul style="list-style-type: none"> • meet district expectations; and • clearly and logically relate to the district's vision and mission statements and goals and objectives developed at various other district administrative levels such as those in the strategic plan and those developed as part of the budget process. <p>Step 9: Develop a districtwide format for measuring progress toward meeting goals and objectives. As noted in Chapter 3.0, the district already has in place a process for measuring progress on meeting <i>Strategic Plan</i> objectives. This process could be used with minimal modifications for program-level goals and objectives.</p> <p>Step 10: As with the previous <i>Strategic Plan</i> objectives, the district should annually present the results of program-level goals and objectives to the board.</p>
Who Is Responsible	Appropriate program leaders with assistance from The Office of Accountability, Testing, and Evaluation. The Superintendent's Cabinet will be responsible for reviewing goals and objectives.
Time Frame	November 1999
Fiscal Impact	This can be implemented with existing resources.

Action Plan 4-2

Develop Performance and Cost Efficiency Measures for Major Programs

Recommendation 1	
Strategy	Develop appropriate program performance and cost efficiency measures.
Action Needed	<p>Step 1: Review performance measures each program currently collects and assess its validity as a true measure (refer to Exhibit 4-10).</p> <p>Step 2: Develop additional measures, as necessary, that indicate progress toward program goals and objectives. Verify that the measures developed:</p> <ul style="list-style-type: none"> • identify detailed input and outcome measures and indicators of efficiency and effectiveness; • focus on desired results and outcomes not just on activities; and • identify how performance measures link to the budget and the measures in the district’s strategic plan. <p>Step 3: For each performance measure, identify the data needed.</p> <p>Step 4: Identify data currently either not available, accessible or in the format needed to determine progress toward program goals and objectives.</p> <p>Step 5: Establish methods for obtaining data necessary to support performance and cost efficiency measurement.</p> <p>Step 6: Submit performance and cost efficiency measures to Office of Accountability, Testing & Evaluation, Deputy Superintendent, and Superintendent for review, revision, and approval.</p> <p>Step 7: The Office of Accountability, Testing & Evaluation will review each set of measures to ensure that they include linked inputs, outputs, and outcomes, can be related to program costs, can be used to effectively evaluate the program, will indicate when a program should be reviewed to reduce costs.</p>
Who Is Responsible	Department Heads and the Office of Accountability, Testing & Evaluation.
Time Frame	February 2000
Fiscal Impact	This can be implemented with existing resources.

Action Plan 4-3

Develop Benchmarks

Recommendation 1	
Strategy	Develop benchmarks.
Action Needed	<p>Step 1: Identify key performance measures of cost, quality, and efficiency that should be compared for each major program. These measures should be the ones that are most illustrative of the performance or cost efficiency. For example, food services' "per cap" (the revenue generated per student per day) is better than the number of lunches served.</p> <p>Step 2: For each major program, identify a group of five to 10 school districts with which Brevard County School District could compare its performance and cost efficiency. These districts may be in Florida or elsewhere (although data comparisons among different states are often difficult).</p> <p>Step 3: For each program, pick other model organizations. These would include government agencies or private companies that have similar programs with which Brevard County School District could compare its performance and cost efficiency.</p> <p>Step 4: Identify best-of-class organizations that perform similar functions.</p> <p>Step 5: Contact the peer organizations to determine whether the appropriate performance data needed are available and reliable.</p> <p>Step 6: Determine how the data will be used to draw conclusions about Brevard County School District programs. For example, establish standards by determining whether Brevard County School District program performance will be compared to the average of the peer districts, the highest performing organization, the organization with the lowest cost, etc. As part of this determination, identify the performance targets for each program.</p> <p>Step 7: Collect the data from benchmarking organizations. Measure the performance of best-in-class organizations for each performance measure.</p> <p>Step 8: Measure performance and identify gaps between district programs and those of the benchmarking organizations.</p> <p>Step 9: Submit benchmarks to Office of Accountability, Testing, & Evaluation, Deputy Superintendent, and Superintendent for review, revision and approval.</p>
Who is Responsible	Program directors and appropriate program staff with the assistance of the Office of Accountability, Testing & Evaluation
Time Frame	April 2000
Fiscal Impact	This can be implemented with existing resources.

Action Plan 4-4

Evaluate District Programs

Recommendation 1	
Strategy	Hire two evaluation specialists to meet the demand for program evaluation.
Action Needed	<p>Step 1: The Deputy Superintendent for school operations should instruct the Director of accountability, testing, and evaluation to prepare job descriptions for an evaluation specialist positions.</p> <p>Step 2: The Deputy Superintendent of school operations should recommend the job descriptions to the Superintendent for approval by the board.</p> <p>Step 3: The board should approve the positions.</p> <p>Step 4: The Deputy Superintendent for school operations should hire two persons to fill the positions.</p>
Who Is Responsible	The Deputy Superintendent of School Operations.
Time Frame	November 1999
Fiscal Impact	The salaries for these positions would be approximately \$52,000 each, plus 33.25 percent benefits. However, the district will save an estimated \$27,000 per year by contracting out less evaluations. Therefore, the total annual cost of this recommendation will be approximately \$111,580.

Recommendation 2	
Strategy	Evaluate District Programs.
Action Needed	<p>Step 1: Develop a schedule to formally evaluate components of the 12 major operational and educational programs regularly. The schedule should be developed annually and project planned evaluations for the next two years. (It may take as many as three years to evaluate all 12 programs, given program complexity and available staff hours.) The form of each evaluation (whether outcome or process) and the unit responsible for completing each evaluation (Office of Accountability, Internal Auditor, or outside consultant) should be determined in advance.</p> <p>Step 2: Present the list to the board annually for approval.</p> <p>Step 3: Implement evaluation schedule.</p> <p>Step 4: Each evaluation should be in writing and address program goals and objectives described as Action Plan 4-1, using data collected for performance and cost efficiency measures developed as described in Action Plan 4-2, and benchmarks developed in Action Plan 4-3.</p> <p>Step 5: Use the results of evaluations to reassess program goals and objectives, revise performance measures and benchmarks (as needed), identify program resource needs, and identify program staff training needs.</p> <p>Step 6: Provide the report to the Office of Accountability, Testing & Evaluation for quality review, to ensure that all district evaluations are conducted consistently and in accordance with district requirements.</p>

- Step 7: Issue each evaluation in final written, formal report. The report should clearly disclose the evaluation objectives and a description of the evaluation's scope and methodology. The report should be distributed to the high-level district administrators, program managers, the board, and others responsible for taking action on report findings and recommendations. Copies of the report should be distributed to or made available for inspection by the public.
- Step 8: Implement identified recommendations for program improvement.

Who Is Responsible	The Office of Accountability, Testing & Evaluation.
Time Frame	April 2000
Fiscal Impact	This can be implemented with existing resources.

Action Plan 4-5

Increase Review of Evaluation Results

Recommendation 1	
Strategy	Develop an annual report on performance and cost efficiency evaluations of major district programs.
Action Needed	<p>Step 1: Develop an annual report that includes a summary of evaluation results of each major program, recommendations for improvement, and future resource needs. This report should be provided to the school board and Superintendent. The report should be used to revise district goals and develop the district budget for the upcoming year.</p> <p>Step 2: Adopt a district policy that requires the Office of Accountability, Testing & Evaluation to regularly report to the Superintendent and school board on the status of recommendation implementation.</p>
Who Is Responsible	The Office of Accountability, Testing & Evaluation and the Board.
Time Frame	December 2000
Fiscal Impact	This can be implemented with the existing resources.

Action Plan 4-6

Increase Public Reporting and Input

Recommendation 1	
Strategy	Publicly report additional information on the performance and cost efficiency of major district programs.
Action Needed	<p>Step 1: Create a section on the district's web site for the publication of annual evaluations.</p> <p>Step 2: As annual evaluation reports are completed, publish a copy of them on the district's web site after they are reviewed and approved by the school board.</p>
Who Is Responsible	The Office of Community Involvement.

Action Plans

Time Frame	January 2001
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Determine whether the district could benefit from standing citizen advisory committees.
Action Needed	<p>Step 1: The board should meet to review its current lack of standing advisory committees. It should contact other school boards to determine whether standing advisory committees might be of benefit to the district.</p> <p>Step 2: The board should decide which, if any, standing citizen advisory committees it wishes to form.</p> <p>Step 3: The board should adopt policies creating the desired advisory committees. The policies should include the main charge, the maximum size and composition, and the meeting frequency of the each committee.</p> <p>Step 4: The board should solicit community members to participate on the created advisory committees.</p> <p>Step 5: The board should select one of its members to chair each advisory committee.</p> <p>Step 6: Standing advisory committees should begin to meet and fulfill their charges.</p>
Who Is Responsible	The School Board.
Time Frame	January 2000
Fiscal Impact	This can be implemented with existing resources.

Action Plan 4-7

Address Data Accuracy and Reporting Concerns

Recommendation 1	
Strategy	As part of the responsibilities of the MIS Steering Committee, develop a response to current data accuracy and reporting issues.
Action Needed	<p>Step 1: Survey all departments to identify areas where software or training inadequacies are hampering departmental ability to accurately report.</p> <p>Step 2: Survey all departments to identify areas where software or training inadequacies are hampering departmental ability to develop useful management reports.</p> <p>Step 3: Develop a comprehensive list of all concerns, ranked by priority.</p> <p>Step 4: Review list with Superintendent and MIS Department and determine, for each concern, whether the problem is a software inadequacy, training inadequacy, or both.</p> <p>Step 5: Develop a strategy and time line for addressing each issue.</p> <p>Step 6: Require the MIS Department to report monthly on the progress on each concern.</p>
Who Is Responsible	MIS Steering Committee.

Action Plans

Time Frame	October 1999
Fiscal Impact	This recommendation can be accomplished with existing resources.
Recommendation 2	
Strategy	As part of the responsibilities of the MIS Steering Committee, establish procedures to ensure that school staff enters accurate data into CIMS and TERMS.
Action Needed	<p>Step 1: Establish standard, written procedures for schools to follow that, at minimum, limit who can enter data, how data should be entered and verified, how hard copies of information should be stored after entry, and how supervisory checks of entered information should be conducted.</p> <p>Step 2: Develop a school-level user manual that provides interpretations of most common data variables they must enter and user-friendly documentation for common tasks. The manual should increase the ability of school staff to correctly enter data in the most time-efficient manner. Although on-line documentation is available through TERMS, it is insufficient to meet user needs. Provide each school principal a copy of the procedures and user manual.</p> <p>Step 3: In conjunction with staff development, create a workshop for school staff that reviews in detail the data entry procedures and the user manual.</p> <p>Step 4: Offer the workshop to any interested school staff at least twice per school year.</p>
Who Is Responsible	MIS Steering Committee.
Time Frame	The procedures and user manual should be completed by November 1999. The district should begin offering the workshop in Spring 2000.
Fiscal Impact	This recommendation can be accomplished with existing resources.

Use of Lottery Proceeds

Action Plan 5-1

Define Educational Enhancement

Recommendation 1	
Strategy	Define educational enhancement.
Action Needed	<p>Develop a definition of educational enhancement taking into account the opinions of multiple stakeholders.</p> <p>Step 1: The district team, Director of Planning, Budgets, and Reporting, and other interested district staff should develop a definition of enhancement based on document input from stakeholders outside of the school district. Formal meetings should be conducted to gather the information.</p> <p>Step 2: The district's Director of Planning, Budgets, and Reporting, should present the consensus definition to the school board.</p>

Step 3: The school board should adopt a definition that clearly defines enhancement and represents the interests of the students that they represent.

Who Is Responsible	School Board.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Action Plan 5-2

Ensure That the District Uses its Lottery Funds Consistent With its Definition of Enhancement

Recommendation 1	
Strategy	Develop procedure to ensure that lottery fund expenditures are consistent with the district’s definition of enhancement after the district defines enhancement.
Action Needed	<p>Step 1: The Budget Office needs to develop procedures to ensure that its allocation of district discretionary lottery funds is consistent with the district's definition of enhancement. At a minimum, the procedure should include the following elements:</p> <ul style="list-style-type: none"> • a form which identifies the districts expenditures and the rationale for each type of expenditure as to how it is consistent with the districts definition of enhancement; and • the signature of the Director of Planning, Budgets and Reporting. <p>Step 2: Develop procedures that relate to the expenditure of lottery funds by district staff and that at a minimum include:</p> <ul style="list-style-type: none"> • a process to ensure lottery funds allocated in the budget do not exceed the district’s appropriation of lottery funds; • proviso requirement (define enhancement and identify types of expenditures that are considered consistent with its definition of enhancement); • a rationale for why the expenditures are consistent with the districts definition of enhancement; and • benefits derived from various types of expenditures. <p>Step 3: Develop procedures that relate to the expenditure of lottery funds by SACs, that at a minimum include:</p> <ul style="list-style-type: none"> • the SAC’s requirements regarding the expenditure of funds; • accounting guidelines; and • reporting requirements. <p>Step 4: Submit the procedures identified above to the state Department of Education as required in proviso language.</p>
Who Is Responsible	Director of Planning, Budgets, and Reporting.
Time Frame	September 1999

Fiscal Impact	This can be implemented with existing resources.
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Action Plan 5-3

Evaluate the effectiveness of lottery fund expenditures.

Recommendation 1

Strategy	Annually evaluate the effectiveness of expenditures of lottery funds for enhancement.
Action Needed	<p>Step 1: Develop procedures to analyze the effectiveness of the expenditure of lottery funds. These procedures at a minimum should include:</p> <ul style="list-style-type: none"> • a written document prepared annually that compares the success of schools at attaining goals; • a clear method of evaluating the success of school actions; and • a summary of the most effective methods of attaining goals. <p>Because the SIPs already include much of this process at the school level, the role of the district-level staff will be to consolidate and analyze each school’s information into a district-level document that seeks to answer the question: “What lottery expenditures are most effective for student enhancement.</p> <p>Step 2: Submit the document for approval by the school board and prepare training material for the schools. The training material should emphasize:</p> <ul style="list-style-type: none"> • the reporting requirements; • scoring guidelines; and • record keeping. <p>Again, the intent of this step is not to supplant the training currently provided to SACs, but to supplement the training to include any additional documentation the district staff will require to be able to evaluate the overall effectiveness of expenditure of lottery funds for enhancement.</p>

Who Is Responsible	Director of Accountability, Testing, Evaluation, and School Improvement.
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Time Frame	September 1999
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Fiscal Impact	This can be implemented with existing resources.
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Recommendation 2

Strategy	Communicate to the public, on a quarterly basis, how the district is using its lottery funds, including the benefits derived from those funds.
Action Needed	<p>Step 1: Develop a process to inform the school district community and the general public, on a quarterly basis, how the district is using its lottery funds and the benefits associated with those funds. The Communication Director should ensure that the district reports the lottery expenditures and benefits in:</p> <ul style="list-style-type: none"> • the <i>Mark of Excellence</i> newspaper; • the school newsletters; and • press releases to inform the general public and community.

- Step 2: Develop procedures that relate to the expenditure of lottery funds by district staff and that at a minimum include:
- a process to ensure lottery funds allocated in the budget do not exceed the district’s appropriation of lottery funds;
 - proviso requirement (define enhancement and identify types of expenditures that are considered consistent with its definition of enhancement);
 - a rationale for why the expenditures are consistent with the districts definition of enhancement; and
 - benefits derived from various types of expenditures.
- Step 3: Develop procedures that relate to the expenditure of lottery funds by SACs, that at a minimum include:
- the SAC’s requirements regarding the expenditure of funds;
 - accounting guidelines; and
 - reporting requirements.
- Step 4: Include the procedures that relate to the expenditure of lottery funds by SACs in the school’s business practice manual that is currently being developed by the Director of Planning, Budgets, and Reporting.
- Step 5: Submit the procedures identified above to the state Department of Education as required in proviso language.

Who Is Responsible	Director of Planning, Budgets, and Reporting.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Student Transportation

Action Plan 6-1

Develop Performance and Cost Efficiency Measures for Major Programs and Select True Peer Districts

Recommendation 1	
Strategy	Select peer districts that are more demographically similar to Brevard to compare transportation operations.
Action Needed	Step 1: Review other Florida school districts to identify those that are demographically similar to Brevard County. The criteria should include at least the number of students served, the size of the bus fleet, the average bus occupancy, the population density of the district, and the average mileage per year.

- Step 2: Review other Florida school districts to identify those that are performing at an exemplary level. Select at least two that are similar to Brevard. If no districts are found to be at an exemplary level, the district may wish to consider exemplary districts in other states.
- Step 3: Begin collecting and monitoring data related to transportation from existing the comparison and exemplary districts.

Who Is Responsible	Director of Transportation.
Time Frame	The department should begin identifying additional peer districts by the beginning of the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

Recommendation 2

Strategy	Develop appropriate program performance and cost efficiency measures.
Action Needed	<p>Step 1: Review performance measures currently collected and assess the validity of each as an appropriate indicator of performance (refer to Exhibit 4-13 for the elements composing good performance measures).</p> <p>Step 2: Develop additional measures, as necessary, that indicate progress toward program goals and objectives. Verify that the measures developed:</p> <ul style="list-style-type: none"> • identify detailed input and outcome measures and indicators of efficiency and effectiveness; • focus on desired results and outcomes not just on activities; and • identify how performance measures link to the budget and the measures in the district’s strategic plan. <p>Step 3: For each performance measure, identify the data needed.</p> <p>Step 4: Identify data currently either not available, accessible or in the format needed to determine progress toward program goals and objectives.</p> <p>Step 5: Establish methods for obtaining data necessary to support performance and cost efficiency measurement.</p> <p>Step 6: Submit performance and cost efficiency measures to the Office of Accountability, Testing & Evaluation, Associate Superintendent for Financial Services, and Superintendent for review, revision, and approval.</p> <p>Step 7: The Office of Accountability, Testing & Evaluation will review the measures to ensure that they include linked inputs, outputs, and outcomes, can be related to program costs, can be used to effectively evaluate the program, and will indicate when a program should be reviewed to reduce costs.</p>
Who Is Responsible	Director of Transportation and the Office of Accountability, Testing & Evaluation.
Time Frame	February 2000
Fiscal Impact	This can be implemented with existing resources.

Action Plan 6-2

Develop Benchmarks and Evaluation Reporting

Recommendation 1	
Strategy	Develop transportation benchmarks.
Action Needed	<p>Step 1: Identify key performance measures of cost, quality, and efficiency. These measures should be the ones that are most illustrative of performance or cost efficiency. These could include average bus occupancy, average operational cost per student per year, accidents, driver hours, lifetime vehicle operation costs, etc.</p> <p>Step 2: In addition to the previously selected peer school districts, pick other model organizations. These would include government agencies or private companies that have similar transportation programs with which the department could compare its performance and cost efficiency.</p> <p>Step 3: Identify best-of-class organizations that perform similar transportation functions.</p> <p>Step 4: Contact the peer organizations to determine whether the appropriate performance data needed are available and reliable.</p> <p>Step 5: Determine how the data will be used to draw conclusions about the transportation function. For example, establish standards by determining whether Brevard County School District program performance will be compared to the average of the peer districts, the highest performing organization, the organization with the lowest cost, etc. As part of this determination, identify the transportation performance targets.</p> <p>Step 6: Collect the data from benchmarking organizations. Measure the performance of best-in-class organizations for each performance measure.</p> <p>Step 7: Measure performance and identify gaps between district transportation and those of the benchmark organizations.</p> <p>Step 8: Submit benchmarks to Office of Accountability, Testing, & Evaluation, deputy superintendent, and superintendent for review, revision and approval.</p>
Who is Responsible	Director of Transportation, with the assistance of the Office of Accountability, Testing & Evaluation.
Time Frame	April 2000
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2	
Strategy	Develop a regular reporting mechanism to provide information on the department's performance, which should be an evaluation of the department's actual performance compared to established performance benchmarks.
Action Needed	<p>Step 1: For each established benchmark, develop an appropriate means and frequency of reporting. The format should be easy to read and understandable and include complete explanations about what is being reported. Identify the measures to be reported to senior management and the school board on an ongoing basis.</p>

Step 2: During the 1999-2000 school year, provide regular reports at least monthly from staff to the assistant superintendent for business and fiscal services.

Who Is Responsible	The Director and staff of the Transportation Department, in consultation with the Assistant Superintendent of Business and Fiscal Services.
Time Frame	September 1999: Select format and frequency of reporting on benchmarks. October 1999: Begin reporting as part of the collection of baseline performance information for all established benchmarks.
Fiscal Impact	This recommendation can be implemented with existing resources.

Action Plan 6-3

Analyze Costs Based on Reliable Projections

Recommendation 1	
Strategy	At least annually, conduct analysis of department expenditures over multiple years to determine trends.
Action Needed	<p>Step 1: Conduct an analysis at least annually of expenditures in each budget category and line item by reviewing spending in each area for the past three to five school years.</p> <p>Step 2: Review program areas to identify rising costs and the factors related to them. The program areas should include salaries, routing, and vehicle maintenance at a minimum.</p> <p>Step 3: Beginning in second year implementation of this recommendation, compare annually expenditures in each budget category and line item with projections of identifiable costs completed in previous year.</p> <p>Step 4: Based on this analysis, revise projections of identifiable costs for the next three years.</p> <p>Step 5: Based on this analysis, identify ways to control transportation costs.</p> <p>Step 6: Implement methods to control transportation costs.</p>
Who Is Responsible	The Director and staff of the Transportation Department, in consultation with the Assistant Superintendent of Financial and Business Services.
Time Frame	Beginning in the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 2	
Strategy	Involve Transportation Department management in the planning of new school siting, construction, and other actions the district takes to deal with enrollment changes.
Action Needed	Step 1: Include department management in school planning so they can provide input from a transportation point of view and be able to take planning assumptions into account in planning for future transportation needs.
Who Is Responsible	The Director of Transportation and the Assistant Superintendent for Facilities.

Time Frame	Beginning in the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

Action Plan 6-4

Conduct a Driver Salary Study

Recommendation 1	
Strategy	Conduct a study of driver salaries districts Brevard selects to use as comparison districts (see Action Plan 6-1). Include a study of driver turnover in those districts.
Action Needed	<p>Step 1: Once districts are selected as recommended in Action Plan 6-1, collect information from those districts on driver salaries and driver turnover.</p> <p>Step 2: Collect information from those districts that are successful in retaining an adequate number of drivers on practices that they use to keep an adequate number of drivers.</p> <p>Step 3: Determine the extent to which pay levels differ from those in Brevard County and whether any factors besides pay affect the turnover rates among drivers in those districts.</p> <p>Step 4: Prepare a report on the study's findings and present it to the Associate Superintendent for Financial Services.</p>
Who Is Responsible	The Director and staff of the Transportation Department, in consultation with the Associate Superintendent for Financial Services.
Time Frame	Beginning at the start of the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

Recommendation 2	
Strategy	Conduct a driver retention study to determine the root causes for the loss of drivers, including the implications of student discipline problems.
Action Needed	<p>Step 1: Design a form to be completed by all drivers who leave the school district's employ that asks their main reasons for leaving.</p> <p>Step 2: Distribute this form to all drivers who leave the district over the course of the 1999-2000 school year.</p> <p>Step 3: Form a committee of bus drivers and school principals to explore the issue of student discipline on buses. Determine whether the root cause is inconsistent driver application of discipline procedures, insufficient emphasis on bus discipline on the part of school administrators, or something else.</p> <p>Step 4: Combine information gathered from departing drivers and the discipline committee into a final report that outlines recommendations for improving driver retention in the district.</p>
Who Is Responsible	The Director and staff of the Transportation Department, in consultation with the discipline committee comprised of bus drivers and school principals.
Time Frame	August 2000

Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 3	
Strategy	Conduct a study of outsourcing bus driver staffing, including the potential for outsourcing all driver staffing and outsourcing only substitute driver staffing.
Action Needed	<p>Step 1: Using the outsourcing criteria outlined in Chapter 3.0 of this report, complete a study of the potential for outsourcing bus driver staffing. Consider outsourcing all driver staffing and only substitute driver staffing.</p> <p>Step 2: Develop a cost/benefit analysis of the outsourcing options.</p> <p>Step 3: Present report to the Associate Superintendent for Financial Services.</p>
Who Is Responsible	The Director of Transportation.
Time Frame	April 2000
Fiscal Impact	This recommendation can be implemented with existing resources.

Food Service

Action Plan 7-1

Establish Cost-Efficiency Benchmarks

Recommendation 1	
Strategy	Develop food service program benchmarks for cost per meal and meal participation rates.
Action Needed	<p>Step 1: Identify other school districts that have, based on national comparisons, low costs per meal and high meal participation rates.</p> <p>Step 2: Develop a desired benchmark and time line for cost per meal and meal participation rates the program wants to achieve.</p> <p>Step 3: Track costs per meal and meal participation rates to determine if the program is meeting the benchmarks.</p> <p>Step 4: Identify other benchmarks that would be appropriate for comparisons to other food service programs.</p> <p>Step 5: As the department develops its strategic plan, it should include these new and existing benchmarks into the strategic plan (See recommendations for Best Practice 1 on page 7-9).</p> <p>Step 6: Identify school districts with exemplary food service programs, other public sector food service programs, private sector food service programs, and applicable industry standards against which the Brevard food service program can compare its performance on the identified benchmarks.</p> <p>Step 7: Conduct regular comparisons of the program performance to established benchmarks and to identified other food service programs.</p>
Who Is Responsible	The Food Service Director.
Time Frame	The identification of additional benchmarks should be completed by the close of the 1999-2000 school year and in use for the 2000-2001 school year.

Action Plans

Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 2	
Strategy	Disseminate more broadly the results of the <i>Five-Star Inspections</i> .
Action Needed	Step 1: Compile all results from the <i>Five-Star Inspections</i> once all annual inspections have been completed. Step 2: Provide the results to the Director of Communications for publication in the <i>Mark of Excellence</i> and on the district web site.
Who Is Responsible	The Food Service Director, with assistance from the Field Operations Coordinators.
Time Frame	Annually, beginning with the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 3	
Strategy	Review and compare employee wages, salaries, and benefits with peer districts.
Action Needed	Step 1: Annually develop a written comparison of the district's current employee wages, salaries, and benefits with district peers. Step 2; Use this comparison during annual collective bargaining.
Who Is Responsible	The Food Service Director, with assistance from the Field Operations Coordinators.
Time Frame	Annually, beginning with the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.

Action Plan 7-2

Annually Assess Delivery Alternatives and Additional Nutritional Programs

Recommendation 1	
Strategy	Regularly compare service delivery alternatives for food service programs.
Action Needed	Step 1: Develop a model for studying the major aspects of the food services program separately and assessing the potential suitability of each for provision through service delivery alternatives. The model should consider the one previously used for food storage and delivery and should include the factors to consider in outsourcing, outlined in Chapter 3.0 of this report (page 3-50). Step 2: Review the components of the food service program and assess their potential for greater efficiency and effectiveness through outsourcing. Step 3: Where the assessment reveals that the district could potentially achieve greater efficiency or effectiveness through outsourcing, the department should work with the purchasing department to develop a Request for Proposals (RFP) to solicit bids for the component.

	<p>Step 4: Complete an assessment of the potential savings or additional costs that could be achieved through outsourcing the entire food services program. This exercise may reveal that the program is operating more efficiently and effectively than an outsourced one could and that the program should not be outsourced.</p> <p>Step 5: Report the results of the program outsourcing assessment to the school board.</p>
Who Is Responsible	The Associate Superintendent for Financial Services and the Food Service Director are responsible for overseeing studies comparing service delivery alternatives.
Time Frame	Studies of service delivery alternatives should be conducted regularly beginning in the 1999-2000 school year.
Fiscal Impact	This recommendation can be implemented with existing resources.
Recommendation 2	
Strategy	Determine whether additional nutritional programs could be added to district schools.
Action Needed	<p>Step 1: Consider the feasibility of expanding breakfast programs, participating in after school feeding, and providing catering services. This may include:</p> <ul style="list-style-type: none"> • meeting with school principals to assess interest in additional nutritional programs; • surveying students to determine a baseline level of interest in additional nutritional programs; • contacting other districts that offer similar additional programs to identify the potential benefits and obstacles; • working with principals and cafeteria managers to implement pilot program(s); and • assessing the results of pilot program(s) to determine whether additional nutritional programs are desirable, feasible, and profitable.
Who Is Responsible	The Associate Superintendent for Financial Services is responsible for directing the Food Service Director to outline and implement additional nutritional programs.
Time Frame	Review of nutrition programs should be completed in the Spring of the 1999-2000 school year. Implementation and/or expansion of test programs should begin with the 2000 summer school session..
Fiscal Impact	This recommendation can be implemented with existing resources.

Use of State and District Construction Funds

Action Plan 8-1

Consider Cost Alternatives

Recommendation 1	
Strategy	Improve value engineering process.
Action Needed	<p>Step 1: Form value engineering teams consisting of educators and design professionals.</p> <p>Step 2: The team will then perform a value engineering analysis on all major projects (new schools and remodeling in excess of 25 percent of total value). This process would be completed concurrent with the program/schematic design phase so there is sufficient information regarding the project, but it is not too late to make cost saving changes.</p> <p>Step 3: Implement cost savings recommendations as appropriate. The cost savings will be based primarily on space utilization and the examination of systems and materials.</p>
Who Is Responsible	Assistant Superintendent for Facilities.
Time Frame	All new projects (and renovations in excess of 25 percent of value) beginning in the 2000-2001 school year.
Fiscal Impact	Based on estimated annual capital expenditures for major projects of \$40,000,000 and a \$15,000 implementation cost per project, this will result in annual savings of \$140,000 beginning in 2000-2001.

Recommendation 2	
Strategy	Examine alternative scheduling options, including extended-day schedules, year-round schools, and use of portable classrooms.
Action Needed	<p>Step 1: Form committee of educators and parents to examine alternative scheduling options and make a recommendation to the board regarding possible implementation in Brevard County. This committee should look at programs that have been implemented in other districts and evaluate the possibility of creating pilot programs in Brevard County.</p> <p>Step 2: Develop extended-day schedules for use in selected schools.</p> <p>Step 3: Develop multi-track year-round schedules for use in the selected schools. The schedule should reflect at least a four-track system so that the capacity of the facility will be increased by 25 percent (one-quarter of the students are on break at any given time).</p> <p>Step 4: Develop plan for increased use of portables in selected schools.</p> <p>Step 5: Present results of the committee findings and possible multi-track year-round schedules for the board's consideration.</p>
Who Is Responsible	Deputy Superintendent for Facilities and Area Superintendents.

Action Plans

Time Frame	Form Committee - Fall 2000 Report to board - Spring 2001 Implement alternative schedules (if approved) – 2001–2002 year
Fiscal Impact	The fiscal impact of this indeterminate; the district could realize significant savings through cost avoidance by implementing alternatives to new construction.

Action Plan 8-2

Revise Administration of PECO Funds

Recommendation 1	
Strategy	Finance Director establishes appropriate procedures for improving administration of PECO maintenance funds.
Action Needed	Step 1: Associate Superintendent develops appropriate procedures for administering PECO maintenance funds. Step 2: Associate Superintendent, in coordination with Directors of Facilities and Maintenance, reviews new procedures and coding procedures to make sure they will work with new account. Step 3: Determine impact on Maintenance Department operating budget. Step 4: Implement new procedures as appropriate.
Who Is Responsible	Associate Superintendent.
Time Frame	2000-2001 school year
Fiscal Impact	Establishment of procedures can be accomplished with current resources. Depending on results, implementation may have significant financial impact.

Facilities Construction

Action Plan 9-1

Establish a Standing Facilities Committee

Recommendation 1	
Strategy	Utilize the capital outlay committee in the establishment of a standing facilities committee.
Action Needed	Step 1: Assistant Superintendent should develop criteria and procedures for the committee and present to the board for approval. Step 2: District should solicit for staff and community members to serve. The criteria and procedures as outlined above needs to be communicated to all committee members. Step 3: Superintendent should appoint facilities committee members. Step 4: Assistant Superintendent should coordinate committee activities.

Action Plans

Who Is Responsible	Assistant Superintendent for Facilities.
Time Frame	Development of criteria - Summer 1999 Board approval – Summer 1999 Committee appointed and in operation – Summer 1999
Fiscal Impact	This can be implemented with current resources.

Action Plan 9-2

Assign the Budget Oversight for Each Project or Group of Projects to a Single Project Manager

Recommendation 1	
Strategy	Assign the budget oversight for each project or group of projects to a single Project Manager.
Action Needed	Step 1: Define the role of the Project Manager to include the responsibility for budget oversight. Step 2: Define the qualifications necessary to carry out the role of Project Manager. Step 3: Communicate the responsibilities and qualifications to district staff.
Who Is Responsible	Assistant Superintendent.
Time Frame	Fall 1999
Fiscal Impact	This can be implemented with current resources.
Recommendation 2	
Strategy	Review the need for additional project managers.
Action Needed	Step 1: Monitor the workload of the current project manager. Step 2: Document the additional duties that other facilities personnel are required to assume due to the need for additional project managers. Step 3: Present a report to the School Board documenting the need (if any) for additional project manager positions.
Who Is Responsible	Director of Project Management.
Time Frame	July 2001
Fiscal Impact	This recommendation can be implemented with existing resources.

Action Plan 9-3

Complete Formal Architect Evaluation

Recommendation	
Strategy	Complete Formal Architect Evaluations and Refer Findings to the Board
Action Needed	<p>Step 1: Notify Architects prior to appointment that they will be evaluated and the results will be referred to the Board.</p> <p>Step 2: Facility committee to conduct formal evaluations based on the existing district procedures and the extent to which the facility meets the intent of the educational specifications.</p> <p>Step 3: Refer findings to the Board and utilize in future appointments.</p>
Who Is Responsible	Assistant Superintendent.
Time Frame	All projects beginning in the 2000 –2001 year
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plan 9-4

Develop Educational Specifications

Recommendation 1	
Strategy	Appoint a Facilities Planning Specialist.
Action Needed	<p>Step 1: Prepare a position description that includes the responsibilities of developing educational specifications for each project, serving as a facilities department representative with the facility committees, assisting with the capital outlay committee, and monitoring the development of the FISH data and educational plant survey.</p> <p>Step 2: Budget for the added position.</p> <p>Step 3: Advertise for and fill the position.</p>
Who Is Responsible	Assistant Superintendent.
Time Frame	<p>Plan for the added position – 1999 – 2000</p> <p>New position included in the budget – 2000 – 2001</p>
Fiscal Impact	The position can be added at an annual cost of \$50,000 for the salary, benefits and support costs.
Recommendation 2	
Strategy	Develop guidelines for the development of educational specifications.
Action Needed	<p>Step 1: Develop guidelines regarding the general statements that are to be included in the educational specifications for each major project. These will provide guidance to educational specifications committees regarding the need for project rationale, historical perspectives, etc. They will also provide district standards regarding the size of instructional spaces, square footage costs, etc.</p>
Who Is Responsible	Facilities Planning Specialist.

Action Plans

Time Frame	2000 – 2001
Fiscal Impact	This can be implemented with existing resources. The cost of the position is included in recommendation 1 above.
Recommendation 3	
Strategy	Develop educational specifications for all major projects (or group of projects).
Action Needed	<p>Step 1: Develop criteria for the development of project specific educational specifications that include:</p> <ul style="list-style-type: none"> • number of students and staff to be housed; • description of the educational program to be housed; • description of the instructional methodologies to be implemented; • program groupings; • relationships among instructional areas; • spatial Requirements; • support facilities required; • environmental variables; • utility requirements; • storage requirements; • display requirements; • furniture and equipment required; and • summary of spatial requirements.
Who Is Responsible	Facilities Planning Specialist.
Time Frame	Fall 2000
Fiscal Impact	The facilities planning specialist (costs identified in recommendation 9-8 above) can guide the development of the project specific specifications. In some cases (i.e. new high schools, major renovations, etc.), an outside consultant may be necessary. In these cases, the cost of developing educational specifications will be approximately \$15,000 per major project.

Action Plan 9-5

Utilize Educational Specifications in the Evaluation of the Design Solution

Recommendation 1	
Strategy	At the value engineering phase, and at the completion of each project, evaluate the final design solution based on the program goals as defined in the educational specifications.
Action Needed	<p>Step 1: A formal procedure should be developed to ensure that the educational program is included as a part of the value engineering review and that there is a complete post occupancy evaluation based on the ability of the design to meet the goals as specified in the educational specifications.</p>
Who Is Responsible	Site administrators and Facilities Planning Specialist.

Time Frame	Process completed for all projects beginning in the 2000-2001 year
Fiscal Impact	This can be implemented with existing resources.

Action Plan 9-6

Conducting Post-Occupancy Evaluations

Recommendation 1	
Strategy	Regularly conduct post-occupancy evaluations.
Action Needed	<p>Step 1: Develop procedure to ensure that post occupancy evaluations regularly occur and include educational adequacy, function, safety, efficiency, and suggestions for future improvements.</p> <p>Step 2: The evaluation should include:</p> <ul style="list-style-type: none"> • an analysis of the educational program improvements for consideration by future educational specification committees; • an operational cost analysis; • a comparison of the finished product with the educational and construction specifications; and • recommendations for future changes.
Who Is Responsible	Facility Planning Specialist, Site Administrators.
Time Frame	All new facilities beginning with the 2000-2001 year
Fiscal Impact	<p>This can be accomplished with current resources.</p> <p>The cost associated with the facility planning coordinator is provided for in action plan 9-4 above.</p>

Action Plan 9-7

Utilize Results of Post Occupancy Evaluations

Recommendation 1	
Strategy	Utilize results of the post occupancy evaluations to plan future facilities.
Action Needed	<p>Step 1: Develop procedure to ensure that post occupancy evaluations are utilized to evaluate costs, provide feedback to the architect and to make changes in the planning process.</p> <p>Step 2: The evaluation should include:</p> <ul style="list-style-type: none"> • an analysis of the educational program improvements for consideration by future educational specification committees; • an operational cost analysis; • a comparison of the finished product with the educational and construction specifications; and • recommendations for future changes.

Action Plans

Who Is Responsible	Facility Planning Specialist.
Time Frame	All new facilities beginning with the 2000-2001 year
Fiscal Impact	This can be accomplished with current resources. The cost associated with the facility planning coordinator is provided for in action plan 9-4 above.

Recommendation 2

Strategy	Conduct Districtwide Utilization Review.
Action Needed	Step 1: Develop RFP for conduct of a districtwide utilization analysis. Step 2: Solicit response from qualified bidders. Step 3: Conduct utilization analysis. Step 4: Utilize results in future facility planning.
Who Is Responsible	Assistant Superintendent.
Time Frame	Analysis to be conducted during the 2000-2001 school year
Fiscal Impact	The cost of a utilization analysis will be approximately \$175,000.

Facilities Maintenance

Action Plan 10-1

Develop Budget Guidelines for Maintenance and Operations

Recommendation 1

Strategy	Develop guidelines for budgeting in each budget category for maintenance and operations.
Action Needed	Step 1: The Director of Maintenance shall develop guidelines for budgeting which can be used to establish appropriate funding levels for recurring or routine maintenance, major maintenance, preventive maintenance, staffing levels, and training. Step 2: The Director shall present the guidelines to the Superintendent and board for approval. Step 3: The Director of Maintenance shall use the guidelines in developing the next budget.
Who Is Responsible	Director of Maintenance.

Time Frame	May 2000
Fiscal Impact	The fiscal impact of developing the guidelines is negligible and can be accomplished with existing resources. However, implementing the guidelines could result a substantial fiscal impact. ¹

Personnel Systems and Benefits

Action Plan 11-1

Develop an Employee Handbook and Improve Efforts to Solicit Feedback

Recommendation 1	
Strategy	Develop and distribute an Employee Handbook to all employees that will provide general and specific information about the district.
Action Needed	<p>Step 1: Finish developing the Employee Handbook already in progress and add recommended sections to the handbook.</p> <p>Step 2: Meet to consider above recommended information and sections to add to handbook.</p> <p>Step 3: Decide which items to include in handbook and how it will be bound.</p> <p>Step 4: Compile handbook and submit to the Human Resources directors and the Assistant Superintendent of Human Resources for approval.</p> <p>Step 5: Distribute the handbook to program leaders throughout the district to solicit their feedback.</p> <p>Step 6: Incorporate suggestions for improvement.</p> <p>Step 7: Submit the handbook to the Superintendent for approval.</p> <p>Step 8: Distribute the handbook to all employees.</p> <p>Step 9: As soon as possible, the Employee Handbook should be available on the district's Intranet for easy access by all employees.</p>
Who Is Responsible	Steering Committee composed of representatives from Staff Development, Instructional Employment, and Support Staff Employment in the Department of Human Resources.
Time Frame	August 1999
Fiscal Impact	The recommendation can be implemented with existing resources.

¹ If the resulting guidelines bring the district's allocation for maintenance in line with the state's average maintenance cost per square foot, the annual cost will be approximately \$4.3 million. ($\$1.33 - \$0.88 = \$0.45 \times 9.6 \text{ million SF} = \$4,320,000$). If the resulting guidelines bring the district's allocation for maintenance in line with the state's average maintenance cost per student FTE, the annual cost will be approximately \$3.4 million ($\$181.75 - \$132.00 = \$49.75 \times 68,638 \text{ students} = \$3,414,740$). However, the district may choose another method of developing guidelines that will cost less.

Recommendation 2	
Strategy	Provide opportunities for staff to give input into issues and proposals that are likely to affect employees at the school site.
Action Needed	<p>Step 1: Complete work of providing e-mail access to all instructional staff.</p> <p>Step 2: As issues and proposals are raised in the district that are likely to affect employees, provide an electronic discussion forum via the district's intranet or via e-mail to appropriate persons in the central office.</p>
Who Is Responsible	Office of Community Involvement.
Time Frame	December 1999
Fiscal Impact	The recommendation can be implemented with existing resources.

Action Plan 11-2

Periodically Evaluate Personnel Practices

Recommendation 1	
Strategy	Evaluate the efficiency and effectiveness of the district's personnel practices.
Action Needed	<p>Step 1: Develop methodology to periodically (every three years) evaluate personnel practices in the Department of Human Resources along with districtwide personnel practices. Goals, objectives, standards, and benchmarks should be developed to assess the effectiveness and efficiency of the office and its personnel practices.</p> <p>Step 2: Evaluate the Human Resources Department according to the goals, objectives, standards, and benchmarks developed.</p> <p>Step 3: Produce and provide a report of the results of the evaluation to the Assistant Superintendent for Human Resources and personnel staff.</p> <p>Step 4: Use the results to develop goals and strategies to improve the efficiency and effectiveness of the Human Resources Department.</p>
Who Is Responsible	Assistant Superintendent and the five directors of the Department of Human Resources, with technical assistance from the Office of Testing, Evaluation, and Accountability.
Time Frame	December 1999 and every three years.
Fiscal Impact	This recommendation can be implemented with existing resources.

Recommendation 2	
Strategy	Restructure the process used in fingerprinting new hires for employment, the monitoring of the fingerprints, and the maintenance of records to improve the efficiency of the entire process.

Action Needed	<p>Step 1: Place the entire process of fingerprinting with the Office of Public Safety. This process would include:</p> <ul style="list-style-type: none"> • taking the fingerprints; • entering a record of each new hire into a security database which would record date of prints taken and when cleared; • depositing checks with accounting; • sending prints off to the FDLE; • monitoring the security clearances when returned; • entering clearance into database of new hires; • sending lists of new hires who have passed clearance to the instructional and support staff personnel clerks; • relaying records from FDLE of new hires (other than ABM, Sunshine, and volunteers)² who did not pass clearance to the Assistant Superintendent of Human Resources; and • sending letters to new hires that need to have their prints retaken. <p>Step 2: The Assistant Superintendent of Human Resources sends letters to those new hires that did not pass clearance using the same process as currently is in place.</p> <p>Step 3: The public safety database of those new hires should be placed on-line and available as “read only” to personnel clerks, directors of human resources, the Assistant Superintendent of Human Resources, and other district staff identified with a “need to know.”</p>
Who Is Responsible	The Superintendent is responsible for making the organizational change. The Director of Public Safety and the Assistant Superintendent of Human Resources are responsible for implementing the new process.
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 3	
Strategy	Develop annual reports to identify the absenteeism and turnover rates for teachers and compare Brevard County to its peer districts.

² “ABM” refers to custodial employees for which the district contracts through ABM, a private custodial services company. “Sunshine” refers to temporary employees for which the district contracts through Sunshine Staffing Services. “Volunteer” refers to individuals who seek to volunteer in the schools. The results of fingerprinting for these three classes are handled outside the Office of Public Safety and the Human Resources Department. Problems with ABM and Sunshine fingerprint results are referred back to the private companies; problems with volunteer fingerprint results are referred to the Office of Community Involvement.

Action Needed	<p>Step 1: Have the MIS department produce monthly reports of absences so Human Resources staff can study and assess absences over time (months in which most of the absences occur and possible reasons) and study the costs of bringing in teacher substitutes.</p> <p>Step 2: Have the MIS department compile an annual report on the number of teachers who leave the district in a school year.</p> <p>Step 3: Compare absenteeism and turnover rates to Brevard's peer districts annually.</p> <p>Step 4: Develop conclusions, possible ways to reduce absenteeism, and produce a report to the Assistant Superintendent of Human Resources at the end of the school year.</p> <p>Step 5: Develop conclusions, possible ways to reduce turnover and produce a report at the end of the school year.</p>
Who Is Responsible	MIS Director and the directors of support staff employment and instructional employment.
Time Frame	June 2000
Fiscal Impact	This recommendation can be implemented with existing resources.

Recommendation 4

Strategy	Reduce the number of personnel recruitment clerks serving as receptionists from three to one. In times of heavy activity in the department, temporary staff should be hired to assist.
Action Needed	<p>Step 1: Eliminate two front desk staff positions in the Department of Human Resources by attrition or reassignment.</p> <p>Step 2: Once the positions have been eliminated, the duties associated with these positions should be reassigned to the remaining recruitment clerk.</p> <p>Step 3: In heavy activity periods, temporary help should be hired to assist the recruitment clerk.</p>
Who Is Responsible	Assistant Superintendent of Human Resources.
Time Frame	September 1999
Fiscal Impact	The elimination of two personnel recruitment clerks will save the district \$49,154. This figure is based on an annual salary of a recruitment clerk of \$18,479 plus benefits of \$6,098 times two for a total savings of \$49,154

Action Plan 11-3

Improve Human Resources Automation

Recommendation 1

Strategy	Develop or purchase a human resources management software package to automate critical personnel functions.
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Action Needed	<p>Step 1: Form a committee of district staff from payroll, accounting, human resources, and MIS to review the following options:</p> <ul style="list-style-type: none"> • modify CIMS; • purchase the human resources component of TERMS; • identify and purchase a third off-the-shelf human resources package; and • reinstall the previous custom package or develop completely new custom programming for human resources functions. <p>Step 2: The committee should research, investigate, and consult with other districts using any of the three options. Input from all users should be considered and recommendations carefully thought out.</p> <p>Step 3: Select one of the options.</p> <p>Step 4: Purchase the selected software package and complete programming necessary to ensure it interfaces with CIMS. Once a fully automated system is in use for human resources, the overtime now seen should be greatly reduced.</p>
Who Is Responsible	MIS Director, the MIS Steering Committee, and the Assistant Superintendent of Human Resources.
Time Frame	This depends on the option selected; however a fully automated system should be implemented no later than August 2001.
Fiscal Impact	The fiscal impact of the selection of a software package that meets the needs of Human Resources is largely dependent on the specific choice of software. MGT estimates this cost to be no more than \$200,000 based on the cost already expended for the personnel management system component of CIMS. This would be a one-time cost. Balanced against that would be the annual savings in overtime costs the district will realize once it has a functional automated human resources system. MGT estimates that at least 35 percent of the current overtime is directly or indirectly attributable to problems with CIMS. Therefore, implementing a better automated system would save the district \$13,200 or more per year.

Action Plan 11-4

Ensure That the District Implements Methods to Better Monitor Claims and Minimize Costs

Recommendation 1	
Strategy	Monitor the claims reported by the third party administrator and develop procedures to ensure that the district reviews workers' compensation claims and expenses and uses information to reduce costs associated with workers' compensation.
Action Needed	<p>Step 1: Develop procedures for evaluating the data reported by the third party administrator.</p> <p>Step 2: Record the procedures in the risk management handbook (see Chapter 12.)</p>

- Step 3: Develop procedures for evaluating data on workers' compensation claims. The procedures should include:
- the creation of a tracking form which accounts for the movement of a claim through the workers' compensation system;
 - a database that allows analysis of claims to determine patterns in return to work rates; and
 - a standard set of tests for analyzing claims information.
- Step 4: Add the analysis procedures to the department procedure manual.
- Step 5: Conduct annual evaluations of the data reported by the third party administrator.
- Step 6: Conduct annual reviews of data on workers' compensation claims.
- Step 7: Utilize the results of the annual reviews to assess areas in need of improvement and to identify strategies to reduce workers' compensation costs.

Who Is Responsible	Director of Risk Management.
Time Frame	September 1999 and annually thereafter
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Implement a system for comparing workers' compensation claim expenses to other school districts and private industry.
Action Needed	<p>Step 1: Develop a procedure to regularly compare workers' compensation claims to those in comparable school districts and comparable private industries on at least an annual basis.</p> <p>Step 2: Add the analysis procedures to the department procedure manual</p> <p>Step 3: Compare the results for the district with other school districts and private industry to evaluate the similarities and differences.</p> <p>Step 4: Provide results of the comparisons to the board for review.</p>
Who Is Responsible	Director of Risk Management.
Time Frame	July 2000 and annually thereafter
Fiscal Impact	This can be implemented with existing resources.

Cost Control Systems

Action Plan 12-1

Improve Internal Auditing

Recommendation 1	
Strategy	Prepare a formal cost/benefit analysis in support of the decision to privatize the internal auditing function for future management decisions.

Action Needed	Prepare formal cost benefit analysis. Step 1: Document the estimated cost for an internal audit function using outside sources and the estimated cost to implement an internal audit staff within the district. Step 2: Document the benefits and disadvantages of privatization in support of the management decision.
Who Is Responsible	Associate Superintendent of Financial Services
Time Frame	October 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 2

Strategy	Establish an annual audit plan and a three or five year audit plan approved by the audit committee and school board supported by a formal risk assessment.
Action Needed	Audit committee and board approval of annual audit plan supported by audit plan and risk assessment and work plan. Step 1: Develop risk assessment. Step 2: Develop work plan to identify auditable units of priority based on the risk assessment which are to be addressed using the available number of hours available from resources allocated. Step 3: Prepare a written annual and long-term audit plan for approval by the audit committee and school board.
Who Is Responsible	Audit Committee and School Board
Time Frame	October 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 3

Strategy	Ensure internal auditors only work from a formally adopted audit plan and are not involved in any other projects without formal approval.
Action Needed	Changes to the audit plan should be formally approved by the audit committee and school board prior to the period of change to ensure that the internal auditors only work from a formally adopted audit plan and is not involved in any other projects unless formally approved in advance. Step 1: Identify the auditable units to be addressed in the audit plan as a result of the proposed change. <ul style="list-style-type: none"> • Incorporate changes as requested by the audit committee, when deemed appropriate by the internal audit staff, or based on input from management. Step 2: Make changes to the work plan based on available resources: <ul style="list-style-type: none"> • review resources available for the internal audit function; • review hours to be committed to the audit plan as a result of the modification; and • review the work plan based on proposed changes. Step 3: Prepare revised audit plan: <ul style="list-style-type: none"> • identify new components of the audit plan as a result of changes proposed; and • include deferrals or deletions of auditable units. Step 4: Seek approval of the revised audit plan.

Action Plans

Who Is Responsible	Audit Committee
Time Frame	Ongoing
Fiscal Impact	This can be implemented with existing resources.

Recommendation 4

Strategy	Review structure of Audit Committee to ensure that three members are from the community to include an independent certified public accountant, a community business leader, and a representative from the PTA, PTO, or school advisory councils.
Action Needed	Review structure of Audit Committee Step 1: Identify current committee members. Step 2: Review guidelines to include community members. Step 3: Identify appropriate committee members. Step 4: Submit members to the school board for approval.

Who Is Responsible	The School Board
Time Frame	September 15, 1999
Fiscal Impact	This can be implemented with existing resources.

Recommendation 5

Strategy	Ensure the internal audit function is free of direction or constraint by management of the organization under audit.
Action Needed	Step 1: Payment approval of internal audit services should be performed by the audit committee and the school board: <ul style="list-style-type: none"> • have internal auditing firm submit invoices to the audit committee for approval; • forward invoices approved by the audit committee to the board for approval; and • forward invoices approved by the audit committee and board to the Associate Superintendent of Financial Services for review and processing. Step 2: Payment of invoices should be prepared in the Accounting Department through normal procedures. Step 3: Payment should be released to the firm for payment of services through normal procedures.

Who Is Responsible	Audit Committee
Time Frame	As invoices are submitted
Fiscal Impact	This can be implemented with existing resources.

Action Plan 12-2

Ensure That the District Takes Corrective Action in a Timely Manner to Respond to Auditor General Recommendations

Recommendation 1

Strategy	Address audit findings in a timely manner
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Action Plans

Action Needed	<p>Step 1: Ensure that all audit findings are given attention by submitting them to the Audit Committee.</p> <p>Step 2: Develop specific corrective action plans to address audit findings, assigning specific responsibility for the task involved in addressing the findings.</p> <p>Step 3: Report progress on addressing audit findings to the Audit Committee on a regular basis.</p>
Who Is Responsible	Audit Committee
Time Frame	September 11, 1999 or as established by the Department of Education.
Fiscal Impact	The corrective action can be achieved with existing resources.

Action Plan 12-3

Improve Asset Accountability

Recommendation 1	
Strategy	Establish a procedure for ensuring that all documentation related to property rights for district property is safeguarded.
Action Needed	<p>Step 1: Assign responsibility for investigating, researching, and obtaining or reconstructing physical records such as deeds and leases.</p> <p>Step 2: Establish procedures to ensure that in the future all such documents are safeguarded and stored in a central location.</p>
Who Is Responsible	Associate Superintendent of Financial Services
Time Frame	July 1, 2000
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Establish procedures that place the responsibility for following up with missing, stolen, or damaged property with the Internal Audit Department. Although specific asset responsibility falls with the property custodian, the Internal Audit Department should be responsible for ensuring that all missing items are investigated in a timely manner and all missing assets are reported to the school board, along with the person accountable for their protection.
Action Needed	<p>Step 1: Develop procedures naming the Internal Audit Department as the department to follow-up on missing assets.</p> <p>Step 2: Develop a mechanism to communicate actions taken in attempting to locate missing assets.</p> <p>Step 3: Develop a mechanism for ensuring that all stolen or damaged property is reported to law enforcement authorities and that copies of reports are maintained by the district.</p> <p>Step 4: Incorporate results of investigation of missing assets into annual reports on fixed asset inventory counts.</p>
Who Is Responsible	Associate Superintendent of Financial Services, Director of Purchasing and Warehousing, and the District Internal Auditor (not the contracted internal audit firm)
Time Frame	October 1999

Action Plans

Fiscal Impact	This can be implemented with existing resources.
Recommendation 3	
Strategy	Enhance the recorded accountability for fixed assets by preparing more frequent fixed asset reconciliations.
Action Needed	<p>Step 1: Establish procedures for reconciling the fixed asset reconciliation monthly.</p> <p>Step 2: Assign individual responsibility for preparing the fixed asset reconciliation.</p> <p>Step 3: Coordinate with the Internal Auditor to obtain necessary detailed documentation of the fixed asset detail ledger.</p>
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 4	
Strategy	Ensure that all obsolete property is removed from schools and departments and disposed of in accordance with Florida Statutes and school board rules.
Action Needed	<p>Step 1: Direct all property custodians to identify and mark obsolete equipment.</p> <p>Step 2: Complete paperwork (DCR forms) to request that surplus property be removed from school sites and departments.</p> <p>Step 3: Transfer all obsolete property to surplus warehouse.</p> <p>Step 4: Obtain school board approval to write off all surplus property.</p> <p>Step 5: Inspect equipment to determine whether to sell, auction, cannibalize, or destroy.</p> <p>Step 6: Remove surplus property from property inventory records.</p>
Who Is Responsible	District Internal Auditor (not the contracted internal audit firm) and Director of Purchasing and Warehousing
Time Frame	January 2000
Fiscal Impact	This can be implemented with existing resources.

Action Plan 12-4

Improve Risk Management

Recommendation 1	
Strategy	Contract with a vendor to provide customer service to insured employees.
Action Needed	<p>Step 1: Identify required services of an external firm to provide customer service elements of the risk management function.</p> <p>Step 2: Prepare a Request for Proposal that outlines vendor requirements.</p> <p>Step 3: Solicit bids.</p> <p>Step 4: Contract with the best qualified vendor.</p>
Who Is Responsible	Associate Superintendent of Financial Services

Action Plans

Time Frame	As soon as possible
Fiscal Impact	The cost of this service is to be determined.
Recommendation 2	
Strategy	Combine policies, procedures, and processes into a single reference volume.
Action Needed	<p>Step 1: Identify all major policies, procedures, and processes of the risk management function.</p> <p>Step 2: Review all existing documentation that pertains to policies, procedures, and processes to determine whether they are still current or in need of updating.</p> <p>Step 3: Develop written documentation for all existing policies, procedures, and processes for which there is not currently any documentation.</p> <p>Step 4: Combine all written documentation into a policies and procedures manual for the risk management function.</p>
Who Is Responsible	Associate Superintendent of Financial Services
Time Frame	As soon as possible
Fiscal Impact	This can be implemented with existing resources.

Action Plan 12-5

Evaluate Validity of Claims From Self-Insurance

Recommendation 1	
Strategy	Evaluate the validity of claims from self-insurance.
Action Needed	Step 1: Perform test of claims for validity and request Statement of Auditing Standards (SAS) number 70 report from third party administrators.
Who Is Responsible	Director of Risk Management
Time Frame	Immediately
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Write procedures for evaluating the self-insurance administrator on a regular basis.
Action Needed	Step 1: Include in the Policies and Procedures manual for Risk Management a section addressing how and when the performance and cost effectiveness of the administrator will be assessed. Lay each step in the process to ensure that staff can easily understand the process.
Who Is Responsible	Director of Risk Management
Time Frame	Immediately
Fiscal Impact	This can be implemented with existing resources.

Action Plan 12-6

Improve Management Control Methods

Recommendation 1	
Strategy	To conduct business on a high ethical plane by establishing an employee ethics policy and clearly communicating the policy to all employees.
Action Needed	Step 1: Develop ethics policy. Step 2: Establish a procedure requiring all current employees to review the policy and acknowledge by signature that they understand such policy.
Who Is Responsible	School Board, Assistant Superintendent for Human Services, and the Associate Superintendent of Financial Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	To develop a systematic process for reviewing functions in the Accounting Services Department to ensure that control procedures are operating effectively.
Action Needed	Step 1: Develop a list of control activities such as individual bank reconciliations, individual general ledger reconciliations, etc. Step 2: Assign responsibility for preparing or performing each control function listed. Step 3: Assign responsibility for approval of all reconciliations or control functions. Step 4: Review listing of control activities monthly and follow-up with functions that have not been completed. Step 5: Cross-train employees in conducting control functions.
Who Is Responsible	Associate Superintendent of Financial Services, Director of Accounting Services, and Accounting Manager
Time Frame	October 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 3	
Strategy	To convey to the community and to citizens that the district is doing all it can to prevent and detect fraud, waste, and abuse in the work place. To investigate and follow-up on all reports of fraud, waste, or abuse.
Action Needed	Step 1: Develop a policy on fraud, waste, and abuse in the work place. Step 2: Establish a committee to review allegations of fraud, waste, and abuse and to investigate and report on all allegations. Step 3: Contract with an independent firm for fraud hotline services.
Who Is Responsible	School Board, Audit Committee, Associate Superintendent of Financial Services, Risk Manager
Time Frame	January 30, 2000
Fiscal Impact	\$30,000 annually

Recommendation 4	
Strategy	To ensure that the district's financial business is handled effectively.
Action Needed	<p>Step 1: Request funding for one additional position for the Accounting Services Department: a Staff Accountant.</p> <p>Step 2: Obtain approval for the addition of the new position.</p> <p>Step 3: Post job openings for the new position.</p> <p>Step 4: Interview applicants and fill the position.</p> <p>Step 5: On a regular basis, the district should ensure that salaries of employees in the business area are compared to the local employment market.</p>
Who Is Responsible	School Board, Associate Superintendent of Financial Services, Director of Accounting Services
Time Frame	October 1999
Fiscal Impact	\$45,000 annually

Action Plan 12-7

Implement Procedures to Ensure the Timeliness of Financial Reports

Recommendation 1	
Strategy	To improve the usefulness of financial data by improving timeliness of reporting and to ensure that the district abides by financial reporting deadlines as prescribed by regulatory authorities.
Action Needed	Step 1: Establish procedures for ensuring that financial reports are filed timely.
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Action Plan 12-8

Improve Budget Practices

Recommendation 1	
Strategy	Ensure that budgets are closely monitored so that district spending stays within the limits established by the school board.
Action Needed	<p>Step 1: Closely monitor district spending by cost center.</p> <p>Step 2: Establish a process for counseling and advising principals and department heads whose expenditures exceed budget.</p> <p>Step 3: Tie Principal and department head evaluations to budget monitoring.</p>

Action Plans

Who Is Responsible	Associate Superintendent of Financial Services, Director of Budget, Cost Accounting, and FTE
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Ensure that the district is not at risk of spending funds in excess of authorized budgeted amounts.
Action Needed	Step 1: Establish budgetary system controls at all times.
Who Is Responsible	Director of Budget, Cost Accounting, and FTE
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Action Plan 12-9

Improve Cash Management

Recommendation 1	
Strategy	Strengthen the controls surrounding cash reconciliations to safeguard district assets.
Action Needed	Step 1: Develop a check list of all cash accounts that should be reconciled monthly. Step 2: Assign responsibility for reconciling cash accounts on monthly basis. Step 3: Review and approve cash reconciliations monthly.
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	To ensure that the district maximizes its earning potential on excess funds while also ensuring that funding needs are met on a timely basis.
Action Needed	Step 1: Develop procedures to monitor cash funding needs daily. Step 2: Develop an electronic format in which to perform a daily cash projection. Step 3: Develop projections daily based on anticipated revenues and anticipated expenditures.
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999

Fiscal Impact	This can be implemented with existing resources. Implementation of these procedures should allow the district to earn interest it was previously not realizing. Lost interest income was estimated to be \$55,000 in 1997-98. Therefore, it is reasonable to assume that adequate procedures will allow the district to earn at least \$50,000 in interest it would otherwise have lost.
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Action Plan 12-10

Implement Procedures to Track and Record Account Receivable Transactions

Recommendation 1	
Strategy	Ensure accounts receivables are collected, recorded, and deposited timely.
Action Needed	Step 1: List all sources of funds and who is responsible for collection and recording of them. Step 2: Assign responsibility for reviewing receivable activity and preparing a reconciliation monthly. Step 3: Establish a system of maintaining subsidiary ledgers.
Who Is Responsible	Director of Accounting Services
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.

Action Plan 12-11

Document and Develop Procedures for Grant Monitoring and Accounting, and Develop a System of Accountability

Recommendation 1	
Strategy	Ensure that the district maximizes all grant funds available.
Action Needed	Step 1: Implement procedures to report the status of grant funds to the school board. Step 2: Monitor grant accounts to ensure that funds are not forfeited. Step 3: Require that all grant managers document reasons for grant fund over expenditures and forfeitures. Step 4: Develop a system of formally evaluating grant managers in the district on how effectively funds are managed.
Who Is Responsible	Superintendent, Deputy Superintendent
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources. However, upon full implementation, the district should be able to realize the use of grant monies it had previously forfeited. Using an extremely conservative estimate, the district could realize the use of an additional \$75,000 per year.

Action Plan 12-12

Improve MIS General Controls

Recommendation 1	
Strategy	Require the district to create a MIS Steering Committee.
Action Needed	<p>Step 1: The Superintendent, Director of MIS, and managers from major users should create a list of potential candidates for the MIS Steering Committee. Possible participants include:</p> <ul style="list-style-type: none"> • MIS Department Staff • School Administrators and Teachers • Board Representative • Industry or Outside Representatives • Other District Customers <p>Step 2: Submit the list to the board for approval.</p> <p>Step 3: Convene the Committee and discuss the following:</p> <ul style="list-style-type: none"> • role and responsibilities of the committee • monthly meeting schedule • subcommittee formation procedures • composition and responsibilities of subcommittees
Who Is Responsible	Superintendent and Director of MIS
Time Frame	September 1999
Fiscal Impact	This can be implemented with existing resources.
Recommendation 2	
Strategy	Require the district to develop a technology plan.
Action Needed	<p>Step 1: Charge the MIS Steering Committee with developing the district technology plan.</p> <p>Step 2: The MIS Steering Committee should develop a project time line and expectations for the plan.</p> <p>Step 3: The Steering Committee should create a subcommittee to develop the plan and assign the work tasks.</p> <p>Step 4: The Technology Plan subcommittee should meet and formulate a project plan. The plan should cover such issues as:</p> <ul style="list-style-type: none"> • method of gaining user input; • organization of plan; and • research and writing assignments. <p>Step 5: Submit plan for feedback from district personnel.</p> <p>Step 6: Submit plan to the board for approval.</p> <p>Step 7: Implement plan.</p>
Who Is Responsible	MIS Steering Committee
Time Frame	Fall 1999 – Spring 2000

Action Plans

Fiscal Impact	This can be implemented with existing resources.
Recommendation 3	
Strategy	Research the various physical security products available and make a recommendation to schools on the best product or products.
Action Needed	Step 1: Assign the task of determining best product or products to a MIS Steering Committee subcommittee. Step 2: Make a recommendation to schools. Step 3: Incorporate security requirement in future RFPs for hardware.
Who Is Responsible	MIS Steering Committee
Time Frame	November 1999
Fiscal Impact	This can be implemented with existing resources.