



Preliminary Performance Review: **Opportunities for Efficiencies, Savings, Increased Federal Funding**

**Louisiana Department of Education
New Orleans Recovery School District**

**Public Works LLC
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Executive Summary

From January 4, 2008 through February 5, 2008, **Public Works** conducted a preliminary review of nine Recovery School District (RSD) functional areas to identify opportunities for efficiencies with emphasis on those Central Office areas that are currently performed by both RSD and the Orleans Parish School Board (OPSB). The nine operational areas include: Procurement, Transportation, Safety and Security, Food Services, Facilities, Information Technology, Human Resources, Academics (Curriculum and Instruction) and Athletics.

Public Works gathered information through initial and in-depth interviews with key RSD and OPSB managers, reviewed data including budget information, spreadsheets, staffing and expenditure comparisons provided by each district and augmented this information with standard documents publicly available such as operating budgets and enrollment data, mainly from the Louisiana Department of Education. Because of the short time available for this initial investigation, **Public Works** used data that was previously published and publicly accessible wherever possible and did not attempt to do complex, customized data runs. Analysts also gathered data, if available, to use for benchmarking each of the functional areas to other school districts inside and outside the state.

In this preliminary performance review, **Public Works** makes 53 recommendations across the nine operational areas for aggregate savings in the range of \$2 million to over \$10 million and aggregate revenue improvements in the range of \$200,000 to \$1.8 million. We believe there are possibilities for even more savings and revenues; however, time did not permit a more in-depth analysis to pinpoint figures for these any further.

This performance review focused on identifying opportunities to save money by operating more effectively and efficiently. As the review progressed, as is typical with any performance review, information was gathered during the course of the review that highlights additional opportunities to improve services to stakeholders – in this case, students, teachers, district employees, parents, and donors – to find additional revenue or to operate more effectively to reduce the need for additional spending. We believe more in-depth research and benchmarking would identify additional opportunities in every functional area and would result in practical and more detailed recommendations for improving operations. Numerous opportunities also remain for additional process mapping in order to identify more detailed recommendations as to how to implement recommendations. Despite the preliminary nature of the review, we worked to ensure the recommendations made are sufficiently practical and concrete in order to facilitate implementation of recommendations as soon as possible.

Beyond the detailed recommendations, throughout the investigation four overarching issues became apparent:

1. The duplication in Central Office management structures requiring both districts to spend valuable resources on identical operations. Across every function, RSD and OPSB duplicate oversight, procedures and systems to manage day-to-day operations and reporting requirements.
2. Separately negotiated contracts in critical areas of operation have resulted in increased costs because districts have not been able to take advantage of economies of scale, unified contracting and coordinated specifications. Numerous examples exist where

separately negotiated contracts (transportation, food service, security, facilities) have resulted in different rates and restrictions that favor the vendors.

3. At almost every level, state restrictions imposed on RSD are hampering their ability to operate as an effective and efficient school district. The state system hinders the district's ability to negotiate best value contracts, respond to emergency contract needs and to track and report budget and spending levels necessary to school district operations.
4. RSD must establish major infrastructure improvements that can be more efficiently done if both districts' operations and resources are combined. RSD is faced with, not only day-to-day operations of a school district for the benefit of current students and employees, but also continuing to implement plans to open new schools as families return to the area. This need for growth poses additional challenges that will require resources – without consolidation more resources than would otherwise be needed.

Within the nine functional areas reviewed, several of the top recommendations to highlight include:

Top Thirty of Fifty-Three Recommendations

Functional Area	Recommendation
Procurement	<ul style="list-style-type: none"> Combine all procurement responsibilities into one business unit to take advantage of consolidated purchasing power, streamlined operations and more efficient management of purchasing. Establish new procurement system to integrate vendor management, on-line bidding and awards, web-based purchasing, electronic requisitions and purchase orders. Have both districts operate under Title 39 in order to allow negotiation of best prices.
Security	<ul style="list-style-type: none"> Coordinate security staffing operations to improve efficient coverage of all facilities during the school day, after-hours shifts and emergency response. Establish security operations as a Police Agency to take advantage of the numerous Federal funding and training opportunities. Centralize and coordinate purchasing, installation and deployment of security equipment to ensure all systems work together. Implement coordinated planning and exercises for crisis management, emergency response and evacuation planning for both RSD and OPSB.
Student Transportation	<ul style="list-style-type: none"> Combine all student transportation planning and operations. Combine separate contracts currently negotiated with vendor in order to combine routes, eliminate duplicate routes and take advantage of economies of scale. Use the New Orleans' Regional Transportation Authority bus service for high school student transportation for both districts and participating charter schools.
Food Services	<ul style="list-style-type: none"> Bring food service IT systems on-line across both districts to improve enrollment and participation tracking. Review vendor contracts to ensure best value for both districts. Maximize use of USDA food commodity programs. Centralize the purchase, installation and use of food service and kitchen equipment.
Facilities	<ul style="list-style-type: none"> Combine facilities management for both districts into one business unit in order to deploy staff most effectively. Establish a combination of in-house and contract staff to meet maintenance needs. Review and establish an energy-management plan to increase efficiency, conduct preventive maintenance as needed and educate users on behaviors to improve energy efficiency. Require RSD vendors to bill charter schools directly for facility management services.
Information Technology	<ul style="list-style-type: none"> Merge RSD and OPSB IT networks. Establish the JPAMS student information system in both districts. Establish the MUNIS system in both districts to support procurement, budgeting and human resource functions. Establish the Follette system for both districts to support fixed asset management.
Human Resources	<ul style="list-style-type: none"> Consolidate HR functions. Develop uniform pre-employment and employment policy, processes and compensation. Implement a joint outreach and recruiting campaign to fill teacher vacancies Cooperate on the planning and delivery of LaTAAP training for new teachers.
Academics	<ul style="list-style-type: none"> Develop single curriculum across districts. Plan and deliver professional development and support for school coaches jointly. Adopt the most effective process and available infrastructure support for classroom observation protocols, student performance and appraisals.
Athletics	<ul style="list-style-type: none"> Establish a Memorandum of Understanding to identify a lead on each Athletic Department responsibility: sports management, professional development, risk management, college recruiting, parent communication, donations, scholarships, compliance monitoring.

We believe this preliminary operations review provides the Louisiana Department of Education leadership, as well as the RSD and OPSB managers, with a range of findings and recommendations that can advance the goal of establishing more efficient operations through consolidation, coordination and other changes. Some recommendations will require fairly immediate decisions at the state level so that current improvements in systems and operations that are being considered can be planned appropriately based on the outcomes of those decisions. Other recommendations will require longer-term planning in order to ensure implementation of requirements that are in the best interest of the districts. Still others may be implemented fairly quickly.

All of the recommendations will require further review and consideration, identification of priorities and eventually the development of a long- and short-range implementation plan. This process will also provide an opportunity to refine initial suggestions to ensure the outcomes are realistic solutions that will improve operations and oversight. At the same time, this type of strategic planning process may identify additional opportunities for improvement.

INTRODUCTION

Purpose of Review

The Recovery School District (RSD) engaged **Public Works** to undertake a preliminary review of key operational functions to find potential consolidation opportunities in order to achieve savings and efficiencies in the following operational areas currently divided among individual schools across Orleans Parish and bifurcated between RSD and the Orleans Parish School Board (OPSB) systems:

- Procurement
- Transportation
- Safety and Security
- Food Services
- Facilities
- Information Technology
- Human Resources
- Academics (Curriculum and Instruction)
- Athletics

Process

Public Works deployed a team of five senior analysts and one junior analyst with backgrounds in government and public education operations, including performance reviews, for this 30-day project. Work on the project began on January 4, 2008 with preliminary onsite interviews of lead staff for each of the functional areas under review. We continued our research to identify opportunities for improved operations with individual, more in-depth onsite interviews with staff at RSD and OPSB and followed up with calls and emails to the appropriate staff as needed to clarify information or provide additional information. A third site visit involved gathering documents and clarifying data requests for the project.

RSD provided initial data including some budget information, spreadsheets, and staffing and expenditure comparisons prepared by Bronner Group, LLC; OPSB provided budget and staffing information for the district. We augmented this information with standard documents publicly available such as operating budgets and enrollment data, mainly from the Louisiana Department of Education. Analysts also gathered data, if available, to use for benchmarking each of the functional areas to other school districts inside and outside the state. **Public Works** made requests of OPSB and RSD for customized data as needed, mainly to document budget, staffing, vendors and contract terms. The documents cited in this final report are identified in the endnotes.

Public Works provided preliminary drafts of the background, recommendations, findings and impact to the senior staff of RSD on January 30, 2008 and discussed the preliminary results in a conference call between the full **Public Works** team and senior RSD staff on January 31, 2008. The final draft report was submitted on February 7, 2008 and a final debriefing was held February 8, 2008. The final report was submitted to RSD on February 13, 2008.

Standard Figures for Benchmarking

In order to benchmark OPSB against RSD and both districts against other districts inside and outside Louisiana, **Public Works** established the following baseline figures:

Table 1: Baseline Figures

Item	RSD	OPSB	Combined
Non-charter enrollment ¹	11,608	2,630	14,238
Charter enrollment	10,040	7,089	17,129
Non-charter schools	33	5	38
Charter schools	26	12	38
Non-charter staff	1,946	464	2,410

Public Works, using the baseline combined non-charter enrollment figure of 14,238, applied a range of plus or minus 25 percent of that figure to identify districts of similar size for comparison and benchmarking purposes. The chosen districts were subjects of performance or management reviews publicly available over the last five years. **Table 2** displays the range of enrollment count used and **Table 3** the districts from which we drew benchmarking information:

Table 2: Enrollment Range for Benchmarking

District	Number of Students
OPSB (Non-Charter)	2,630
RSD (Non-Charter)	11,608
TOTAL	14,238
Plus 25%	17,798
Minus 25%	10,679

Table 3: Benchmark School Districts

School District	Enrollment
Indian River County, FL ²	17,233
Iberia Parish, LA	13,899
Lafourche Parish, LA	14,693
St. Landry Parish, LA	15,231
Ascension Parish, LA	18,635
Donna ISD, TX	12,386
Victoria ISD, TX	12,503
Tyler ISD, TX	16,749
Rockwall ISD, TX	11,641
Eagle Mt.-Saginaw ISD, TX	11,959
Comal ISD, TX	13,405
Hays CISD, TX	11,231
San Angelo ISD, TX	13,483

Caveats

Public Works used data that was available within a short period of time, with a focus on previously published, publicly accessible documents wherever possible, instead of complex, customized data runs. Enrollment, staffing and even the number of campuses is a moving target in the dynamic post-Katrina New Orleans, therefore, we used the published state report data of October 1, 2007 as a snapshot for comparison purposes.

The short time frame for this preliminary performance review limited the number of functional areas reviewed and the depth of those reviews. We believe more in-depth research and benchmarking would identify additional opportunities in every functional area and would result in practical and more detailed recommendations for improving operations. Numerous opportunities also remain for additional process mapping in order to identify more detailed recommendations as to how to implement recommendations. Despite the preliminary nature of the review, we worked to ensure the recommendations made are sufficiently practical and concrete in order to facilitate implementation of recommendations as soon as possible.

Overview of Recommendations

This performance review focused on identifying opportunities to save money by operating more effectively and efficiently in nine key operational areas. As the review progressed, as is typical with any performance review, information is gathered during the course of the review that highlights additional opportunities to improve services to stakeholders – in this case, students, teachers, district employees, parents, and donors – to find additional revenue or to operate more effectively to reduce the need for additional spending. Four questions became the focus:

- What are the opportunities to save money by doing it smarter?
- How can RSD and OPSB collaborate to better share workload without adding staff?
- Is there a smarter approach to operations by playing to each district's strengths and by offsetting weaknesses?
- How can Central Office operations better focus on "customers" – students, teachers, parents, donors?

In this preliminary performance review, **Public Works** makes 53 recommendations across the nine operational areas for aggregate savings in the range of \$2 million to \$8.6 million and aggregate revenue improvements in the range of \$200,000 to \$1.8 million, for total impact of \$2.2 million to \$10.4 million.

Table 4: Overview of Recommendations

Operational Area	Recommendations	Savings/Increase Federal Funds
Procurement	4	\$400,000-\$1.5M +
Security	9	\$105,000-\$310,000+
Transportation	3	\$700,000-\$6 m+
Food Service	6	\$200,000-\$1.8 m+ (increase Federal Funds)
Facilities	9	\$800,000+
Information Technology	6	
Human Resources	7	
Curriculum & Instruction	8	
Athletics	1	
Total	53	\$2.20M - \$10.41M

Specific Recommendations (by operational area)

PROCUREMENT

Recommendation	Potential
RSD and OPSB should combine all responsibilities for procurement into one business unit and consolidate all resources to manage the work. This new business unit should purchase and use a new procurement system that integrates vendor management, on-line bidding and awards, web-based shopping, electronic requisitions and purchase orders.	Savings = \$400,000 to \$1.5 million
Both districts should operate under the same statutory requirements, preferably those now contained in Title 39 because Title 39 allows government entities to negotiate prices for materials and supplies	Savings
The new business unit should use best procurement practices such as negotiations, use of other government entity's contracts, and user groups to provide the best value in all contracts.	Savings
The new business unit should use unified contracts exclusively to provide vendor assurances of purchasing volume in order to receive volume discount best prices.	Savings

SECURITY

Recommendation	Potential
Coordinate security staffing operations to provide appropriate coverage for all school facilities during the school day as well as for after-hour shifts (nights, weekends, 24-hour patrol and Response Teams) as needed.	Savings = \$100,00 to \$300,00
<ul style="list-style-type: none"> • Supervisory responsibility 	
<ul style="list-style-type: none"> • Coverage (contract out versus in-house) 	
Use free or inexpensive crime mapping software, coordinate crime mapping throughout both RSD and OPSB schools to strategically track security problems and incidents of school violence in order to prioritize staffing assignments.	Quality Efficiency
OPSB should join RSD as it gains designation as a Police Agency, allowing both security departments to qualify for federal funds reserved only for law enforcement agencies.	Federal Funding
Develop a centralized process to coordinate the purchase, installation, and use of security equipment.	Savings = \$4,000 to \$10,000 plus volume discounts
RSD and OPSB security departments should configure their security systems to work with one another as well as with local law enforcement agencies.	Efficiency Savings
Create an inventory list of all security equipment being utilized both by the RSD/OPSB security departments as well as by the schools themselves.	Efficiency
Coordinate staff and security training (none currently exists).	Quality
Implement coordinated planning and exercises for crisis management, emergency response and evacuation planning for both RSD and OPSB.	Quality
Apply for grants	Federal Funding

STUDENT TRANSPORTATION

Recommendation	Potential
To reduce costs while maintaining the quality of services, RSD and OPSB should combine all resources and responsibilities for student transportation into one business unit.	Savings = \$700,000 to \$800,000
The new combined transportation business unit and participating charter schools should use New Orleans' Regional Transportation Authority bus service for high school student transportation.	Savings = RSD: \$5m OPSB: \$1m
The separate district contracts with Laidlaw (now First Student) should be combined and renegotiated and should include all charter schools that wish to participate.	Savings = could be substantial

FOOD SERVICES

Recommendation	Potential
Bring food service IT systems on-line as quickly as possible (RSD Only).	Federal Funding Savings
Use experienced OPSB staff to train other employees and help monitor compliance and nutritional evaluation.	Quality
Consolidate federal free and reduced meal application processes and enrollment records to cross-reference siblings for eligibility.	Efficiency Federal Funding
Maximize use of the USDA food commodity program by building upon the current practices and contracts of OPSB and by requiring food services vendors to increase the yield on bulk commodity foods.	Savings = \$250,000+
Develop a centralized process to coordinate the purchase, installation, and use of food services and kitchen equipment.	Savings = volume discounts
Review contracts with food service vendors to ensure that savings recognized by the vendor are passed on to the school district (namely, RSD's Sodhexo contract).	Savings

FACILITIES

Recommendation	Potential
Hire a professional government contract consultant who can help RSD:	
Review all current and upcoming contracts and RFPs to determine which contract terms and components are priorities for changes.	Savings
Review all RSD, OPSB, and charter school contracts to identify the best terms and most competitive prices that all the districts should use.	Savings
Train RSD, OPSB, and charter staff in contract management and oversight so that the districts build 'in-house' expertise for ongoing and future contract negotiations	Efficiency
Negotiate an energy management contract for both RSD and OPSB that focuses on increasing energy efficiency through the configuration of existing equipment, the purchase of energy efficient new equipment for capital projects, preventive maintenance of energy equipment, and education of users on behaviors to improve energy efficiency.	Savings
Require all RSD vendors to bill charter schools directly for facility management services provided under an RSD contract.	Savings
Combine all RSD and OPSB resources and responsibilities for building maintenance into one Facilities Management business unit.	Efficiency
The RSD should amend its Request for Proposal (RFP) for maintenance work to include the new business unit's buildings which would include an integrated, web-based work order system.	Efficiency
The new business unit should consider hiring in-house staff instead of a contractual firm to perform facility maintenance work. The new business unit would perform the majority of the work in-house and contract out for work only on an as-needed basis.	Savings
If the new business unit determines that in-house facility maintenance is not as cost-efficient as hiring a general contractor, the new business unit's contract for maintenance and custodial work should include the provision that the districts must approve all subcontractors before the contractor can use them on the districts' properties.	Efficiency

INFORMATION TECHNOLOGY

Recommendation	Potential
Merge RSD's and OPSB's information technology infrastructure.	Efficiency
Migrate OPSB's student information system to RSD's JPAMS system.	Savings
Migrate RSD's human resources and budgeting functions to OPSB's MUNIS system.	Savings
Migrate OPSB's fixed assets functions to RSD's Follette systems.	Savings
Migrate RSD's IT procurement function to OPSB's existing process.	Savings
As a means for OPSB to save on technology purchases and for RSD to improve classroom technology, Model Classroom technology equipment should be applied consistently across RSD and OPSB.	Quality Savings

HUMAN RESOURCES

Recommendation	Potential
Consolidate the HR resources available in both districts under the jurisdiction of RSD.	Quality, Efficiency
Establish a plan to develop uniform policies for all human resource and employment practices, including such issues as: staffing models, pre-employment requirements and application requirements, compensation, benefits and other employment practices.	Quality
Jointly implement an outreach and recruiting campaign to fill vacancies, especially for teachers.	Efficiency
Complete the implementation of the RSD pre-employment system (currently close to completion) to track recruitment and pre-employment tasks. Require both RSD and OPSB to use the system for pre-employment activities.	Efficiency
Expand the MUNIS system, currently used at OPSB, for employment and payroll recordkeeping in RSD.	Efficiency
Consolidate pre-employment responsibilities such as drug testing, skills assessments, fingerprinting and background checks.	Efficiency
Cooperate on the planning and delivery of LaTAAP training for new teachers.	Quality Efficiency

CURRICULUM & INSTRUCTION (ACADEMICS)

Recommendation	Potential
Form learning communities by grouping RSD and OPSB schools geographically together.	Quality
Work to jointly develop a single curriculum, including defining text, materials, resource guides and management of tasks related to C&I.	Quality
Plan and implement professional development activities together to take advantage of each district's strengths.	Efficiency
Investigate the benefits of adopting the OPSB classroom observation protocol being piloted.	Quality
Investigate the benefits of adopting the Performance Series, Achievement Series and Scantron system for testing and evaluation of student achievement, including uniform use of the online system available to schools.	Quality
Complete the Memorandum of Agreement currently being negotiated to outline shared responsibilities for Child Find and Child Search.	Efficiency
Collaborate on development of high school redesign policies and programs.	Quality
Cooperate on training and technical assistance provided to school coaches, especially in literacy, math and science.	Quality

ATHLETICS

Recommendation	Potential
RSD and OPSB should establish a Memorandum of Understanding detailing a lead athletic director to serve as the single point of contact for each athletic responsibility in their range of duties, namely:	Quality Efficiency
<ul style="list-style-type: none"> sports management professional development risk and liability management college recruiting parent communication donations and sponsorships compliance monitoring 	

1. PROCUREMENT OF MATERIALS AND SERVICES

Recommendations

To reduce costs and increase the quality of procurement services, RSD and OPSB should combine all responsibilities for procurement into one business unit and consolidate all resources to manage the work. This new business unit should purchase and use a new procurement system that integrates vendor management, on-line bidding and awards, web-based shopping, electronic requisitions and purchase orders. In addition, the new business unit should:

- Be permitted to operate under the guidelines set forth in Title 17, Section 1990 of the Louisiana Revised Statutes of 1950 which gives RSD the same “authority and autonomy” in procurement that OPSB now uses. Both districts should operate under the same statutory requirements, preferably those now contained in Title 39 because Title 39 allows government entities to negotiate prices for materials and supplies.
- Engage in best procurement practices such as negotiations, use of other government entity’s contracts, and user groups to provide the best value in all contracts.
- Use unified contracts exclusively (and include charters where appropriate) to be able to provide vendor assurances of purchasing volumes, and therefore, receive best prices based on available volume discounts.

Background

RSD and OPSB each operate separate materials and supplies purchasing processes. The districts purchase approximately the same type of materials and supplies, even using the same contractors for some items. They are faced with the same issues as all purchasing offices -- vendor management, requisitions, bidding/quoting/awarding, purchasing, and contract management. Each district, however, has separate purchasing staffs, technology applications and processes to manage these processes. Each district’s operation varies due to the differences in procurement authority and procedures prescribed by the state; they also are supported by different procurement IT systems.

Statutory Authority and State Responsibility

The RSD and the OPSB are governed by Louisiana Revised Statutes of 1950. Although the procurement offices in each district have similar missions and processes, RSD and OPSB follow different state requirements to procure goods and services for their respective operations. The RSD is considered a state agency for procurement purposes and therefore is required to follow the procurement laws under Title 39 of the Louisiana Revised Statutes of 1950.³ The OPSB follows the statutes that have historically set out school procurement rules, Title 38 of the Louisiana Revised Statutes of 1950 for goods and supplies. Except for federally funded projects, for which charter schools must follow federal bid laws, charter schools do not have to follow any laws regarding the purchase of goods and services.⁴ Charter schools have the latitude to purchase goods and services in any manner they choose – with or without bidding or negotiation and with or without other organizations. By statute, neither RSD, OPSB nor charter schools are required to purchase goods and materials from state contracts although each may do so at its own discretion.

The RSD currently depends on the Louisiana State Department of Education to develop and award its bids. The RSD expects, however, to assume these responsibilities when it hires and trains four new procurement staff and the State Superintendent approves RSD's final standard operating procedures. RSD must base these policies on the Board of Elementary and Secondary Education (BESE) recently passed policies for RSD procurement procedures.⁵

Once the RSD begins to manage these processes directly, it will have the advantage of using a Request for Proposals (RFPs) process for contracting for materials and supplies and be able to negotiate prices before awarding a contract (RFPs allow entities to negotiate price not just accept the lowest first bid.) State law does not allow OPSB to use an RFP process for material and supply contracts except for data processing and telecommunications equipment,⁶ significantly disadvantaging OPSB in attempts to obtain best price contracts.

District Requirements

The RSD requires its schools and district office departments to use the district Procurement Office to purchase materials and services and requires signatory approvals by a central office budget representative and a district procurement staff member before a Purchase Order can be created.⁷ For purchases valued at \$20,000 or more, a school must also obtain the Deputy Superintendent's approval.⁸

The OPSB allows its schools to purchase budgeted items with a value of less than \$5,000 without central office assistance or authorization. Unless purchased with student activity funds, goods or services purchases of \$5,000 or more must have the Superintendent's approval and procurement personnel involvement even though the MUNIS system requires that the correct procurement steps be taken for all purchases.⁹ The RSD public schools can solicit bids for goods and services valued between \$1,000 and \$25,000; however, the schools cannot purchase these goods and services without district approval.¹⁰ Likewise, OPSB public schools can obtain bids for goods and services valued between \$5,000 and \$20,000, however, they cannot purchase these goods and services without district approval.¹¹

Procurement Processes

Because the RSD is considered a state agency for the purposes of procurement, the state's procurement system is available to them. However, the State of Louisiana uses procurement and accounting systems that are not integrated with each other.¹² This means that state agencies must complete requisitions, vendor management, buying, and contract management functions by manually keying the same information into one or more other applications rather than entering data only once at the outset of a transaction. In addition, the state systems do not allow for on-line bidding.¹³ If the RSD does not purchase software that can integrate all procurement processes, it will be forced to use the antiquated state system or complete some tasks manually (which it now does for its requisitions).¹⁴

Like the state system, the OPSB has no process to integrate vendor registration, contract advertisement and on-line bidding.

Staffing and Productivity

The RSD currently employs three procurement professionals with salary and employment costs of \$219,700 annually.¹⁵ The RSD expects to hire four additional procurement professionals

within the next several months at a cost of about \$191,200. The OPSB currently employs 2.5 procurement professionals with salary and employment costs of about \$147,200 annually.

Table 1: Contractors Used by RSD and OPSB lists the major contractors used by each district. Currently the OPSB manages 14 contracts written by district staff. At least three of these 14 contractors (transportation, custodial and maintenance and security system monitoring) are also used by the RSD. Details concerning contracts written by Louisiana's Division of Administration for the RSD's exclusive use are not available at this time.

Table 1: Contractors Used by RSD and OPSB

Contractor	Contract Type	RSD	OPSB
Alvarez and Marsal	Professional Services		x
Belsouth	IT Services		x
Coventry	Administrative Services		x
Cox	IT Services		x
Ehrhardt	Public Relations		x
Global Data	IT Services		x
Just Trust	Professional Services		x
Laidlaw	Student Transportation	x	x
Message One	IT Services		x
Motorola	Communications Equipment		x
Sodexo	Custodial/Maintenance	x	x
Sonitrol	Security System Monitoring	x	x
Temple	Administrative Services		x
Tyler Munis	Software/Maintenance		x

Charter Schools

Due to the autonomy state law grants charter schools for procurement, both the RSD and OPSB central office staff have little information as to how charter schools in their districts purchase goods and services. Charter schools can use many types of contracts including state, district, other governments' and cooperative contracts or they can write their own and are not required to use any particular type of accounting system.

Findings

State of the Art Procurement Systems

State of the art procurement systems, according to *Fortune Magazine*, saves the typical Fortune 500 company about 7 percent annually,¹⁶ reduces costs from misfiled or lost documents (each document lost cost an organization about \$250 according to a PriceWaterhouseCoopers survey¹⁷), and most importantly, allows a business the opportunity to plan and manage its primary business rather than worrying about procurement. Although neither OPSB nor the RSD separately or together have the resources of a Fortune 500 company, the ability to get control of its procurement processes while saving money will allow each district and participating schools to concentrate on the real work at hand: providing a quality education to students.

In order to manage an efficient procurement system and offer best-value products, a procurement process must have automated bidding, the ability to process requisitions and purchase orders electronically, automated order tracking and payment, and data collection capabilities. These functionalities allow a procurement office to concern itself with getting the best product for the best price and the best service from the best contractor. They also make the procurement process reliable and customer-friendly.

The best IT system, however, is not enough to build a top-notch procurement process. Internal policies must support such a system. Some best practice procurement policies and methods of operation include:

- Providing the ability to negotiate contracts. It may seem obvious that negotiating contracts allows procurement offices to get the best value; however, many governmental entities do not allow negotiation – the governmental entity must take the lowest bid even if that bid is above market rates. End users often complain about using approved and mandatory contracts because prices are higher than they could get if allowed to purchase the same items individually.
- Obtaining best value. To obtain the best value, contracting entities must provide sufficient demand for contracted materials and services. Though the contracting entity cannot guarantee the quantity or what will be purchased, it can give vendors some indication of quantities based on purchases previously made and by assuring them that buyers will use the contract exclusively. This guarantee of exclusive purchasing can be established if there is a policy in place that requires buyers to use only central office contracts.
- Using other government contracts. All levels of government enter into contracts for goods and services and some of these may already contain best value pricing for these materials and services. For instance, other local school districts, cooperatives such as the Western States Contracting Alliance (WSCA), and individual states may have

contracts which allow additional buyers to participate. Such participation not only reduces the amount of time the central office purchasing professional must take to draw up a new contract, but also can provide pricing that is more competitive and based on greater economies of scale than cannot be obtained by smaller government entities.

- Including the end user in contract decisions. Establishing user groups of individuals who are the ultimate users of the goods purchased – teachers involved in decisions concerning classroom supplies, maintenance employees' opinions considered when contracting for cleaning products or equipment – significantly enhances the procurement process. If purchased products do not meet user needs and users are not involved in the decision-making regarding which products to buy, chances increase that they will find ways around the procurement system and buy off-contract. Currently, charter schools are primarily writing their own contracts. This not only duplicates work, it does not allow for economies of scale in purchasing if all three groups (RSD, OPSB and charters) purchased together. If charter school staff became part of a user group with confidence their interest would be represented in purchasing, they would be less likely to write their own contracts or buy off-contract.

By reducing the time procurement professionals spend on non-procurement activities such as tracking paper documents, obtaining appropriate signatures and “cleaning up” off-contract purchases, procurement professionals can add real value to the procurement process. They can facilitate user groups, analyze end-user spend to create new contracts, negotiate contracts and represent users when vendors are not following contract requirements or are non-responsive.

As one procurement software company's CEO and President aptly described the issue, “Our goal is to make the procurement process as easy as Amazon is for ordering a book or CD. Otherwise, people won't use it.”¹⁸ District employees, school administrators and teachers (both charter and non-charter) will find ways around the system unless it ensures best value and makes procurement easier than buying on their own. In other words, if you build a responsive, reliable system, they will come.

Despite the challenges, states, municipalities and school districts have been able to create customer-friendly procurement systems. The State of Virginia uses state-of-the art technology to manage a significantly decentralized procurement process. The system, called e-VA has saved the state \$40 million annually on a spend of \$680 million, a savings of almost 6 percent.¹⁹²⁰

Statutory and District Requirements

When crafting and enacting the statute that defines RSD's legal responsibilities regarding procurement, the Louisiana Legislature recognized the similarities of the RSD and traditional school districts. The statute therefore gives the RSD the same autonomy as traditional school districts such as OPSB.²¹ In December 2007, however, the Louisiana Board of Elementary and Secondary Education (BESE) passed policy restrictions to these statutory provisions, requiring all RSD contracts be approved by BESE²² or the State Superintendent when contract value is under a proscribed amount. For instance, BESE must approve all professional services and social service contracts exceeding \$50,000 and the State Superintendent must approve all contracts under \$50,000.²³ All major repair contracts exceeding \$250,000 must have BESE approval and all such contracts under \$250,000 must have State Superintendent approval.²⁴ In addition the RSD must use all state contracts unless otherwise approved by the State

Superintendent²⁵ and must always use a state contract if the Division of Administration deems a contract to be mandatory.²⁶ Had BESE not proscribed restrictions to RSD's statutory intent, RSD and OPSB procurement statutory authority would be similar in that both would be independent purchasing entities.

As mentioned previously, some differences will continue to exist even if BESE restrictions are lifted because the two districts are statutorily required to follow different Titles under the Louisiana Revised Statutes of 1950: Title 39 for RSD and Title 38 for OPSB. One major difference between these titles is that Title 39 allows the RSD to use RFPs for materials and supplies (thereby allowing negotiation) while Title 38 requires the OPSB to use only Invitations To Bid (which do not allow negotiation) for all materials and supplies.

Table 2: Statutory/Executive Order Procurement Threshold Requirements for Materials and Services lists the differing district requirements that are a result of the various procurement thresholds and restrictions established by Executive Order and Louisiana statute. Executive Order KBB 2007-10 permits RSD to purchase goods and services with a value under \$1,000 non-competitively; with values of between \$1,000 and under \$5,000 with three written or oral quotes; with values between \$5,000 and under \$25,000 with five written quotes; values at \$25,000 and above must be competitively bid. Title 38, Section 2212 requires OPSB to bid for goods and services over \$20,000 and to solicit three telephone or facsimile quotes for goods and services between \$10,000 and less than \$20,000.

Table 2: Statutory/Executive Order Procurement Threshold Requirements for Materials and Services

Statutory/Executive Order Requirement	OPSBs	RSDs	OPSB's and RSD's Charter Schools
No Quote	<\$10,000	<\$1,000	N/A
3 Oral Quotes	\$10,000-<\$20,000	\$1,000-<\$5,000	N/A
3 Written Quotes	\$10,000-<\$20,000	N/A	N/A
5 Written Quotes	N/A	\$5,000-<\$25,000	N/A
Bid only	>\$20,000	N/A	N/A
RFP or Bid	N/A	>\$25,000	N/A

Procurement Processes

RSD must hand write requisitions and physically gather signatures because no district or state requisition software application is available.²⁷ OPSB's MUNIS system integrates the district's requisition process with its accounting system thus eliminating paper documents, manual signatures and manual budget reconciliations. Neither district however, has technology for vendor management, on-line bidding, or on-line purchasing, although modules allowing for these capabilities can be added to the MUNIS system.²⁸

OPSB's current MUNIS system allows the district to collect data concerning prior purchases. This information is vital to future purchases because it gives prospective bidders important volume information on which to base their bid prices. RSD relies on the state system for this information which can be produced only by state employees in Baton Rouge.

Both districts are independently considering the purchase of procurement software to establish vendor management and other best practice procurement features. The one-time cost for such software for the OPSB is approximately \$25,000 (annual costs for licensing and other services are not known at this time).²⁹ Systems costs for both districts are not available at this time; however, it is safe to assume that purchasing one system for both districts would be less expensive than purchasing one system for each district.

Consolidation

Consolidation of the two district purchasing offices into one entity would reduce the cost of a new procurement system, may reduce the number of staff needed to manage the system, entice charter schools to purchase from district contracts and reduce the amount of time school officials spend on non-essential procurement tasks. In order to accomplish this goal, RSD and OPSB must establish identical processes and RSD must have some relief from the state procurement restrictions under which it is now operating.

Potential Efficiencies

It is expected that a combined procurement system for the new business unit will reduce the number of personnel required to staff the office; however, it is not possible to estimate exact staffing since procurement staffing benchmarking is not readily available. For informational purposes, hiring three rather than four new purchasing employees would result in annual savings of about \$48,000; hiring only two new staff persons would result in annual savings of \$96,000.

It is difficult to specifically target the estimated savings that would result from a new procurement system because the value of the contracts to be written by RSD is unknown. Assuming that the combined new business unit would write contracts in the same proportion as current contracts in OPSB (measured in value of contracts per student), then the new business unit will write contracts valued at \$44.9 million:

- OPSB: Contracts valued at \$8.3 million to 2,630 students equals \$3,156:1.
- RSD estimate: 11,608 students at \$3,156 per student equals \$36.6 million in contracts.
- Combined contracting would amount to \$44.9 million

Based on the Virginia experience, it is estimated that the consolidated districts could save from one to three percent of all contractual spend with a new procurement system – an annual savings of between \$449,000 and \$1.3 million annually.

Table 3: Estimates of Opportunities for Savings

Opportunities for Savings	Estimated Savings
Reduction of one Procurement Position	\$48,000
Reduction of two Procurement Positions	\$96,000
Estimated \$36.6 million in RSD contracts – 1% savings	\$336,000
Estimated \$36.6 million in RSD contracts – 3% savings	\$1.1 million
Estimated \$44.9 million in combined RSD and OPSB contracts – 1%	\$449,000
Estimated \$44.9 million in combined RSD and OPSB contracts – 3%	\$1.4 million

As stated earlier, the price to upgrade MUNIS for OPSB only is approximately \$25,000; an upgraded MUNIS system for a consolidated district is not known at this time. Should the consolidated unit decide not to use MUNIS and purchase a completely new system, cost not including annual licensing, is estimated at \$300,000 to \$350,000 according to one software firm.³⁰

2. SECURITY

Recommendations

The New Orleans Recovery School District (RSD) Safety and Security Department and the Orleans Parish School Board (OPSB) Security and Investigations Department should coordinate security operations and staffing to increase communication, reduce duplication in services, and create savings.

Specifically, RSD and OPSB security departments should:

- Coordinate security staffing operations to provide appropriate coverage for all school facilities during the school day as well as for after-hour shifts (nights, weekends, 24-hour patrol and Response Teams) as needed.

Over the next three years, RSD is planning to eliminate its current security personnel contract and replace school security guards with full-time RSD public safety officers. As the RSD Safety and Security Department completes this transition, it should develop a plan to coordinate security operations between RSD and OPSB schools. The plan should be designed to maximize safety in schools while allowing management to reduce duplication in supervisory assignments and rotate off-hour and weekend coverage of events to minimize overtime costs. Savings can be realized even without a full consolidation of the current security operations. Both security departments should review their current staffing coverage needs (particularly during off-hour periods) and develop a plan for coverage. Some agreements may be formalized in an operational Memoranda of Understanding (MOUs) or contracts while others may be through ad hoc arrangements.

- Using free or inexpensive crime mapping software, coordinate crime mapping throughout both RSD and OPSB schools to strategically track security problems and incidents of school violence in order to prioritize staffing assignments and deploy security officers in the most effective and cost-efficient manner.
- Supplement current security staffing and equipment at both RSD and OPSB schools with resources provided by local, state, and federal programs. Specifically, OPSB should join RSD as it gains designation as a Police Agency, allowing both security departments to qualify for federal funds reserved only for law enforcement agencies.
- Develop a centralized process to coordinate the purchase, installation, and use of security equipment. Both districts could recognize savings from pooled purchasing for needed security equipment. The security departments should also review all of their current contracts to determine which entity has negotiated the best price for current services and then work together on future contracts along with district purchasing, administration, and legal staffs, to select vendors offering the most favorable terms.
- RSD and OPSB security departments should also configure their security systems to work with one another as well as with local law enforcement agencies.
- Create an inventory list of all security equipment being utilized both by the RSD/OPSB security departments as well as by the schools themselves. This inventory should then be

reviewed to determine what equipment is unnecessarily duplicative across both departments. The inventory should also be used to identify areas where one district already has an equipment resource that could be used by the other.

- Coordinate staff and school personnel security training. At present, neither district has a formal officer training structure in place. Training should be consolidated across districts not only to recognize volume savings from vendors, but also to ensure that officers have the same baseline of knowledge and use the same protocols in an emergency or threat environment. The districts should also consider offering joint training opportunities to district charter school security staffs.
- Implement coordinated planning and exercises for crisis management, emergency response and evacuation planning for both RSD and OPSB. This coordination is essential to ensure the safety of all students and district staff in an emergency situation. Particular emphasis should be placed on coordinating evacuation plans when resources, such as transportation, will be scarce and must be organized across district lines and including charter schools.

Background

Both RSD and OPSB security departments oversee safety and security operations for all (non-charter) school facilities and some administration buildings throughout their districts. **Table 1: Key Security Indicators** summarizes the findings discussed below.

The RSD security staff currently supports 36 schools. The total budget for the RSD Safety and Security Department for FY2007-08 is \$10,607,200.³¹

RSD currently has 27 full-time public safety professionals on staff, including one Director of Safety and Security, one Assistant Director, and one Coordinator. In addition, RSD has recently hired 24 full-time public safety officers to work in the schools. An additional 197 RSD security guards currently work in the schools through a contract with *The Guidry Group (Guidry)*, an external security services provider based in Montgomery, Texas.³² *Guidry* provides staffing for the RSD contract through a sub-contract with a local security agency, *Day and Zimmerman*.

The OPSB security staff currently supports five school facilities. OPSB reports an aggregated Maintenance and Security budget for FY2007-08 of \$805,925.³³

OPSB has a security staff of 18 officers, including one Chief, one Lieutenant, one Major, and 15 security guard staff members working in the schools. All district security staff are OPSB employees.

Before Hurricane Katrina, New Orleans public schools had 195 security guards for 123 schools. At that time, there was one security guard for every 333 students.³⁴ Now, RSD has one guard for every 59 students; OPSB has one guard for every 146 students.

Pre-Katrina, New Orleans public schools spent \$45 per student on security.³⁵ Based on the most current enrollment figures,³⁶ RSD is slated to spend approximately \$913.78 per child on security this year;³⁷ OPSB schools will spend \$306.44 per student.³⁸

RSD is currently converting its security staff from contract security guard personnel to RSD “in-house” public safety officers. Before this school year, RSD had used 335 security guards in 22 RSD schools. (Last year, RSD’s contract with *Guidry* totaled \$23,534,735.³⁹) Since last year,

the number of guards has been reduced to 197 contract security guard staff in 36 schools.⁴⁰ Once RSD finishes its conversion to all in-house staffing there will be 96 officers in the schools.

The RSD Safety and Security Department is currently working with local elected leaders and members of the Louisiana State Legislature to draft legislation to designate the RSD Safety and Security Department as an independent Police Agency (similar to a campus police department). Once the RSD Department receives this designation, it will be eligible for federal reimbursements as well as public and private grants made available to law enforcement agencies.⁴¹

Table 1: Key Security Indicators

Key Security Administration Indicators	RSD	OPSB
Schools	36	5
Budget	\$10,607,200	\$805,925
Staff	27 plus 197 contracted staff	18
Pre-Katrina Security Staff to Student Ratio	N/A	1:333
Current Security Staff to Student Ratio	1:59	1:146
Pre-Katrina Cost per Student	N/A	\$45.00
Current Cost per Student	\$913.78	\$306.44

Findings

Currently, the RSD and OPSB school security operations are completely disconnected and have little or no coordination in their planning or response to emergency situations. The departments should be working together better to share needs assessments; conduct resource mapping; augment security intelligence and analyses; develop prevention programs; and generally address school safety across district lines.

Personnel and Contract Oversight

RSD's security personnel contract with Guidry has three cost components: 1) a general management fee; 2) labor costs for security guards; and 3) costs for School Assistance Response Teams. The general management fee is a fixed cost at \$1,836,100.⁴² The other two components are variable, based on hours worked.⁴³

Contract security guard personnel provided under the *Guidry* contract are billed under RSD's contract at a rate of \$32.00 per hour for armed guard personnel and \$21.50 per hour for unarmed guard personnel. Unarmed guard supervisors are billed at a rate of \$23.50. School Assistance Response Teams (SARTs) are billed to RSD at a rate of \$100 per hour, when

deployed.⁴⁴ RSD is developing an alternative to the high cost SARTs so that when the contract is up for renewal, the SARTs will not be part of a security contract.

As RSD hires more in-house public safety officers, it will be able to curtail significantly its reliance on external staffing. When RSD hires full-time officers, it plans to hire them at a rate of \$31,554 annually plus benefits.⁴⁵

At present, the RSD Safety and Security Director estimates that half of his time is spent on oversight and management of the *Guidry/Day and Zimmerman* contract.⁴⁶

RSD has difficulty planning and projecting its security personnel budget because of unanticipated schedule changes or unanticipated emergencies -- for example, decisions to extend the school day by some RSD schools or emergencies like a recent school electrical fire require security staff to work longer hours. Since RSD has limited management flexibility or ability to stagger contractor staff schedules, RSD pays for most, if not all, of the security staff in these situations at an overtime rate. RSD security has no planned budget line item for overtime costs, so these funds must come out of the general operating budget for RSD security.⁴⁷

Once RSD has more control of staffing patterns with its own internal staff, management will be better able to stagger staff schedules and reduce overtime costs.

The RSD Security Department plans to review the specific costs and terms of the *Guidry* contract as it determines future staffing plans. Specifically, RSD will evaluate the hourly rates for the *Guidry* School Assistance Response Teams to determine whether this operation should be prioritized for internal staffing (which is more cost-efficient) or whether the contract rate should be renegotiated.⁴⁸

Currently, RSD has developed a three-year projected budget to support the conversion of security staff from contract security guards to full-time RSD public safety officers.

During the next three years, RSD will hire:

- In FY08, thirty new public safety officers⁴⁹ and two additional supervisors
- In FY09, forty new public safety officers and two additional supervisors
- In FY10, twenty new public safety officers and two additional supervisors.⁵⁰

Table 2: New RSD Security Staffing Costs

New RSD Security Staffing Costs	FY08	FY09	FY10
Total Public Safety Officer Salary Cost ^a	\$946,620	\$2,208,780	\$2,839,860
Total Supervisory Officer Salary Cost ^b	\$82,742	\$165,484	\$248,226
Payroll Taxes, Benefits and Overtime	\$718,448	\$1,401,057	\$1,764,124
Equipment/Uniform Stipend ^c	\$13,600	\$16,800	\$8,800
Additional Vehicle Cost ^d	\$175,000	\$0	\$0
Officer Training Cost ^e	\$20,250	\$27,000	\$13,500

^a Total does not include cost of two security dispatchers at \$55,120 annually.

^b Total does not include cost of Central Office security leadership and administrative personnel at \$341,000 annually.

^c \$400 per new officer

^d Seven vehicles - four cars for administrative use; three for two-man units

^e \$675 per new officer

With the conversion to full-time public safety officers, RSD will maintain a supervisor to officer ratio (span of control) of 15-17.5 to 1.⁵¹

Currently, OPSB has 15 officers and three supervisory personnel (one Chief, one Lieutenant, and one Major) creating a span of control of 6 to 1.

Crime Mapping

At present, neither RSD nor OPSB schools utilize crime mapping systems to monitor school security issues.

The RSD Safety and Security Department is planning to purchase a crime mapping system to analyze and map security threats or incidents that occur in and around RSD schools. Once this system is in place, RSD should use the mapping analysis to target resources and place security officers in the most problematic areas.

Further, security staff in both RSD and OPSB schools should coordinate crime mapping data in a unified system so that criminal trends and security threats can be identified throughout all of the schools. This data could be instrumental in developing strategic staffing plans for security staff coverage throughout both RSD and OPSB schools, particularly for weekend and after-hour shifts when there are not enough guards to cover every school facility. OPSB acknowledges that there would be great value if the districts could share crime mapping data.⁵²

RSD and OPSB should work together to acquire and install one crime mapping software program for both districts. There are many crime mapping systems available for school districts for purchase on the open market. Recognizing the value of integrated criminal mapping data

across jurisdictions, the RSD Safety and Security Department is currently considering the same crime mapping system used by the New Orleans Police Department (NOPD) for purchase.⁵³

The National Institute of Justice provides schools with a free crime mapping software application called *School COP*. This program is can be used at a single school or at the school district level.⁵⁴ Originally, RSD Security was not interested in the *School COP* application because staff thought that the program could not be supported with a Microsoft XP operating system. Microsoft XP capability is now available for *School COP* and, therefore, should be considered as a cost-free option to integrate RSD and OPSB crime mapping efforts.⁵⁵

Grants and Funding Resources for Security Projects

RSD and OPSB have not accessed federal grants for school security purposes as aggressively as they could, or as successfully as they might with a combined effort. The primary source of federal school security funds reported by both RSD and OPSB is U.S. Department of Education Title IV Safe and Drug-Free Schools funds.

RSD received \$300,424 in Title IV Safe and Drug-Free Schools funding in 2007-08. This year, RSD is receiving \$315,445, plus an additional \$42,015 in Title IV funds that it carried over from the 2007-08 cycle.⁵⁶

OPSB reports show the district received \$188,241 in Title IV funding in FY 2007-08.⁵⁷

In addition to Title IV formula grant programs, the U.S. Departments of Education and Health and Human Services make other grant opportunities available to target school safety issues each year. Grant applications that illustrate collaboration between schools and school districts often receive priority consideration by federal officials. If the RSD and OPSB security departments submit joint applications for these discretionary grant funds, they would certainly improve their likelihood of receiving funding. Upcoming Department of Education and Department of Health and Human Services grant opportunities where RSD and OPSB security departments should work together include:

- *Grants for School-Based Student Drug-Testing Programs*, U.S. Department of Education, Office of Safe and Drug-Free Schools⁵⁸
- *Readiness and Emergency Management for Schools*, U.S. Department of Education, Office of Safe and Drug-Free Schools⁵⁹
- *Grants to Reduce Alcohol Abuse*, U.S. Department of Education, Office of Safe and Drug-Free Schools⁶⁰
- *Safe Schools/Healthy Students Grants*, U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration.⁶¹

For the most up-to-date list of U.S. Department of Education grants, see <http://www.ed.gov/fund/grant/apply/grantapps/index.html>.

For more information on SAMHSA Safe Schools/Healthy Students Grants, see http://www.sshs.samhsa.gov/media/sshs_media/pdf/SSHSAApplicationFY07FINAL.pdf.

In addition to these school-based security grant programs, there are other federal grants that are only available to officially designated law enforcement agencies. Fortunately, the RSD Safety and Security Department is currently working with New Orleans municipal leaders and members of the Louisiana Legislature to draft legislation that will designate the Department as a “Police Agency” similar to a campus police department. Once this designation is in place, RSD’s Safety and Security Department will be able to qualify for public and private grants reserved for law enforcement agencies.⁶²

The U.S. Department of Justice’s *COPS in Schools* grant program is designed to help law enforcement agencies hire new, additional school resource officers (SROs) to engage in community policing in and around primary and secondary schools. In recent years, the *COPS in Schools* program has provided three-year grants (up to \$125,000 per SRO) to thousands of law enforcement agencies to cover entry-level salaries for SROs.⁶³

RSD and OPSB security departments should begin working together to apply for other federal justice grant funds, such as:

- *COPS Safe Schools and Save our Schools (SOS) Grants*⁶⁴ that help state and local education agencies with delinquency prevention, community planning and development, school safety resources, and technology development. This funding helps grantees establish and enhance a variety of school and community safety programs designed to prevent and respond to juvenile crime within their communities.
- *COPS Technology Grants*⁶⁵ that provide funding for the continued development of technologies and automated systems that help state, local, and tribal law enforcement agencies prevent, respond to, and investigate crime. This funding allows agencies to purchase technologies to advance communications interoperability, information sharing, crime analysis, intelligence gathering, and crime prevention in their communities.
- *Homeland Security Overtime Program (HSOP)*⁶⁶ that was designed to supplement grantee agencies' state or locally funded officer overtime budgets, thereby increasing the amount of overtime funding available to support community policing and homeland security efforts. HSOP offers state, local, and tribal law enforcement agencies the opportunity to supplement their officer overtime budgets for a period of one year. HSOP grants can be used to pay officer overtime during homeland security training sessions and other law enforcement activities that are designed to help prevent acts of terrorism and other violent or drug-related crimes. Departments receiving HSOP awards are required to contribute at least 25 percent in local matching funds.

For an up-to-date list of school resources available from the US Department of Justice, see <http://www.ojp.usdoj.gov/topics/saferschools.htm>

Equipment

Neither the RSD nor the OPSB security department maintains a formal list of school security equipment in use in its district. Similarly, neither security department has a master list of security equipment (such as video cameras) that schools have purchased and installed themselves.

At present, neither RSD nor OPSB participates in any pooled purchasing of equipment or supplies with other school districts or other law enforcement agencies.

RSD currently has a contract with *Sonitrol of New Orleans, Inc. (Sonitrol)* for the installation and monitoring of alarm systems in RSD schools.⁶⁷ Several RSD charter schools also use *Sonitrol* to provide alarm services for their schools under the RSD contract.⁶⁸ These systems have already been installed in 18 of the RSD school buildings and in about 85 percent of the charter buildings.⁶⁹ Several other sites – particularly new RSD modular sites are scheduled to have *Sonitrol* systems within the next couple of months.⁷⁰

Sonitrol charges RSD for system installation costs. These costs are capitalized for the new modular sites and for any building highly damaged during Katrina.⁷¹ *Sonitrol* also charges RSD \$226.66 per month for system monitoring and maintenance for each of the 18 sites.⁷²

OPSB also contracts with *Sonitrol* to provide alarm systems for its schools. *Sonitrol* charges OPSB only \$85.00 per school each month for monitoring and maintenance of its systems.⁷³ *Sonitrol*, however, has provided a letter to RSD stating the reason for the difference in rates is that OPSB has limited coverage, mostly on first floors. RSD – given the level of copper theft – has greater coverage and may have more than one system per school depending on the site. In addition, OPSB does not cover all perimeter doors.⁷⁴ Despite these operational differences, the fact that the rate charged to RSD is 2.7 times that charged to OPSB warrants further investigation into how RSD can more efficiently use *Sonitrol's* services.

Once RSD schools install a *Sonitrol* alarm system, the need for twenty-four hour security patrol is eliminated, saving substantial personnel costs.⁷⁵

Currently, RSD security does not issue or monitor school personnel identification (ID) cards. While the RSD security staff would like to have ID card records and pictures on file, it presently lacks the funds and equipment to process the cards.⁷⁶ The OPSB security department issues all OPSB ID cards for teachers, paraprofessionals, custodians, and other school personnel.⁷⁷ OPSB currently has two identification card cameras and two identification card printers.

OPSB has dispatch equipment (a Communications Dispatcher Console) at present, but does not have staff available to staff the system. In addition, the OPSB Security Department has its own communication tower, but it is not currently being used. OPSB does “rent out” space on the communications tower to other law enforcement and private sector entities, but that client base has declined recently.

RSD uses radios that tie into the State’s communications tower system. The communications radios currently used by both OPSB and RSD can program channels to allow both departments to communicate with each other. The departments, however, have not chosen to take this step.⁷⁸

Some schools have purchased security equipment, including cameras systems and visitor tracking software without having the systems reviewed and approved by the OPSB and RSD security departments.⁷⁹ Therefore, there is no standardization or quality assurance of the systems. School security departments have found that if security equipment and systems are not coordinated, then they are often not compatible with other systems within the district.

Training

Currently, RSD does not have a training budget because security guard training is covered in the *Guidry* contract cost. As RSD begins hiring more full-time public safety officers, it will have to pay for training or provide in-house training for its new hires.

Once the RSD Safety and Security Department is recognized as a Police Agency, it will qualify for a 60-70 percent reimbursement on officer training costs from the Louisiana Commission on Law Enforcement.⁸⁰

Currently, OPSB provides very informal (in-house) training for its officers on report writing, defensive tactics, conflict resolution, and basic security operations. OPSB has no staff or funding for formal officer training at this time, so they are trying to rehire old staff that is already trained.⁸¹

Both RSD and OPSB security departments have senior staff members that are qualified to train officers in a variety of subject matters. Both departments are using these resources now to minimize training costs.

Both RSD and OPSB security departments use the same vendor, *Personnel Security Training, Inc.*, to provide firearms qualifications for their staff. OPSB currently pays a rate of \$60 per officer for revolver qualification; \$75 per officer for automatic weapon qualification.⁸² (Rates for RSD's contract with *Personnel Security Training, Inc.* were not available for this report.) As with all security-related contracts, both RSD and OPSB should review current contracts and future needs to ensure that both entities are receiving the best rate for the contracted goods and services and capitalize on any opportunities for volume discounts.

At present, neither RSD nor OPSB provide any kind of formal security or safety training for teachers or other school personnel.

Emergency Planning and Coordination

To develop comprehensive school emergency and disaster plans, school officials must work closely with adjoining districts to gather data and shape planning and implementation decisions.

Currently, neither the RSD nor the OPSB security departments conduct emergency response planning or exercises with students, school personnel, or other RSD divisions, such as transportation. The districts also do not coordinate emergency or evacuation planning with each other or with the charter schools. Should the New Orleans area experience a disaster or terrorist attack that would require a school-day evacuation, there is no plan in place to coordinate evacuation transportation resources or other assets among the overlapping school districts.

RSD has recently hired a new officer with a fire service background who RSD plans to use to teach National Incident Management System (NIMS) and Incident Command System (ICS) protocols to other RSD officers.⁸³

Potential Efficiencies

As the RSD Safety and Security Department launches its three-year plan to reduce contract security staff and hire RSD employees as public safety officers, the time is ideal to evaluate potential efficiencies that could be achieved by coordinating security operations with the OPSB security department. Efficiencies may be achieved by:

- Eliminating unnecessary supervisory personnel (RSD will have one supervisor for every 15 guards when the conversion is complete. OPSB currently has three managers for its 15

guards). Eliminating redundant supervision and management between the two security departments could save \$100,000 -- \$300,000 annually.

- Using the larger combined RSD and OPSB staff to rotate off-hour staffing coverage in order to reduce overtime costs. Both districts should assess their current off-hour staffing assignments to identify any redundancy in geographical coverage or potential overlap of rover patrols.
- Determining which security department currently provides the most cost-efficient off-hour staffing and expanding that department's off-hour work. Currently, RSD pays contractors overtime for most off-hour events, while OPSB is paying their details \$18 – \$20 per hour for events outside of school hours.
- Using free or inexpensive crime mapping software to coordinate and prioritize staffing assignments across districts and deploy security officers in the most effective and cost-efficient manner. *School COP* software is available through the National Institute of Justice for free. Even if the districts choose to purchase another software application, efficiencies can still be realized by using the system to make strategic staffing decisions.
- Working together to gain designation as a unified Police Agency. Once the RSD Security Department obtains this designation, it will be eligible for grants reserved for law enforcement agencies. This could mean millions of dollars in federal grants alone for the district. In addition, once the department is recognized as a Police Agency 60-70 percent of the funds spent on officer training are reimbursable by the Louisiana Commission on Law Enforcement.⁸⁴ OPSB should join RSD in this designation and benefit from the heightened resources available.
- Developing a centralized process to coordinate the purchase, installation, and use of security equipment. Both districts could consolidate purchasing to recognize volume discounts. The security departments should also review all of their current contracts to determine which entity has negotiated the best price for current services and then work together on future contracts along with district purchasing, administration, and legal staffs, to select vendors offering the most favorable terms. Specifically, RSD should review the terms of its contract with Sonitrol and how it utilizes their services in which it pays \$227 per month for security system monitoring whereas OPSB only pays \$85.00 per month to the same vendor for the same type of system. If RSD could reduce its monthly charge by just 10 percent, then the district could save \$4,896 annually for its current 18 systems and over \$9,792 when all 36 RSD schools are brought on-line.
- Creating an inventory list of all security equipment being utilized both by the RSD/OPSB security departments as well as by the schools themselves. Once this inventory is complete, it should be reviewed to determine if one district already has an equipment resource that could be used by the other (e.g., OPSB's identification (ID) card cameras/printers, Communications Dispatch Console or communication tower capacity).
- Coordinating staff and school personnel security training. Training should be consolidated across districts to recognize volume savings from training providers and use both districts' officers who are qualified to provide training in-house at no cost.

Table 3: Summary of Recommendations and Potential Savings

Recommendation	Potential Savings or Efficiency
Coordinate security staffing operations	\$100,000-300,000 annually in supervisory staff reductions Minimize overtime costs
Use crime mapping software to strategically deploy security officers	Free software available
Gain designation as campus police agency and supplement current staffing and equipment with resources available from grants and other programs	Multiple grant opportunities with little or no matching funds required
Develop a centralized process to coordinate equipment purchase and use	\$4,896 -- \$9,792 on current security system contract Volume discounts with pooled purchasing
Create an inventory list of all security equipment	Elimination of duplicate equipment and sharing of equipment, where appropriate
Coordinate staff and school personnel training	Utilize existing staff to train officers at no cost
Implement coordinated emergency response and evacuation planning and exercises	Avoid duplication in planning and share assets across districts in an emergency

3. STUDENT TRANSPORTATION

Recommendations

To reduce costs while maintaining the quality of services, RSD and OPSB should combine all resources and responsibilities for student transportation into one business unit. Some specific actions can be:

- Staff the new business unit with one managerial employee and one half-time administrative assistant.
- Combine and renegotiate the separate district contracts with Laidlaw (now First Student) and include all charter schools that wish to participate.
- Use the New Orleans' Regional Transportation Authority bus service for high school student transportation for both districts as well as participating charters.
- Reduce the number of bus monitors by creating a mobile monitoring unit to assist drivers as needed.

Background

The students in OPSB and RSD generally have the opportunity to attend any age-appropriate school in the two districts regardless of their home or school location. This school choice arrangement results in many students attending non-neighborhood schools, with some students traveling across the city to attend school every day.

Both districts use an identical master contract with First Student for student transportation. About 9,015 RSD (83 percent) of all RSD non-charter school students ride First Student buses every day.⁸⁵ The number of OPSB students who ride the buses is not known at this time; therefore for purposes of this report, it is assumed that like RSD, 83 percent of all OPSB non-charter school students use First Student buses. That would mean an estimated 2,005 OPSB students ride buses. Seven of the 26 RSD charter schools and five of the 12 OPSB charter schools also contract with First Student by joining the administering district's contract – their student populations are not included in the total numbers mentioned above because the number of charter students who ride the buses is not known. At the time of this report neither RSD nor OPSB officials knew if charter schools which do not use the districts' contracts have independent contracts with First Student.

Schools are designated as part of the RSD or OPSB districts without regard to geography. It is not unusual, therefore, to have schools operated by different districts physically closer than schools in any one district. And because each district contracts separately for its student transportation services, portions of each district's bus routes can duplicate the other's or stop at identical pick up points for different students in the same grade. First Student does not pick up students from different school districts on the same bus even if the students are attending schools that are geographically close to each other⁸⁶.

The current transportation contract originally was written exclusively for OPSB and executed under emergency procurement procedures by the State Superintendent.⁸⁷ Due to the devastation of Hurricane Katrina and the need to open schools quickly, OPSB accepted the contract though it is now recognized that the contract is somewhat one-sided in favor of the contractor. For instance, the master contract requires OPSB to provide a maintenance facility for the buses First Student owns and uses. OPSB has provided such a facility at Algiers Bus Barn on the West Bank for which it is paid \$42,000 annually. However, it has also provided a maintenance facility at 4300 Almanaster Rd on the East Bank for which it has not been paid (although the contract does specify that negotiations should take place concerning this second facility.) In addition, the contract requires the district to reimburse the contractor for improvements to the East Bank facility including “phone, internet connections, canopy and slab construction, etc.” The contract requires no prior approval by the district for these expenses. Presently, OPSB owes the contractor approximately \$36,000 for such improvements⁸⁸.

Both RSD’s and OPSB’s First Student contracts end on June 30, 2010, renewable for an additional five-year term; prices are the same in both contracts except for the per route prices. For the 2007-2008 School Year, RSD’s price per route is \$279.95 per route per day⁸⁹; OPSB’s per route per day charge is \$260.59⁹⁰ – almost 7.4 percent less than RSD’s daily route charge. Even with the clause in OPSB’s contract that allows for an adjustment of between 3 percent and 6 percent (based on the Consumer Price Index to reflect fluctuating inflationary increases), RSD is paying more per route than OPSB. If a 6 percent increase occurred – the cost of a route would be \$276.23 for OPSB, still slightly less than RSD’s cost. Since RSD’s contract was executed in December 2005, it has been amended to remove the variable fuel clause and change the price per route per day.

Before Hurricane Katrina, OPSB did not provide high school students with school-sponsored bus transportation. Instead, they provided students with tokens for the New Orleans Regional Transit Authority buses. Because many of the Transit Authority bus routes were not available when school operations began in December 2005, both districts contracted to include high school student transportation with First Student. By summer 2007, however, RSD was able to provide summer school transportation to its school students by issuing Transit Authority bus tokens⁹¹. In addition, Transit Authority officials have recently requested that RSD consider using Authority buses for high school transportation⁹².

Findings

Both RSD and OPSB have staff dedicated to student transportation. RSD employs one full-time employee while OPSB’s transportation duties are a part of the Director of Purchasing/Ancillary Services’ job responsibilities. Both of these employees have identical job duties with regards to student transportation: each is solely responsible for student transportation in his/her district and except for route pricing, both work under the same contract provisions. Combining the units’ contracts so that only one managerial employee and one support employee are responsible for student transportation for both districts will allow duplicative job duties to be eliminated, thus freeing up one managerial incumbent’s work time for other job duties.

Combining the business units will also allow duplicative routes to be eliminated, resulting in reduced costs. In addition, when future transportation contracts are negotiated, the increased number of students resulting from the consolidation of the current transportation offices may result in lower prices due to economies of scale. In the original master contract, still used by OPSB, First Student offered lower route rates as the number of routes increased. According to

a report by the Iowa Legislative Services Agency, large districts, on average, spend 3.9 percent less on student transportation than do the smaller schools.⁹³

The master contract allows the districts to terminate the contract only for default and therefore may preclude the opportunity to renegotiate at this time. However, the new combined business unit should use all of its influence to open the contract to renegotiation. The negotiations, among other items, should require the new business unit's prior approval before reimbursement is made for improvements to the two maintenance facilities. In addition, fair compensation for the second maintenance facility by the contractor should be negotiated. The districts should also renegotiate the cost of per route in light of the fact that OPSB pays a per route rate that is almost 7.4 percent lower than RSD pays.

According to OPSB and RSD invoices, the cost of bus transportation per student during the current academic school year is about \$5.80 per day⁹⁴ while the cost for each RSD student is about \$9.18 per day.⁹⁵ The difference for these costs can be attributed to the higher per route charge that RSD pays and the fact that RSD pays for school monitors on every bus while OPSB is more selective in its use of monitors. Another reason for the difference is that there are more students per route on OPSB routes than are on RSD routes: RSD buses carry 45.5 students per route while OPSB transports 51 students per route.

As **Table 1: Cost of Student Transportation** indicates, RSD and OPSB student transportation expenses are significantly higher than most other like-sized Louisiana school districts' and also significantly higher than the statewide average expenditure.

Table 1: Cost of Student Transportation

School District	2005-2006 Annual Expenditures (\$000s) ⁹⁶	Total Number of Students ⁹⁷	Cost Per Student
Ascension	\$6,557.8	17,944	\$365.46
St. Landry	\$6,772.2	15,637	\$433.09
Lafourche	\$6,666.3	14,515	\$459.27
Iberia	\$6,801.0	14,142	\$480.91
Jefferson	\$30,748,641	41,626	\$738.71
RSD	\$14,814.2**	11,608	\$1,276.2
Madison	\$715.2	2,290	\$312.31
Claiborne	\$1,154.4	2,683	\$432.26
Jackson	\$1,534.3	2,201	\$697.10
OPSB	\$2,082.7**	2,630	\$791.90
Bienville	\$2,047.1	2,427	\$843.47
All Districts	\$301,497.6	648,313	\$465.05

*Total is for all students, not just those who use school transportation because student travel data is unavailable.

**Expenditure figures for RSD and OPSB are based on one month's contractual expenses in October and November 2007 for OPSB and RSC, respectively.

Potential Efficiencies

According to the RSD Director of Transportation, the cost of a token to ride one way on a Transit Authority bus is \$1.25.⁹⁸ **Table 2: Calculation of Savings: High School Students Using City Transit** summarizes possible savings if this option is used – yearly \$5 million for RSD and \$1.1 million for OPSB.

Table 2: Calculation of Savings: High School Students Using City Transit

District	Number HS Students*	Cost: School Bus Per Day	Cost: City Transit Per Day	Daily Difference/ Savings	Total Daily Difference/ Savings	Annual Savings: 180 Day School Year**
RSD	4,161	\$9.18	\$2.50	\$6.68	\$27,795	\$5 million
OPSB	1,812	\$5.80	\$2.50	\$3.30	\$5,980	\$1.1 million

*Calculated at 83 percent ridership of total high school students – RSD total high school students = 5,013; OPSB = 2,183.

**These savings figures are the maximum saving available. Actual savings would occur only when students riding Transit buses reduced the number of school bus routes.

Table 3: Potential Student Transportation Savings summarizes the various savings opportunities. Savings will depend on the extent to which any one option is fully implemented.

Table 3: Potential Student Transportation Savings

Opportunities for Savings	Estimated Savings
Reduce RSD cost per route to that of OPSB	Approximately \$800,000 annually
RSD use of city transit for high school students	\$5.0 million yearly at full use
OPSB use of city transit for high school students	\$1.1 million yearly at full use
Negotiate new contract for combined districts with streamlined routes	Unknown at this time, however, considered substantial

In addition to the potential savings noted above concerning the use of Transit buses, savings resulting from consolidation may also occur. Fewer expenses could result from reducing the total number of bus routes through the elimination of duplicative routes. In addition, one employee now involved in transportation may be moved to another office with different job

responsibilities. Finally, renegotiating the First Student contract may reduce the cost per bus route. If RSD were to maintain the same number of bus routes (230) but paid at the OPSB route costs (\$260.59) rather than its current per route cost of \$279.95, the annual savings would equal \$4,453 per day or \$797,087 per year. Part of the negotiations should include reducing the number of routes on which bus monitors serve.

4. FOOD SERVICES

Recommendations

The New Orleans Recovery School District (RSD) and Orleans Parish School Board (OPSB) Child Nutrition Departments should work together to eliminate duplication of services, capitalize on the expertise of senior staff, generate revenue, and create savings for both districts.

Specifically, the RSD and OPSB food services departments should:

- Explore opportunities for OPSB to provide meals for some RSD schools or programs. Currently, OPSB reports a “per meal” cost less than that of RSD. While OPSB does not have the capacity to provide meals for all of RSD’s facilities, the districts should explore opportunities for OPSB to provide meals for a small number of RSD schools, catered meetings, or extra-curricular activities, when OPSB can do so for less than contract vendors.
- Improve timeliness of filing reimbursement claims for federal free and reduced meal programs by bringing IT systems on-line as quickly as possible and by requiring charter schools to use the district’s food service and attendance tracking systems. Currently, RSD has Point of Sale (POS) systems installed in only a few schools to track electronic counts of meals served each day. The district has the needed technology to improve the current labor-intensive process to conduct the counts, but it is not totally installed and staff are not trained to properly use the equipment. Charter schools also cause a significant delay in filing reimbursement when they are on separate food systems or do not submit records to RSD in a timely manner for submission. In addition, they can opt in or out of the district’s food service program at anytime. Because most of the charter schools do not have “Food Service Agency” designation with the federal government, RSD has to administer federal reimbursement forms on their behalf.
- Use experienced OPSB staff to train other employees and help monitor compliance issues and nutritional evaluation. *Sodexo* and RSD staff should be trained immediately on the district’s new Point of Sale program.
- Consolidate federal free and reduced meal application processes and enrollment records to cross-reference siblings for eligibility. Identifying siblings in other schools is a simple way to bolster program enrollment. Both RSD and OPSB as well as their charter schools could realize increases in federal reimbursements for meals, increases in E-Rate discounts, and increases in Title I funding by enrolling more students in the federal School Breakfast and School Lunch programs across district lines.
- Maximize use of the USDA food commodity program by building upon the current practices and contracts of OPSB and by requiring food services vendors to increase the yield on bulk commodity foods.
- Develop a centralized process to coordinate the purchase, installation, and use of food services and kitchen equipment. Both districts have and will continue to make substantial equipment purchases. Purchases should be coordinated to obtain volume discounts. The food service departments should also review all of their current contracts to determine which entity has negotiated the best price (for services such as equipment

repair) and then work together on future contracts along with district purchasing, administration, and legal staffs, to select vendors offering the most favorable terms.

- Review contracts with food service vendors to ensure that savings recognized by the vendor are passed on to the school district. Specifically, RSD should review its contract with *Sodexho* to ensure that the vendor's prices reflect any savings achieved from using the USDA commodity program or from lower food and supply costs as the region continues its post-Katrina recovery. These terms should be part of any new contract or renegotiations of the current contract.

Background

New Orleans has a long history of preparing fresh food in its schools. Prior to Hurricane Katrina, OPSB schools prepared all of its schools' food and operated a robust cafeteria as well as catering program that brought in more than \$50,000 each year.⁹⁹

Several food service business models were considered by OPSB schools prior to Katrina, including third-party contracting and a "commissary" approach in which one or two sites would prepare food and then distribute it to other schools. When OPSB attempted this commissary approach, it was not very well received by students and families who wanted school meals prepared freshly on-site each day.¹⁰⁰

After Katrina, RSD schools had no kitchen facilities able to prepare, warm, or serve food in any way. As schools were reopened, RSD chose to contract out all aspects of food service. Only one company – *Sodexho Operations, LLC (Sodexho)* – bid for the RSD food service contract at that time.¹⁰¹

RSD awarded *Sodexho* the contract to provide all food service staffing and supplies for its schools.¹⁰² In the 2006-07 school year, *Sodexho* began food service by providing cold food only (typically sandwiches) for the students. In order to re-equip the kitchens to serve hot food, RSD asked *Sodexho* to provide small kitchen wares and some major equipment for the RSD kitchens. In the first year of *Sodexho*'s contract, equipment costs were billed to RSD at forty cents per meal.¹⁰³

Currently, *Sodexho* prepares food at five school sites and distributes the meals to all RSD schools where they are reheated.¹⁰⁴ In all, RSD serves 4,865 breakfasts each day and 7,942 lunches.¹⁰⁵ Seven RSD charter schools are also using the district's *Sodexho* contract for food service and another three schools are considering it.¹⁰⁶

OPSB Food Services prepares food on-site with OPSB employees for all five OPSB schools as well as seven other charter schools from both OPSB and RSD.¹⁰⁷ OPSB serves 1,350 breakfasts and 3,950 lunches per day.¹⁰⁸

Findings

Both RSD and OPSB Child Nutrition departments have ultimate oversight over all elements of food service operations for the schools in their district. **Table 1: Key Food Service Indicators** summarizes the findings in this section.

Table 1: Key Food Services Indicators

Key Food Service Indicators	RSD	OPSB
Schools	36	12 ^a
Budget	\$8,760,895 ^b	\$2,814,983
Total Income	\$2,331,997	\$2,510,390
Federal Reimbursement	\$2,181,244	\$1,726,532
Percentage of Students Receiving Federal Free & Reduced Lunches	69.3%	90.7%
Breakfast Student Participation Rate	34.0%	26.1%
Lunch Student Participation Rate	72.4%	68.4%
Cost Per Meal – Breakfast	\$1.65	\$1.28
Cost Per Meal – Lunch	\$3.30	\$2.56
Average Breakfasts Served Daily	4,865	1,350
Average Lunches Served Daily	7,942	3,950

^a Five OPSB schools and seven charter schools

^b \$10,983,793 total budget including kitchen equipment replacement costs that will be reimbursed by FEMA.

Personnel and Budget

The RSD Child Nutrition program currently employs three full-time staff in the Central Office, including one Director, one Coordinator, and one Administrative Assistant.¹⁰⁹ RSD also currently employs seven temporary workers to help with manual counts of federal free and reduced meals. The temporary workers' schedules vary, but usually total 205 hours each week.¹¹⁰

RSD's contract with *Sodexho* does not call for a specific number of school food service workers. *Sodexho's* payment is based on the number of meals served each day regardless of the number of staff working. *Sodexho estimates* that its staff collectively works a total of 830 hours per day.¹¹¹

The RSD food service workforce fluctuates constantly as charter schools choose to come under RSD's *Sodexho contract* or leave it. Because of its open enrollment policy, RSD also faces a unique challenge in planning a workforce or operational budget for food service. Unlike OPSB schools which can cap the number of students they enroll, RSD has no way of planning for increases in student populations that may occur when new housing opens or when residents return to the area.

The total RSD Food Service budget for 2007-08 is \$10,983,793 – \$8,760,895 for food service delivery and the remainder for kitchen equipment and other capital costs which will be reimbursed by FEMA.¹¹²

OPSB has a total of 42 employees in its food services operation, including four Central Office administrators, two drivers, and 36 cafeteria managers and food service workers at 12 schools.¹¹³ The average cafeteria worker salary is \$19,405 annually, costing \$28,137 with benefits.¹¹⁴

The total OPSB Child Nutrition budget for 2007-08 is \$2,814,983.¹¹⁵

Training

Before Katrina, OPSB conducted on-going training for all of its food service employees, including regular trainings for cafeteria managers seeking required certifications. OPSB supported this training with a designated budget for this purpose. After Katrina, OPSB no longer has a training budget. It does, however, still conduct in-house training for its employees by senior staff members.¹¹⁶

Sodexho presently hires and trains all of its own staff members. In fact, *Sodexho* has a non-compete clause in its contract with RSD that states that no employee who has been trained by *Sodexho* can be hired by RSD until one year after they have left *Sodexho* employment.¹¹⁷

This non-compete clause is a major barrier to RSD developing its own internal food service department. There are not enough adequately trained food service workers in the New Orleans market at this time for RSD to consider running its own food service operation.

Purchasing and Equipment

Neither RSD nor OPSB food services programs participate in any pooled purchasing with each other or with other districts. In fact, RSD does not do any food purchasing at all. *Sodexho* handles all RSD food purchases directly.¹¹⁸

The OPSB Food Services Department has compared commodity and bid prices with surrounding school districts. The districts found that the same vendors often cite or bid a different amount on the same item with each individual district. Vendors point to OPSB's small purchase size and irregular payment record as reasons for quoting the district higher costs than others in the area.¹¹⁹

OPSB currently purchases food in bulk for its schools and uses its two staff drivers in utility vans to distribute the food and supplies to the schools.

OPSB maintains a centralized food inventory system and therefore has fairly accurate records of its food purchases and payments. Both RSD and OPSB, however, struggle to maintain an accurate and up-to-date cafeteria inventory list.

RSD has re-equipped every kitchen in the schools that it has reopened. OPSB put all new equipment in two high schools and has an elementary school undergoing reconstruction now. It also has one elementary school that was able to use undamaged pre-Katrina equipment.¹²⁰

Federal Free & Reduced Meal Programs

The National School Breakfast and School Lunch Programs are federally assisted meal programs designed to provide nutritious low-cost or free meals and snacks to school children. Schools participating in the programs are paid cash subsidies and provided donated commodities from the U.S. Department of Agriculture (USDA) for each meal they serve.

To qualify to receive the USDA reimbursements, schools must meet federal requirements and must offer free or reduced price lunches to eligible economically disadvantaged children.¹²¹ Each year, students must complete application forms to determine their eligibility for federal free and reduced meal programs. Eligibility is based on a student's family income and other financial information. RSD administrators do not believe that all eligible RSD students are enrolled in the free and reduced meal programs at this time.¹²²

The number of children qualifying for free and reduced lunches is significant beyond the USDA meal reimbursement because the data is used to determine the district's E-Rate discount for technology services as well as the district's Title I federal grants for programs to serve underachieving children from poor families.

Both RSD and OPSB food service operations have computers and equipment for tracking meal counts, including free and reduced price meals. OPSB has a contract with *School Link Technologies, Inc.* to use its "Winsnap" software to run OPSB's cafeteria Point of Sale (POS) programs. POS programs typically have a terminal located in the serving line of the cafeteria where students can swipe a card or give a four-digit personal ID number to identify themselves and their meal plan. Student information is stored for the food service team's use in tracking daily meal count and payments for required federal reports required for free and reduced meal programs.

RSD has "piggybacked" onto OPSB's contract with its POS vendor.¹²³ Unfortunately, only a few RSD schools have their electronic systems up and running because RSD does not have the staffing resources to train the *Sodexo* staff in its cafeterias on how to use the *Winsnap* systems. Once all of the cafeteria staff are trained on the system, the accuracy of RSD's records will be dramatically improved.

At the current time, *Sodexo* staff are doing counts of all students and meals by hand in the cafeteria. These counts are then forwarded to RSD staff members who have to recount the lists to verify them against each school's daily attendance numbers. Some type of reconciliation process is required for reimbursement by the National School Breakfast and School Lunch programs.

When the RSD cafeteria staff starts to use the Winsnap program, the electronic meal counts will automatically interface with the school's electronic attendance program and give RSD administrators the data they need for timely reimbursement filings with federal agencies.

As a result of the complex and labor-intensive hand counting, RSD has not filed reimbursement claims in a timely manner. In late 2007, RSD missed the reimbursement filing deadline, forfeiting the entire month's reimbursement – \$334,904.26.¹²⁴

RSD's claim filing is also delayed each month while it awaits final attendance numbers from the charter schools. Many of the RSD charters do not use RSD's electronic attendance system. RSD files claim reimbursements for those charter schools that do not have their own "School Food Authority" designation.¹²⁵ RSD charges a 2 percent handling charge to the charters for administration.¹²⁶

To address the delay in filing the meal claims, RSD has hired seven temporary employees to compare Sodexho's count to the reported attendance.¹²⁷

RSD, OPSB, and the New Orleans charter school food service departments do not work together when collecting free and reduced lunch eligibility applications. The districts could all see increases in their federal reimbursements by enrolling more students in the federal School Breakfast and School Lunch programs.

USDA Schools/Child Nutrition Commodity Program

Schools participating in the National School Lunch Program are eligible to receive commodity foods, called "entitlement" foods, each year at the value of 18.75 cents for each lunch served.¹²⁸ Once a school's commodity allotment has been determined, schools may order commodity foods from a list provided by the USDA up to the amount of their allotment.

Schools can also get "bonus" commodities, as they become available through USDA's price support and surplus removal programs. Commodity foods include fruits and vegetables, fruit juices, meats, cheese, vegetable shortening and vegetable oils, peanut products, rice, pasta products, flour and other grain products.¹²⁹

RSD has not participated in the USDA Commodity Program to date. However, the district is working with Sodexho so that they can be prepared to participate next year.¹³⁰

OPSB has participated in the Commodity Program and reports receiving over \$132,000 worth of food last year in commodities.¹³¹ OPSB has further increased its yield on commodity foods by contracting with processing companies who "divert" the commodity goods and process them into more usable food products. For example, OPSB has a contract with Tyson Chicken in which Tyson "diverts" the school's allotment of frozen whole chickens and provides the school with chicken fingers, chicken nuggets, and other chicken products that are more suitable for school meals.¹³²

RSD sees the added value of "diverting" commodities and would like to do this when RSD becomes fully integrated into the commodity program next year.

OPSB works closely with the Louisiana Department of Agriculture and has joined one of LDA's contracts with *International Refrigeration* to store large quantities of its commodity foods. Once RSD begins using the commodity program, it should pursue joining this very cost-efficient storage contract as well.¹³³

Nutritional Evaluation

RSD has not assessed Sodexho's compliance with state and federal nutritional guidelines. Some RSD Child Nutrition staff suggested that Sodexho may be serving too much food because it has misinterpreted or is unaware of Louisiana state nutritional requirements, policies, and procedures.¹³⁴

Over the years, OPSB has evaluated nutritional content for its meals and menus in two ways. Pre-Katrina OPSB worked with Tulane University to review menus and make recommendations about the nutritional content of the district's menus. OPSB has also worked with the Louisiana Department of Education's Nutrition Division, which conducts school meal evaluations at no charge. This year, OPSB has started using a software program to analyze menus and conduct nutritional evaluations.

Meal Costs & Charges

Both RSD's (\$3.30) and OPSB's (\$2.56) average meal costs are below the state average (\$4.28).¹³⁵ RSD expects that its cost per meal will be reduced substantially in future years as it begins to use federal commodity foods.¹³⁶

Students attending RSD schools do not pay for any school meals. Given the high number of RSD students who qualify for federal free and reduced meal programs, RSD has chosen to use funds from its operating budget to pay for any food service costs in excess of the federal reimbursements for free and reduced meals.¹³⁷

OPSB charges students for breakfast and lunch when they are not eligible for free or reduced meal programs. Currently, OPSB charges 50 cents for breakfast at all schools, 65 cents for lunch at elementary schools, and 75 cents for lunch at secondary schools.¹³⁸

RSD provides all after-school programs with free snacks. OPSB offers after-school snacks in some, but not all schools.¹³⁹ Both systems submit after-school snacks for reimbursement from federal free and reduced meal programs.

Both systems allow food service staff to eat free of charge. See **Table 2: RSD and OPSB Meal Charges** for a full list of meal charges in RSD and OPSB.

Table 2: RSD and OPSB Meal Charges

Meal Charges	RSD	OPSB
Breakfast – Student	Free	Full price - 50 cents Reduced - 20 cents
Lunch – Student	Free	Full price: 65 cents (Elementary) 75 cents (Secondary) Reduced: 25 cents
Breakfast – Staff	\$1.75	\$1.25
Lunch – Staff	\$3.50	\$2.25
Breakfast – Visitor	\$1.75	\$2.00
Lunch – Visitor	\$3.00	\$3.00
Food Service Staff Meals	Free	Free

Source: RSD and OPSB Child Nutrition Offices

Potential Efficiencies

As the New Orleans Recovery School District (RSD) and Orleans Parish School Board (OPSB) Child Nutrition Departments coordinate operations and practices, potential efficiencies could be achieved by:

- Exploring opportunities for OPSB to provide meals for some RSD schools or programs. Currently, OPSB reports “per meal” costs that are 22.4 percent less than RSD’s. OPSB does not have the capacity to provide meals for all of RSD’s facilities, but the districts should explore opportunities for OPSB to provide meals for a small number of RSD schools, catered meetings, or extra-curricular activities, when OPSB can do so for less than contract vendors.
- Improving the timeliness of filing reimbursement claims for federal free and reduced meal programs by bringing IT systems on-line as quickly as possible and by requiring charter schools to use the district’s food service and attendance tracking systems. Delayed reimbursement claims have already cost RSD \$334,904.26. *Sodexo staff* should be trained on RSD’s new Winsnap software as soon as possible to eliminate the need for extra temporary staff currently being used to verify the meal counts. The seven temporary employees are currently costing RSD \$2,255 per week. RSD should also require its charter schools to participate in RSD’s food service and attendance reporting systems to further streamline the system.

- Using experienced OPSB staff to train other employees, help monitor compliance and evaluate program nutritional values. RSD should call upon their colleagues at OPSB who have experience with the Winsnap software to see if they could assist with training *Sodexo* employees. Even if OPSB charged for the training, this could be paid for with the funds saved by eliminating the temporary employees currently processing the hand-counts.
- Consolidating federal free and reduced meal applications and records across both districts and their charter schools. Once one child in a family meets eligibility guidelines, the districts could then cross-reference family members with the same address to qualify other siblings for the program, increasing program enrollment and federal reimbursements across all districts. Each new student that RSD enrolls, who participates in breakfast and lunch each day, would mean an additional \$729.80 per student in reimbursements for the district each year.¹⁴⁰ This amounts to an additional \$1.8 million per year if RSD could raise its participation level from the current 69.3 percent to that of OPSB at 90.7 percent.
- Maximizing the use of the USDA commodity foods. Based on RSD's current daily average of 7,942 lunches, RSD should get approximately \$265,064 in commodity foods next year.
- Developing a centralized process to coordinate the purchase, installation, and use of food services and kitchen equipment and capitalize on volume purchase discounts.
- Reviewing contracts with food service vendors to ensure that savings recognized by the vendor are passed on to the school district.

Table 3: Summary of Recommendations and Potential Savings

Recommendation	Potential Savings or Efficiency
Explore opportunities for OPSB to provide meals for some RSD schools, meetings, or extra-curricular programs	For every meal that OPSB provides at its current “per meal” rate, RSD could save 22.4% over its current contract vendor cost
Improve timeliness of free and reduced meal reimbursement claims	Avoid forfeiture of reimbursement Eliminate cost of temporary employees (\$2,255 per week)
Use experienced OPSB staff to train RSD and <i>Sodexo</i> employees	Reduce training costs built into <i>Sodexo</i> contract Improve compliance and nutritional evaluations Expedite training of current RSD/ <i>Sodexo</i> staff on Winsnap software
Consolidate federal free and reduced meal applications	Up to \$729.80 for each additional RSD student enrolled and participating in the program each year Raising RSD participation rate (69.3%) to that of OSPD (90.7%) at current student enrollment, RSD could realize \$1.8 million a year in additional Federal funds Improve E-Rate discount Improve Title I grant allocation
Maximize the use of USDA commodity foods	Approximately \$265,000 in free food to the schools Greater value if diverted into higher yield products
Develop centralized purchasing	Capitalize on volume discounts when purchasing for both districts
Review all vendor contracts for potential cost reductions	Ensure that vendors are passing on savings they are receiving

5. FACILITIES

Recommendations

The initial review of Facilities, Warehousing, and Custodial functions in RSD and OPSB indicates that the districts would be better served by taking the following actions:

- Hire a professional government contract consultant who can help RSD:
 - Review all current and upcoming contracts and RFPs to determine which contract terms and components are priorities for changes. This review should specifically identify benchmark market costs in the New Orleans area, since commodity prices in the area's "recovery" service economy cannot easily be benchmarked against other areas in the country.
 - Review all RSD, OPSB, and charter school contracts to identify the best terms and most competitive prices that all the districts should use.
 - Train RSD, OPSB, and charter staff in contract management and oversight so that the districts build 'in-house' expertise for ongoing and future contract negotiations.
- Negotiate an energy management contract for both RSD and OPSB that focuses on increasing energy efficiency through the configuration of existing equipment, the purchase of energy efficient new equipment for capital projects, preventive maintenance of energy equipment, and education of users on behaviors to improve energy efficiency.
- Require all RSD vendors to bill charter schools directly for facility management services provided under an RSD contract.
- Combine all RSD and OPSB resources and responsibilities for building maintenance into one Facilities Management business unit.
 - The RSD should amend its Request for Proposal (RFP) for maintenance work to include the new business unit's buildings which would include an integrated, web-based work order system.
- If the new business unit determines that in-house facility maintenance is not as cost-efficient as hiring a general contractor due to fluctuations in building responsibilities created by expansion of charter schools, the new business unit's contract for maintenance and custodial work should include the provision that the districts must approve all subcontractors before the contractor can use them on the districts' properties.

Background

Contract Management

Immediately following Katrina, RSD moved quickly to establish contracts with vendors to jumpstart the essential services that would make schools operational. In the aftermath of the hurricane there was an urgent need to open schools, but only a very limited selection of vendors available for various facilities management functions. In some cases, only one vendor would bid on a particular project.¹⁴¹

As a result, RSD frequently had no choice but to hire whichever vendor was willing to perform the work, and the contractual arrangements were usually not advantageous to RSD.¹⁴²

Over the past two years, however, transportation and other basic infrastructures have been reestablished with the improvements in the overall economy of the New Orleans and the Gulf areas. Subsequently, more vendors are available, competition has returned, and contract and commodity prices have either stabilized or decreased.¹⁴³

Energy Management

Energy management service companies offer a range of services including identifying and evaluating energy-saving opportunities, determining the optimum-financing choice, and then installing the package of improvements to be paid for through future energy and maintenance cost avoidance. Energy management service companies are useful since they bring to customers engineering and construction management expertise, are often providers of the new equipment (chillers, boilers, and air handlers) and have maintenance and verification services. Neither OPSB nor RSD has an energy management service contract.¹⁴⁴ RSD has a limited arrangement with Johnson Controls, which will provide services on an as-needed basis upon RSD's request.¹⁴⁵ Furthermore, the arrangement has a limited scope and does not encompass all of the services required.¹⁴⁶ This means that there is no management contract that requires any energy management vendor to conduct preventative maintenance, inspections, or emergency repairs of energy equipment for OPSB or RSD properties. Consequently, there is no standard procedure for configuring equipment for its optimal, cost-effective operation.

Shared Services Contracts

At present, RSD charter schools may contract independently for facility management services or may choose to join RSD's vendor contracts for these services. Many RSD charter schools choose to "piggy-back" on to RSD contracts for services such as custodial and maintenance services, pest extermination, and waste removal.¹⁴⁷

Facilities Maintenance

Both the RSD and the OPSB maintain similar buildings with identical uses; each district is planning, assigning and evaluating maintenance work completed by the same contractor – Sodexo.

Facilities maintenance encompasses the following activities:

- *Preventive maintenance* is the scheduled maintenance of mechanical systems to ensure that these systems operate as efficiently and for as long as possible. Work such as replacing HVAC filters, plumbing fixtures, and equipment and replacing belts are examples of preventive maintenance. Work also includes the assurance that safety systems are operating correctly.
- *Corrective maintenance* is repairing broken or worn-out property. Examples of corrective maintenance include the replacement of broken doors, windows, ceiling, floor tiles and select system components.

Currently RSD and OPSB each have separate contracts for facilities' management; however, both use the same contractor, *Sodexho*. The RSD contract expired in August 2007 and currently is being extended on a month-to-month basis through February 2008.¹⁴⁸ RSD has posted an RFP for a new facilities maintenance contract, dated November 17, 2007. The district expects to award the contract by Spring 2008.

RSD manages approximately 2.5 million square feet of space¹⁴⁹. The district employs five employees: three full-time employees and one full-time contractor to oversee the *Sodexho* contract and one full-time employee who performs light to medium maintenance work not covered under the *Sodexho* contract.¹⁵⁰ OPSB manages approximately 348,216 square feet of space¹⁵¹ and employs five people to manage its *Sodexho* contract.¹⁵² The ratio of employees to square footage at RSD is approximately 1:400,000 – this same ratio at OPSB is 1:69,643.

RSD's *Sodexho* contract for maintenance work costs the district \$3.22 per square foot of space. OPSB's *Sodexho* contract costs had not been clarified by report deadline.

Table 1: *Sodexho* Contract

	RSD	OPSB
Number of square feet managed	2.5 million	348,216
Maintenance employees (excluding <i>Sodexho</i> employees)	5	5
Ratio of maintenance employees to square feet of space	1:400,000	1:69,600

Findings

Contract Management

Both RSD and OPSB acknowledge that the urgent needs and short supply of available vendors after Hurricane Katrina led to sub-optimal contracts. In one example, OPSB has a broad maintenance contract with *Sodexho*; however, performance of this contractor has not been satisfactory.¹⁵³ As a general contractor, *Sodexho* hires the least expensive subcontractor it can find. Property repairs are often performed with the cheapest materials, which have a short life span and must be replaced prematurely.¹⁵⁴

OPSB has identified a number of contracts that are not cost-effective and it is currently reviewing them. In one example, OPSB signed a grounds-keeping contract with *Sodexo*, which charged \$70 per square foot of property. However, *Sodexo* charged OPSB for the full property size, without subtracting the footprint of the buildings themselves.¹⁵⁵

Both RSD and OPSB must become more skilled in negotiating with these contractors if both districts are to take advantage of the increased competition and negotiate contracts that are optimal for the district and the people it serves. The districts would benefit from the professional assistance of a contract specialist with specific expertise in capital oversight, construction, facilities management, and maintenance.

Energy Management

Without effective energy management, buildings in general create significant costs with unnecessary and inefficient energy consumption. Boilers and HVAC systems, for example, may run at full levels after the workday has ended and the building is unoccupied.¹⁵⁶ Computers, lights, and other electrical appliances are often left on overnight.

RSD has identified that many schools do not run the HVAC systems and other equipment long enough during school hours. Often, an air conditioning system will shut down in the middle of a school day, and RSD must call Johnson Controls to visit the school and turn the system on again. Even if a reconfiguration of RSD's energy equipment leads to more use overall, opportunities for significant energy efficiencies and savings still remain.

In building and rebuilding schools, RSD is in a unique position to ensure that newly purchased equipment not only is designed for maximum energy conservation, but also that it is configured for cost-effectiveness.

RSD and OPSB could realize significant savings if the districts worked with an energy management contract to establish an energy efficiency program for both districts. In one example, the Eau Claire School District in Wisconsin adopted the following measures and saved \$224,000 per year.¹⁵⁷

- Reducing lighting use.
- Removing lighting where it is unnecessary.
- Installing motion detectors in highly lit areas such as gymnasiums, classrooms, and cafeterias.
- Replacing high intensity discharge (HID) fixtures with high efficiency fluorescent fixtures.
- Managing HVAC and boiler systems more effectively.
- Fine tuning the air conditioning and heating equipment controls.
- Reducing temperature set points to save heating costs during winter months.
- Increasing temperature set points to save cooling costs during spring and summer months.
- Turning off computers and other appliances during non-school hours.

Turning off computers and other equipment when not in use can save thousands of dollars. The Eau Claire School district, for example, saved \$50,000 a year by adopting this simple policy. RSD is already making efforts to reduce energy costs as is demonstrated by their purchase of "green" computers.¹⁵⁸ Green computers are designed to last longer, be more energy-efficient and easier to upgrade. Green computers must meet a standard that is part of a ranking system,

referred to as the Electronic Products Environmental Assessment Tool, or EPEAT, that rates computers according to their environmental safety features.¹⁵⁹

Other examples exist throughout the United States. South Washington County Schools in Minnesota adopted the Schools for Energy Efficiency™ program in September of 2004.¹⁶⁰ By improving its energy management systems and educating students on the benefits of energy conservation, the district reduced its energy consumption by 16 percent over an eight month period and saved over \$1 million in reduced energy costs over a three year period.¹⁶¹

Shared Services

Under “Shared Services Contracts” used by charter schools, vendors bill RSD for the total of all goods and services provided, both for the RSD schools and the RSD charters. Upon receiving each bill, RSD staff must then review it and invoice each charter school separately for the amount owed for the goods/services received under the contract. There is often a significant delay from the time that RSD pays a vendor’s bill to the time that it recoups the payment from the charter schools.¹⁶² RSD currently has one staff member assigned to review vendor billings and invoice charter schools for contract services. RSD estimates that this staff member spends five hours – 12.5% of their time – each week on this task.¹⁶³

Facilities Maintenance

The RSD has not determined whether in-house or contracted facility maintenance is more cost efficient. Before it enters into a long-term agreement with a contractor for such services, such a study should be completed to determine the most efficient method for high quality facilities maintenance service.

When assessing the cost of in-house maintenance versus contracted maintenance, the districts should use best management practices as a guideline for staffing and costs. The Association of Physical Plant Administrators has developed staffing standards for crafts based on gross square footage in a school district’s facilities. Generally, these standards indicate:

- For each 1.2 million to 1.5 million square feet of space:
 - 0.5 general maintenance mechanics
 - 0.5 HVAC mechanics
 - 1 plumber
 - 1 electrician
 - 1 combination carpenter and locksmith positions
 - 1 painter
 - 1 general maintenance worker
 - Total of 6.0 positions.¹⁶⁴

Based on this standard, OPSB and RSD with a combined square footage 2.8 million sq ft², should employ a total of about 12.5 trades for facility maintenance. Another way of using this standard is to review *Sodexo* staffing for a combined OPSB/RSD contract, which should require no more than 12.5 trades staff. In either case, these staff should be in addition to the five maintenance staff overseeing the *Sodexo* contract at RSD and at OPSB, since existing in-house staff mainly serve as contract and project managers.

Table 2: Staffing Standards

	APPA Standard	RSD at APPA Standard	OPSB at APPA Standard	Combined at APPA Standard
Total Square Feet	1.2 million to 1.5 million	2.5 million	.348 million	2.848 million
In house maintenance staff (FTEs):	6	11	1.5	12.5

Work Order Systems

“Maintenance best practices suggest that departments routinely produce and analyze work order management reports to improve performance.”¹⁶⁵ In order to produce such reports, the successful facility maintenance operation requires an integrated automated work order system that tracks maintenance requests, manages and controls maintenance costs and monitors staff productivity. The system should enable management to keep expenses to a minimum by providing information concerning the cost of supplies and the amount of time each work order takes. It should also allow the customer to comment on the quality of the job performed. The RSD maintenance RFP requires that the successful contractor provide “... a preventive maintenance and corrective work order system.”¹⁶⁶ This language is general and vague. It should be changed so that potential contractors understand that a robust work order system is necessary for the success of the operation.

Subcontractors

In addition to a high quality work order system, successful facilities maintenance organizations stipulate that subcontractors to be used by the prime contractor must be identified and approved by the contracting agency. The RSD maintenance RFP states that as part of a contractor’s response to the RFP, “If a subcontractor will be used, clearly identify any subcontractor arrangements.”¹⁶⁷ This requirement should be expanded in the final contract to allow the district to deny work to any subcontractor for business-based reasons.

Potential Efficiencies

Though difficult to quantify at this time, the RSD could realize significant savings, increased efficiency, and increased quality of maintenance services by improving its contract negotiations and selection process. Breaking the post-Katrina culture of a “sellers’ market” among vendors can be achieved by hiring a professional government contract consultant who can help RSD optimize leverage within its contracts, and provide training to RSD personnel on how to develop and then manage contracts.

According to EnergyStar.gov, as much as “30 percent of a school district’s total energy is used inefficiently or unnecessarily.”¹⁶⁸ If this were applied to OPSB’s 2007-08 electricity budget of \$2.76 million, the range of savings for OPSB alone could be as high as \$828,000 per year. Given RSD’s efforts to date, especially with green computers, the savings are likely to be lower

than the typical 30 percent level. RSD's savings still could be substantial since it has the ability to purchase state-of-the art, energy efficient equipment for its capital projects and also has a greater number of schools with an opportunity to make gains in the efficient management of their energy consumption.

Direct-billing to the charter schools will benefit RSD, since the District will no longer be required to dedicate staff time to bill charter schools for facilities management work.

As noted above, the number of OPSB employees per square foot of space is significantly higher than for the RSD even though the two districts have very similar facilities maintenance responsibilities. Although performance standards concerning contract maintenance are not available at this time, combining these two staffs may allow a reduction in employees to administer one instead of two facilities maintenance contracts.

6. INFORMATION TECHNOLOGY

Recommendations

Rather than operate from different IT data platforms, RSD and OPSB should coordinate a series of migrations to the superior platform for specific information systems, as follows:

- Merge RSD's and OPSB's information technology infrastructure. RSD and OPSB have separate networks, however, since they share the exact same physical infrastructure,¹⁶⁹ it will be relatively simple to merge them.
- Migrate OPSB's student information system to RSD's JPAMS system.
- Migrate RSD's human resources and budgeting functions to OPSB's MUNIS system.
- Migrate OPSB's fixed assets functions to RSD's Follette systems.
- Migrate RSD's IT procurement function to OPSB's existing process.

As a means for OPSB to save on technology purchases and for RSD to improve classroom technology, Model Classroom technology equipment should be applied consistently across RSD and OPSB. RSD and OPSB should combine their respective Model Classroom projects to ensure that technology is being applied in a uniform manner across all RSD and OPSB schools; and, by pooling their purchasing power, both RSD and OPSB should be able to negotiate better prices from vendors.

Background

RSD and OPSB are in the process of moving from Cox Communications to AT&T for their 100 megabit fiber connections to every campus, which means that both districts will operate off of the same fiber optic backbone. When it comes to systems, however, each district uses a different system for nearly every IT application or function.

- RSD currently uses ISIS, the state's system, for human resources and payroll; OPSB uses MUNIS¹⁷⁰ for these functions.
- For its asset management, RSD uses Follette Software Company applications;¹⁷¹ OPSB does not use Follette except for its libraries.¹⁷²
- RSD and OPSB use two different student information systems – RSD uses JPAMS and OPSB uses SASI.

Table 1: Key Systems by District

	RSD	OPSB
Human Resources/Payroll	ISIS	MUNIS
Asset Management	Follette	Other (Follette for libraries)
Student Information System	JPAMS	SASI

There are other key differences between RSD and OPSB beyond the different information systems. As a state entity, RSD must adhere to the state's procurement procedures, which are frequently impractical for a school district. For example, RSD can spend two to four days of administrative effort (e.g. writing a Request for Proposal and evaluating bids) just to contract out one day of electrical work for a school. Since OPSB is an independent entity separate from the state, it is not bound by these restrictions. OPSB, for example, has an existing relationship with electricians. OPSB will simply contact the electrician, obtain a price quote on the work to be done, and approve the work.

RSD's Information Technology department has seven staff members, including the Chief Information Officer, and the organization is still being formulated. Originally, the IT department was intended to provide networking infrastructure support only; however, the district also needed a plan for data management, application support, and professional development since no other department was responsible for these functions.

There are two contract staff members – one project manager for the Dell hardware installations and one who will focus on professional development. In addition, RSD contracts with 18 technicians who work on schools (both RSD-operated and the RSD charters) to support hardware and network requirements. RSD provides all of the network infrastructure and network support, including Voice-over-Internet Protocol (VOIP) telecommunications, for all charters.

OPSB's IT division employs a staff of nine – one manager and eight professional staff. According to OPSB's 2007-08 Consolidated Budget, OPSB operates their Information Technology division with a budget of \$6,288,395. Over \$5.2 million of that amount is for "Purchased Technical Services" Nearly \$850,000 is for personnel costs for the nine staff positions, leaving just under \$186,000 for everything else, such as travel, supplies, printing, repairs and equipment. This amounts to \$2,931 per non-charter student in OPSB. There is no indication in OPSB's budget document of technology staff or expenditures embedded at the campus level.¹⁷³ The ratio of IT staff to students is 1 to 430 for RSD and 1 to 292 for OPSB.

Table 2: Key Indicators

	RSD	OPSB	Combined
IT Staff	7	9	16
IT Contract Staff	20		20
IT Division Budget (2007-08)	\$51,090,720	\$6,288,395	\$57,379,115
Students (non-charter)	11,608	2,630	14,238
IT Staff (including contract) to Student Ratio	1:430	1:292	1:396
IT Budget per Student	\$4,401	\$2,391	\$4,030
Staff	1,946	464	2,410
IT Budget per FTE	\$26,254	\$13,553	\$23,809

Findings

Infrastructure

Prior to Hurricane Katrina, New Orleans schools were making progress on their information technology infrastructure. With federal eRate funds provided by the Federal Communications Commission, OPSB worked with Cox Communications to establish 100 megabit fiber connections to every campus. RSD and OPSB are now moving from Cox Communications to AT&T, which will also have 100 megabit connections.¹⁷⁴

RSD has had to build most of its information technology infrastructure, while using many of OPSB's vendor relationships. To install phone service, for example, RSD worked with OPSB, which in turn contracted with AT&T.¹⁷⁵ To complete basic technology work RSD's IT department has often relied upon OPSB in order to accomplish work expeditiously. RSD will often use OPSB's vendors and contractors to perform necessary work, with OPSB paying for the services and seeking reimbursement from RSD at a later time.

Overall, RSD's network infrastructure is becoming more reliable as rebuilding and repairs continue, and this reliability will allow for better integration of technology into the classroom. Over the past two years since Hurricane Katrina, the RSD has established wide-area-network connectivity to over 99 percent of its public non-charter and charter schools.¹⁷⁶ In addition, more than 90 percent of classrooms have wired and/or wireless Internet access.¹⁷⁷ Reliability is further ensured through redundant systems for every school.¹⁷⁸

If networks were merged, the network would have to serve the two central offices as well as five OPSB schools and 33 RSD schools, for a total of 40 sites. This would permit a reduction in the amount of network administration overall. It is advisable, however, that staff be consolidated,

not eliminated in this merger in order to ensure sufficient staff capacity is available to oversee such a large network.

Operating Systems

RSD currently uses ISIS, the state's system, for human resources and payroll. Although the use of ISIS facilitates reporting to the state's Department of Education, the system is not well suited to K-12 education systems; the state system cannot provide the detail required by RSD and OPSB. The state system only tracks assets of \$1,000 or greater, whereas RSD and OPSB must track assets of a much lesser value, such as tables and desks. This finer level of asset tracking is required for Title I funding and other grants.¹⁷⁹

For its human resources and payroll, OPSB uses MUNIS¹⁸⁰, which has been developed by Tyler Technologies.¹⁸¹ MUNIS is an applications services provider (ASP) package, which means that the software is provided to users over a network.¹⁸² Many of Louisiana's school districts use MUNIS and have found it to be effective.

From a technical perspective, transferring from the ISIS system to MUNIS is a complex task. Once the RSD has transitioned to MUNIS, however, transferring data back to the state's system (ISIS) is relatively easy, allowing RSD to continue providing the state the information required based on its unique status as a school district with state status.¹⁸³

For its asset management, RSD uses Follette Software Company applications.¹⁸⁴ It recently purchased three system modules: Library Management and Textbook Management, both of which are currently in production, and Asset Management, which is in process.¹⁸⁵

RSD's Library Management system is standard throughout the district. Each library system is connected, so that book inventory can be shared. While a library user can determine whether a specific book is available at a remote library, he/she cannot check out that book without visiting that particular library.¹⁸⁶

OPSB uses Follette only for its libraries.¹⁸⁷ Even so, OPSB's libraries each have their own system and cannot share data. Going forward, OPSB should migrate to RSD's library system and share data so that all library users can view book inventory for the libraries in each of the two districts.

Student Information Systems

Student information systems are critical to the operation of any school district because they are used to register, track and report everything from student attendance for the Minimum Funding Program allocations to NCLB-required demographics, drop out data and test scores. OPSB and RSD use two different student information systems, with OPSB using SASI and RSD using JPAMS. Developed by Pearson School Systems¹⁸⁸, SASI is an older application that is being replaced by Pearson's new product, PowerSchools Premier. According to Pearson School Systems' website, PowerSchools Premier "was the first student information system designed from the ground up as a web-based solution";¹⁸⁹ however, it is 40 to 50 percent more expensive than JPAMS.¹⁹⁰

JPAMS – RSD's student information system – was developed by a Louisiana-based company called EdGear,¹⁹¹ and is currently used by 44 of the 68 school districts in Louisiana.¹⁹² JPAMS

has an import process for SASI files that makes the transition from JPAMS to SASI very easy.¹⁹³

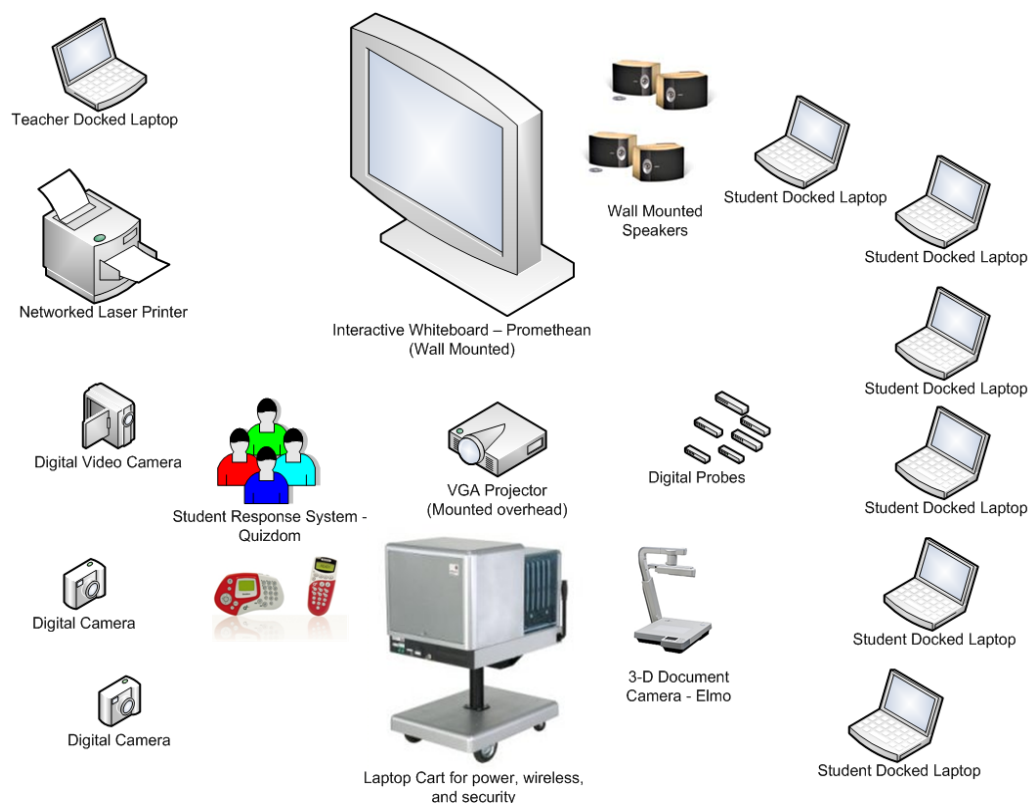
Instructional technology

RSD is making progress integrating technology in its classrooms. All teachers at RSD-operated schools have received a network laptop and a district-created email account;¹⁹⁴ charter schools have the option of district created email accounts.¹⁹⁵ Eventually, the RSD wants to create email accounts for the district's students as well.¹⁹⁶ Interactive whiteboards (i.e. SmartBoards, ActiveBoards) have been installed in all 4th through 12th grade core classrooms; RSD would like to expand installation to all Pre-k to 12th grade classrooms.^{197 198}

Over 90 percent of the teachers in RSD have attended formal professional development technology training, and the district has provided ongoing professional development courses via group training, one-on-one instruction, and online courses. The district also has procured professional development courses offered through state agencies, schools and universities to assist teachers and administrators with ongoing professional development opportunities focused on developmental technology.¹⁹⁹

Despite RSD's progress, opportunities for improvement remain. Even with 90 percent of teachers attending professional development technology training, many of them are slowly building their technology skills.²⁰⁰ While all teachers at RSD-operated schools have received a network laptop, RSD needs to expand professional development and follow up with teachers to insure that technology is being used in the classroom to enhance students' experiences.²⁰¹ In addition, only a small number of RSD schools have taken advantage of the Louisiana Virtual High School (LVS),²⁰² and though all teachers at RSD-operated schools have a district email account, not all of them are actively using them for communications or curriculum enhancement.²⁰³

OPSB currently is implementing a \$3 million project to fit 96 classrooms (25 percent of all of the district's classrooms) with technology that helps students learn the skills necessary for their future careers.²⁰⁴ According to the current plan, each OPSB Model Classroom will have the following:²⁰⁵



Each classroom costs about \$30,000, which includes an allocation of \$1,500 for teacher professional development. As of January 2008, about 13 OPSB classrooms have been configured with the equipment depicted above.

RSD has not been able to make as much progress in their own model classroom project, in part because many of the schools within the district were heavily damaged by Hurricane Katrina.

Potential Efficiencies

While it is not possible at this time to quantify all of the savings that might be realized if these recommendations are implemented, it is safe to project that savings can be achieved. These would include:

- Transferring OPSB's SASI, its student information system, to RSD's JPAMS application. The savings would be the result of eliminating OPSB's SASI application and support and use of a less costly system (JPAMS).
- Moving RSD to OPSB's MUNIS Human Resources/Budgeting/Payroll. Once the transition is complete, savings and efficiencies should accrue as a result of using MUNIS, a system designed for use by public school districts whereas ISIS was not.
- Migrating OPSB's fixed assets functions to RSD's Follette systems for more effective tracking and potential for reduced loss of assets. The same sort of impact should be realized by migrating RSD's procurement function to OPSB's existing process. (Note: Recommendations for procurement and technology support of the procurement function are discussed in more detail in that Procurement chapter).
- Merging RSD's and OPSB's information technology infrastructure. While it will not lead to a reduction in staff, the merger should result in increased quality and efficiency in the management of the consolidated network.

7. HUMAN RESOURCES

Recommendations

The preliminary analysis of Human Resource (HR) functions in RSD and OPSB, along with the initial identification of workload, district status and size, and start-up challenges faced by RSD indicates that the districts would be better served by consolidating the HR functions. Some specific actions that need to be taken include:

- Consolidate the HR resources available in both districts under the jurisdiction of RSD so that they can be managed effectively and efficiently to address the challenges of both districts – maintaining the solid base of operations currently available in OPSB and meeting the challenges of RSD.
- Establish a plan to develop uniform policies for all human resource and employment practices, including such issues as: staffing models, pre-employment requirements and application requirements, compensation, benefits and other employment practices.
- Jointly implement an outreach and recruiting campaign to fill vacancies, especially for teachers.
- Complete the implementation of the RSD pre-employment system currently close to completion to track recruitment and pre-employment tasks. Require both RSD and OPSB to use the system for pre-employment activities.
- Expand the MUNIS system, currently used at OPSB, for employment and payroll recordkeeping in RSD.
- Consolidate pre-employment responsibilities such as drug testing, skills assessments, fingerprinting and background checks.
- Cooperate on the planning and delivery of LaTAAP training for new teachers.

Background

The RSD and OPSB Human Resource Departments are responsible for all activities related to the recruitment, hiring and employment practices for their respective districts.

HR Departments participate with district leadership in setting HR policies such as selection, processing, compensation, employment policies and support for all employment related activities. These policies are not aligned for both districts resulting in differences in recruitment processing, compensation and other work rules that may affect potential employees' decisions about which district's employment offers to accept and may create a possible conflict and competition between the districts for qualified candidates.

Findings

A comparison of HR functions in RSD and OPSB indicates a similar range of responsibilities for each department. In several areas, however, there are significant differences in the volume of work that must be accomplished to support district operations and differences in the focus of work efforts.

While in general the districts' HR departments are responsible for similar functions, initial review of the challenges faced by each district reveals a different picture. OPSB seems to have a fairly stable workforce, little student population growth and has the advantage of building on existing policies and procedures prior to Katrina. RSD, on the other hand, does not have that advantage. RSD is building a new system. It is putting in place written policies and procedures to cover every aspect of recruitment, hiring and employment. It must create job descriptions, launch a massive recruitment campaign, establish an interview and hiring process to handle as many as 500 new hires, and have systems in place to manage all other aspects of employment policy. As shown in **Table 1: Comparison of Number of HR Staff to Total District Employees**, while RSD may have about three times the number of staff as OPSB, it has just over four times the number of employees. The 40 percent difference in ratios, combined with the additional responsibilities that must be addressed by RSD, indicates that there is an imbalance that if changed could supply additional resources to identified needs without having to hire additional staff.

Table 1: Comparison of Number of HR Staff to Total District Employees

District	Number of Employees	Number of HR Employees	Ratio of HR Employees to All Employees
RSD	1,946 ²⁰⁶	24	1:81
OPSB	464 ²⁰⁷	8 ²⁰⁸	1:58
TOTAL	2,410	32	1:75

In the long run when RSD is stabilized and an adequate infrastructure is in place, HR staffing will need to be addressed. Exact comparisons to benchmark staff of HR departments are difficult to determine since there is often a difference in the definition of responsibilities within the department. In some districts, HR departments are not responsible for employee benefits; some play a minor role in the hiring process, requiring principals take more of a lead in interviewing and selection. **Table 2: Comparison of HR Employees to Total Employees in Selected Districts** shows the wide range of ratios of HR staff to total district employment. Reports indicated that these districts have the range of responsibilities similar to RSD and OPSB. They do not, however, have the start-up challenges described above that the RSD faces. If those start-up challenges are not considered, then it would appear that both RSD and OPSB have much lower ratios of HR staff to employees than is typical. As noted, ratios run from as low as about one HR employee to 100 district employees to as high as one HR employee to just over 200 district employees. Preliminary review would indicate that these may be the ratios to which the districts need to aspire.

Table 2: Comparison of HR Employees to Total Employees in Selected Districts

District	Number of Employees	Number of HR Employees	Ratio of HR Employees to All Employees
RSD	1,946	24	1:81
OPSB	464	8	1:58
RSD + OPSB	2,410	32	1:75
Indian Rivers, FL ²⁰⁹	1,768	11	1:161
Clay County, FL	2,500	19	1:131
Irving, TX ²¹⁰	3,820	20	1:191
Allen, TX	1,438	15	1:96
McKinney, TX	1,658	8	1:207

Other functions that highlight the differences between the districts' HR responsibilities include:

- Outreach and recruitment.** This task is probably the most significant difference in responsibilities for the two districts. RSD had to recruit and hire over 500 employees for the 2007-2008 school year and expects to need approximately 400-500 new employees for the 2008-2009 school year. In addition, it is estimated that it carries about 30 vacancies at any one time²¹¹. OPSB on the other hand, has had to conduct relatively few recruitment efforts; hiring approximately 30-50 employees a year to fill vacancies as a result of turnover.

The difference in staff resources is rather dramatic when comparing the number of new hires (a labor-intensive process that includes multiple steps, not only to interview but also to check certifications and backgrounds) for each district. As shown in **Table 3: Comparison of Estimated New Hires to HR Staff**, RSD has one HR employee for every 21 new hires expected for the 2008-2009 school year while OPSB's ratio is one to six. A preliminary review indicates that this is a significant area of responsibility that may not be fully covered by current RSD staff based on future requirements for hiring in RSD.

Table 3: Comparison of Estimated New Hires to HR Staff

District	Approximate Number of New Hires	Number of HR Employees	Ratio of HR Employees to New Hires
RSD	500 ²¹²	24	1:21
OPSB	50 ²¹³	8	1:6

- **Pre-employment processing.** This too is somewhat different for each district. RSD requires applicants take a skills assessment test and drug screening test as part of the pre-employment process. OPSB does not require these tests. OPSB requires applicants to contact the City of New Orleans Police to be fingerprinted and obtain a city background check. Both districts process applications through the state system for the state required criminal background check.
- **Placement.** Both districts conduct interviews and decisions on placement of applicants in a similar manner. Applicants go through a preliminary screening and interview with HR and are referred to principals who have vacancies for additional interviews and possible selection. Principals make the final decision on hiring.
- **Employment status.** Once a decision is made to hire a candidate, HR processes the additional paperwork to establish an employee file, track attendance and other employee work status requirements and to coordinate with payroll. RSD is required to complete employment information on the state system while OPSB uses the MUNIS system for HR support and payroll functions.
- **Benefits.** HR departments in RSD and OPSB maintain employee records for benefits.
- **Employee Relations.** HR departments in RSD and OPSB maintain Employee Relations units to process formal complaints, investigations and hearings as required by law. RSD is also building a new teacher support function to address retention issues.
- **Performance Assessments.** HR departments in RSD and OPSB track that performance evaluations are being completed as required and maintain evaluations and employee files.
- **Louisiana Teacher Assistance and Assessment Program (LaTAAP) training.** The LaTAAP program is a state-mandated mentoring and assessment process for new teachers. During the first year of employment, a new teacher is assigned a mentor who provides support and technical assistance, including formulating a professional development plan targeting ways to improve in identified areas of weak performance. During the second year, new teachers are assessed by a special team charged with collecting data to determine a recommendation for certification. Given the high number of new teachers hired within the past year, and the prediction that hundreds will have to be hired for the 2008-2009 school year, RSD has a significant challenge to provide the needed resources for LaTAAP training. Establishing joint teams of teachers and principals from both RSD and OPSB for mentoring and assessment would not only support the very high number of new teachers in RSD, but also provide a concrete forum for the districts to collaborate on a range of academic issues.

Potential Efficiencies

The consolidation of HR functions under RSD can have both short- and long-term benefits. In the short-term, resources can be better targeted to the critical demands in both districts without need for additional hiring. In the long-term, it can be the mechanism for establishing uniform HR policies and procedures, and eventually reduce staff (more in line with other districts around the state and country) as the necessary infrastructure is put in place.

8. ACADEMIC SERVICES

Recommendations

The area of academics, curriculum and instruction (C&I) and intervention services is extremely complex and will require a more in-depth analysis. A preliminary review of these areas of operation in RSD and OPSB, however, indicates that there are several opportunities to work toward the consolidation of some functions and/or to cooperate on the use of existing resources and infrastructure. Specific recommendations include:

- Work to jointly develop a single curriculum, including defining text, materials, resource guides and management of tasks related to C&I.
- Plan and implement professional development activities together to take advantage of each district's strengths – OPSB and RSD are both planning courses, summer programs and other activities to support teacher development.
- Conduct further analysis to investigate the benefits of adopting the OPSB classroom observation protocol being piloted.
- Conduct further analysis to investigate the benefits of adopting the Scantron Performance Series, Achievement Series for testing and evaluation of student achievement, including uniform use of the online system available to schools.
- Complete the Memorandum of Agreement currently being negotiated to outline shared responsibilities for Child Find and Child Search.
- Collaborate on development of high school redesign policies and programs.
- Cooperate on training and technical assistance provided to school coaches, especially in literacy, math and science.

Several of these initiatives might be done through the formation of learning communities by grouping RSD and OPSB schools geographically together and supporting them to work together on the range of local school-level initiatives.

Background

The general area of academics is the heart of the school system. It is the area of responsibility for determining what is taught, how it is taught, assesses whether or not students are learning, and if not what can be done to address the problem. It also is the point of identification of children needing special interventions in order to support them to reach their maximum potential. It is the part of the school district organization that supports teachers at the classroom level to help them meet the learning needs of every child.

These critical responsibilities are divided into two departments in RSD and OPSB though in different ways. RSD subsumes Intervention Services under Academics and manages accountability functions (assessment, quality and data) in a separate department. OPSB

includes accountability in the C&I Department; however, they conduct intervention services through a separate department, Exceptional Children Services.

Recovery School District

The RSD Academics Department currently consists of 33 staff – responsible for curriculum and instruction, early childhood learning, professional development, elementary and high school supervision, and intervention services, including assistance for homeless children and health services. The largest unit within Academics -- Intervention Services (29 staff) – is also supported by a contract with Louisiana State University, Health Sciences Center to conduct appraisals and develop Individual Education Plans (IEPs) for children in the district. The Intervention Services Unit also provides appraisal services to eight RSD Charters (with four additional pending agreement) and other intervention services such as occupational therapy, speech therapy, physical therapy, and orientation and mobility services.

The Accountability Department consists of three staff responsible for: managing the student assessment process and results, data management, assisting schools with data analysis, school reviews, school improvement plans, assisting with benchmarking, liaison with test coordinators, quality initiatives and charter schools' oversight.

Orleans Parish School Board











































Two departments in OPSB, Curriculum & Instruction/Professional Development and Exceptional Children Services, share responsibility for a similar range of tasks as identified in RSD.

C&I/Professional Development has 28 staff and is responsible for: curriculum and instruction, early childhood learning, professional development, elementary and high school supervision, school improvement plans, grants management, accountability and services to children who are homeless. C&I/Professional Development also has an NCLB Director and Athletics which is not part of the Academics Department in RSD.

OPSB's Exceptional Children Department has 26 staff and is responsible for all intervention services for the five OPSB public schools and also for appraisal services for the public schools, 12 Charters, 59 non-public/private schools and six pre-schools. The department conducts assessments, including Child Find and Child Search functions, appraisals, adaptive physical assessments and interventions and all other mandated services for children with special needs.

Table 1: Responsibility for Major Academic Activities below outlines primary responsibilities and the unit within each district that is charged with carrying out the function.

Table 1: Responsibility for Major Academic Activities²¹⁴

Responsibility	RSD Academics	RSD Accountability	OPSB C&I	OPSB Exceptional Children
Curriculum Development				
Professional Development				
Coaching				
Early Childhood				
Subject Area Specialists				
Parent/Community Outreach				
Counselor Supervision				
Intervention Services/Exceptional Child				
Intervention Specialists				
Appraisal Specialists/Diagnosticians				
Physical Health Services				
Social Work Services				
Homeless Services				
Accountability				
School Improvement Plans				
Assessment				
Charter Schools Oversight			General Counsel	
NCLB Coordinator				
Athletics	School Management			
Grants Management				
ROTC				
Career & Technical Education Services				

Findings

Each district has a different emphasis on where resources are concentrated that is based on the unique challenges it faces and the priority initiatives set by the Superintendent.

The Academics Department²¹⁵ in RSD is continuing to put in place basic policies and procedures to ensure teachers are supported in all aspects of teaching, that curriculum is being used effectively, that new students coming into the school system every month are appropriately accommodated, that support services and interventions are available as needed and that approaches to professional development, benchmarking, testing and responses to testing continue to be refined. In addition, the Superintendent has established a major initiative to redesign the districts high schools to establish smaller “schools within schools” types of initiatives, to develop more work-related experiences for students and to further the development of the magnet school model. Some of the major initiatives for the Academics Department include:

- Refining curriculum. RSD is concentrating on helping schools understand and fully use all curriculum tools available. The district has the curriculum in place; however, it is focusing efforts on helping teachers use all the tools available – books, guides, teaching materials, etc. – to make it as user-friendly as possible. A Curriculum Task Force is working on these issues.
- Support to subject matter coaches. Academics is emphasizing coaching at the school level and helping coaches understand their responsibility. The district provides coaches in all schools and is working to ensure coaches have the ability to support teachers as needed.
- Improving the approach to professional development. Plans are being made to establish more school-embedded activities next year. Currently, the district provides a wide range of professional development activities primarily in the form of classes and seminars. Plans are also being developed to increase the school day next year and provide for more staff development embedded within the school day.
- Redesigning high schools. This major initiative is intended to develop the “smaller schools” model – schools within schools concept – as well as to develop magnet schools and to provide students with internships in the business community.
- Cleaning up records and improving child assessments. The Intervention Unit is attempting to provide assistance before a child is labeled special needs. Currently, the district is contracting out some of the testing and development of Individual Education Plans (IEPs) in order to meet growing demand. Academics is also assessing the need for additional staff in the Intervention Unit to provide intervention services before a child is labeled special needs. The percent of children labeled as special needs has increased from approximately 10 percent to about 15-17 percent. There is some speculation, however, that this may be more a function of inadequate records when children enter the district than an increase in actual proportion of children with special needs. In addition, the district is planning to develop the capacity to conduct assessments and IEPs within the district rather than using a contractor.

- Improving benchmarking testing. C&I is working to provide more guidance to teachers to address skills problems and technology support so that teachers can take full advantage of the new student management system. A technology person has been moved to Academics to assist the department in training teachers to be able to take full advantage of available data.
- Improving data management. Accountability is continuing to work to organize data collection and management and address data integrity issues. Currently, test data resides on several different data sites and is not easily available to analyze together. In addition, test data for children who change schools is not easily available at the new school.

OPSB²¹⁶ has a number of curriculum and professional development plans and activities underway. They have developed a One Year Plan and are in the process of detailing activities and technical assistance that will be needed to implement the plan. Major initiatives include:

- Use of the Performance Series. This computer administered testing, conducted at the beginning and end of each year or when a new student registers in the district, is a diagnostic assessment that can pinpoint proficiency and assist in student placement decisions.
- Use of the Achievement Series. This is a web-based assessment tool that is used throughout the year to test students against benchmarks and to help teachers identify exactly which skills challenge students on an individual basis. The series helps teachers develop lesson plans and interventions to assist students to master the identified skill deficit.
- Technology initiatives. Technology is available through Scantron's Performance and Achievement Series to help teachers and administrators with study guides to solve problems identified through testing.
- Job-embedded professional development. OPSB targets four hours every other week for teachers to be free for job-embedded professional development activities. In addition they are planning for numerous courses, especially related to the use of technology available to teachers to identify and support student assessment and intervention.
- Piloting classroom observation protocols. The district began use of observation protocols based on state requirements and school board and superintendent priorities and will be refining the process each year. The protocol includes six domains with detailed components and attributes for observation and includes a uniform rating system to score observations as exemplary, evident or not observed.

While there are many similarities in the duties of the units in each district, the number of staff available to perform these responsibilities varies as does the target universe of students. Most notably, in the area of student appraisal responsibilities there is a significant difference. RSD performs appraisals for 17 sites: the five district schools and 12 charters. OPSB is responsible for appraisals for 76 sites: 5 public schools, 12 Charters and 59 non-public schools.

Table 2: Comparison of All Academic Staffing Including: Academics, Intervention and Accountability below shows the staffing levels for each district; **Table 3: Key Scope of Responsibility Indicators for Intervention Services** identifies some information to separate out intervention services to understand the universe of responsibility.

Table 2: Comparison of All Academic Staffing Including: Academics, Intervention and Accountability²¹⁷

District	Staffing: Academics and Accountability/C&I w/o Intervention	Staffing: Intervention/ Exceptional Children	Combined Unit Staff Total
RSD	36 ²¹⁸	29	71
OPSB	28 ²¹⁹	26	54

Table 3: Key Scope of Responsibility Indicators for Intervention Services

Key Indicators	RSD	OPSB
Number of Public Schools	33	5
Number of Charters	26	12
Appraisal Services Provided for Charters	8 + 4 pending schools ²²⁰	12 schools
Appraisal Services for Non-Public Schools	0 schools	59 schools
Appraisals 2007-2008 To Date	859 ²²¹	693 ²²²
Child Search Appraisals	0	Approximately 18 per week ²²³
Children Designated Special Education		608 ²²⁴
Assessment/Accountability Data Management and Reporting	District	District plus 12 Charters
Intervention/Exceptional Child Staffing	29 plus LSU contract	26

It is difficult to make exact staffing comparisons for these responsibilities between RSD and OPSB as well as with school districts in Louisiana or around the country because of the way in

which they are sometimes split among different units. In addition, there is no way to know the extent of contracted services in other districts without in-depth research. An initial review, however, does highlight several areas that should be considered:

- Each district continues to work on improving curriculum development and teaching protocols. As long as each district, however, maintains separate curriculums, students moving between districts are at a disadvantage. Resources are being expended to refine different curriculums rather than unifying curriculums and consolidating efforts to support teachers.
- While each district is planning to increase professional development opportunities that are embedded in the school day, each also continues to plan for separate courses that can be offered to staff. Both districts are planning summer programs. The districts would benefit, not only from planning for these courses, but also in the contracting and delivery of the courses. Classroom professional development opportunities would be an excellent venue for teachers from both districts to meet, discuss common issues and develop new approaches to improve teaching techniques in a non-threatening environment.
- As in professional development, each district is providing technical assistance and coaching support to schools. This staff-intensive work might be better coordinated and more efficiently delivered by developing a regionalized approach and tapping the resources of both districts for this responsibility.
- OPSB is piloting a classroom observation protocol and system that seems to be a comprehensive and focused approach to monitoring schools and teachers. The approach seems to be flexible and could be adapted to meet the special direction each district may want to take in this area.
- RSD is contracting for a portion of services needed to conduct student appraisals and development of IEP's. They are working to establish this capacity with district personnel for the future. In addition, RSD has been faced with a complex and time-consuming task to establish accurate records for students both in general and for intervention services. At the same time, OPSB has an extensive student appraisal system in place, including required facilities to do Child Search appraisals. There may be more opportunity to use the OPSB resources to support both districts.
- RSD is beginning to plan for innovative approaches to high school design and management, basing work on well established research designs. This work could also benefit OPSB.

Potential Efficiencies

At this time, it is not possible to predict savings from any of these efforts. Initial analysis indicates that neither district is overly staffed for the volume of work needing to be completed. The recommendations, however, do address possible areas of efficiency, better use of existing resources and filling some gaps in services, possibly without additional hiring.

9. ATHLETICS

Recommendation

RSD and OPSB should establish a Memorandum of Understanding detailing a lead athletic director to serve as the single point of contact for each athletic responsibility in their range of duties.

- The MOU should identify each sport and activity within the range of responsibilities in the Athletic Department and focus on the participants in athletic and physical education programs across both districts, including private sector sponsors, college recruiters, student athletes, staff, and parents.
- The activities to be covered should include sports management, professional development, risk and liability management, college recruiting, parent communication, donations and sponsorships, and compliance monitoring, among others.

Background

Prior to Katrina, OPSB functioned with a single Athletic Director and an administrative assistant, responsible for 19 high schools, 22 middle schools, and 81 elementary schools, with over 6,500 student athletes.²²⁵ OPSB now operates with a single staff person in charge of Athletics and Physical Education. As the Director of Athletics, he is responsible for two high schools and three middle and elementary schools.

RSD, which is responsible for eight high schools, and 21 K-8 schools, reached a maximum staffing level with four coordinators and an Athletic Director. However, effective mid-January, the number of RSD staff has been reduced by four, leaving a single Athletic Director.

Table 1: Comparison of Athletic Operations

Athletic Division Operations	RSD	OPSB	Combined
High Schools	8	2	10
Middle Schools	21	3	24
Coaching Stipends Budget	\$2,118,048 ^a	\$533,734 ^b	\$2,651,782
No. of Students	11,608	2,630	14,238
Coaching Stipend per Student	\$182 ^e	\$203	\$186
Staff	1	1	2
Budget	\$2,650,681 ^c	\$730,185 ^d	\$3,380,866
Budget per Student ^f	\$228	\$278	\$237

^aPer Allen Woods, Athletic Director, RSD.

^bAmount includes benefits.

^cBased on Allen Woods' budget request for 2007-08, net of staff reductions assumed for full 12 months.

^dFrom 2007-08 OPSB Budget, Athletics Division.

^eRSD stipend amount may not be inclusive of benefits. If not, per pupil amount is \$228.45.

^fNon-charter students only.

Table 2: Per Pupil Expenditure on Athletics & Co-Curricular/Extracurricular Activities

Athletic Division Operations	Per Pupil	As Percent of Total Budget
Combined	\$237	1.5%
OPSB	\$278	0.6%*
RSD	\$228	2.0%
Pasadena ISD, TX**		1.7%
Irving ISD, TX**		1.6%
Grand Prairie ISD, TX**		1.8%
Arkansas (state avg.) ²²⁶	\$190.00	
Massachusetts (state average) ²²⁷	\$101.46	

*Athletics only.

**Texas school district data from *Irving ISD Management and Performance Review*, p. 183.

The responsibilities of a school district athletic director are to minimize risk and liability, maximize student involvement in athletics and physical education, work to keep teams and

players eligible for participation, and maximize the number and amount of athletic scholarships awarded to student athletes as a means for them to continue their education.

Athletic directors of both OPSB and RSD engage in a variety of activities to fulfill their responsibilities, and they rely heavily on campus athletic directors, coaches and club sponsors. Responsibilities include:

- Serving as a liaison with the relevant coaching and athletic associations to help the athletic directors and coaches at each campus stay current on rules and regulations for competition and training.
- Reviewing the applications for campus athletic directors and making recommendations for hiring.
- Managing coaching stipend payroll requests to verify the individual is a district employee and eligible for the stipend amount.
- Reviewing and approving contracts executed by campus athletic directors.
- Coordinating and/or conducting training and professional development for athletic and physical education staff.
- Coordinating competitions, special events, clinics and summer training camps.
- Attending games and events to review the behavior of coaches and campus staff to make sure they conduct themselves in a way that minimizes risk to the athletes.
- Working with school counselors and campus athletic directors to keep athletes aware of scholarship opportunities and criteria.
- Overseeing ROTC programs across the district.

Prior to Hurricane Katrina, all the schools within the boundaries of OPSB competed in sports events amongst themselves. When decisions were being made as to how to divide the area's schools between RSD and OPSB post-Katrina the Athletic Director of OPSB argued that, while the campuses would report to different governing bodies, the boundaries for athletic programs should remain intact and the focus on athletics should continue to be on the region as a whole.

Both RSD and OPSB use the same system for determining coaching stipends. Referred to as "indexing," stipend amounts are based on the fifth-year level of the average teacher's salary in the district classification scale: \$41,294 for OPSB²²⁸, \$41,675 for RSD. The stipends are set as percentages of the salary, with the same schedule used for both districts. The results are predictability for budgeting purposes, fairness and uniformity when the salary classification table is modified. **Table 3: RSD Coaches Salary Schedule** identifies the percentage used for each coaching task.

Table 3: RSD Coaches Salary Schedule.²²⁹

Sport	Percent of 5th Step Salary	Sport	Percent of 5th Step Salary
Head Football	12.88%	Assistant Lacrosse	4.51%
Assistant Football	9.02%	Head Cross Country	6.44%
Head Volleyball	10.30%	Assistant Cross Country	4.51%
Assistant Volleyball	7.21%	Head Golf	6.44%
Head Basketball	11.59%	Assistant Golf	4.51%
Assistant Basketball	8.11%	Head Swimming	6.44%
Head Indoor Track	6.44%	Assistant Swimming	4.51%
Assistant Indoor Track	4.51%	Head Tennis	6.44%
Head Outdoor Track	10.30%	Assistant Tennis	4.51%
Assistant Outdoor Track	7.21%	Cheerleaders	9.02%
Head Soccer	6.44%	Dance	6.44%
Assistant Soccer	4.51%	Flag Team	6.44%
Head Baseball	11.59%	Majorettes	6.44%
Assistant Baseball	8.11%	Athletic Director	14.17%
Head Softball	11.59%	Assistant Athletic Director	11.17%
Assistant Softball	8.11%	Head Trainer	9.02%
Head Lacrosse	6.44%	Assistant Trainer	6.02%

Neither school district makes extensive use of contract services for their Athletics operations. OPSB and RSD both contract with Tulane University Medical School to provide doctors or interns to monitor athletic events, and with Schutts for helmet certification (i.e., that the helmet is in appropriate condition and meets National Operating Committee on Standards for Athletic Equipment specifications).

Findings

After Hurricane Katrina, various entities wanted to sponsor or support athletic activities, provide equipment and help rebuild athletic facilities and venues in the district. Since the Athletic Director of OPSB had been in his position since 1993, he was a familiar point of contact. Donors, for the most part, were not aware there was another school district in operation in the area so OPSB's Athletic Director served as a point of contact and would direct queries to the appropriate person at both RSD and the Algiers Charter Schools. Recently, Nike approached OPSB offering to donate receiver gloves for all the schools in the area. An informal arrangement was made between OPSB and RSD that allowed OPSB to receive the donation on behalf of all the schools in the Parish and to distribute them accordingly. In addition, OPSB provided Nike with the official letter of thanks and valuation of the donation (\$54,000) for Nike's records.²³⁰ The motivation for the coordination was to make it as attractive and easy as possible for donors to support activities in the area by providing a unified front with regards to athletics in the Parish.

In fact, the two directors of athletics (OPSB and RSD) have worked collaboratively to keep the focus on an athletic community rather than two separate school districts. One example is the middle school flag football league and tournaments that culminated in an exhibition game at halftime at a New Orleans Saints football game in the Superdome. Another example is coordinating special events, such as All Star games for football and basketball. RSD, as a state entity, must request vendor payments through the state and wait for the checks to be cut and mailed back to New Orleans. OPSB is able to generate payments much more quickly, so that when a security deposit was needed on a venue for the All Star game, OPSB agreed to make the payment and invoice RSD for RSD's share.

The move to focus on the customer – in this case, the companies trying to do business with public schools within Orleans Parish – led to the creation of a single point of contact for donors. This model should be applied to other “customers” – coaches, student athletes, parents – of middle school and high school athletics and physical education in the Parish.

For example, the OPSB Athletic Director meets with the campus coaching staff the first Monday of every month to review changes in state athletic rules and regulations and conduct in-service training using college athletic trainers and doctors, among others. Sometimes specialized DVDs on technique and equipment are shown. OPSB's Athletic Director has partnered with University of New Orleans and Tulane faculty for staff development on topics that include effective communications with parents, athletes and school staff.

The professional development for RSD athletics staff happens at the beginning of the year (August) and involves a multi-day program conducted mainly by RSD staff.

Curriculum development for physical education staff at OPSB has included learning new games and concepts that focus on lifetime physical activity, such as canoeing, cycling and rock climbing.

If OPSB and RSD in fact combined their professional development efforts, the quality and quantity of staff training could improve. RSD could take advantage of the OPSB Athletic Director's relationship with colleges and doctors in the area.

Both athletic directors attend games and special events throughout the year to monitor compliance with the rules and regulations to ensure events and participants are safe and fair. OPSB's Athletic Director has only two high schools whose events he must monitor, while RSD has eight. By splitting the schools between them, they each would have five high schools. The same could be done for the middle school events.

When colleges are recruiting student athletes, they are less concerned about which district the student's school falls within than they are about the student's academic preparation and athletic abilities. Therefore, OPSB and RSD could better serve their student athletes if they provided a single point of contact for schools recruiting athletes in the New Orleans area. This would help with the coordination of athlete's participation in the showcase events attended by college recruiters as well as the flow of information to campus counselors. Given the pattern of student migration between OPSB and RSD schools, a single point of contact for college recruiters could prevent student athletes from “falling between the cracks” and losing out on critical information and opportunities to further their education.

Potential Efficiencies

Dividing up critical duties and responsibilities between the two districts' athletic directors will not result in any cost savings. Both OPSB and RSD have significantly pared down their Athletics Department staff at their respective central offices. Creating an agreement to define who will serve as the point-of-contact on specific responsibilities will, however, provide an opportunity to better manage the wide range of duties now within the responsibility of the athletic directors – making it easier for customers to work with both districts and allowing each director to focus on areas that take advantage his skills and experience. It would allow both districts to keep its Athletics staff numbers small while providing the coverage needed to assure the quality, compliance, and success of the athletic programs across public schools in the New Orleans area.

ENDNOTES

¹ Based on October 1, 2007 reports for each district. Figures include the Juvenile Alternative Learning and Youth Study Center for RSD. <http://www.doe.state.la.us/ide/uploads/11702.xls>.

² Profile of Florida School Districts 2005-2006, pp. 62-63.

<http://www.fldoe.org/eias/eiaspubs/pdf/ssdata06.pdf>

³ Louisiana Revised Statutes 17:1990 (B. (d).

⁴ Conversation with Rob Logan, Applications Support Coordinator, Recovery School District, January 18, 2007.

⁵ Conversation with Kerry Doucette, Director of Procurement and Contracts, Orleans Parish School District, January 11, 2008.

⁶ "Top Ten Issues in Dealing with the Public Bid Law, Orleans Parish School Board", Richard McGimsey, Assistant Attorney General, Louisiana Department of Justice, January 19, 2005

⁷ E-mail from Kerry Doucette, January 18, 2007.

⁸ Ibid.

⁹ Conversation with Leslie J. Rey, Director, Purchasing/Ancillary Services, Orleans Parish School Board, January 18, 2008.

¹⁰ Conversation with Kerry Doucette, January 11, 2008.

¹¹ Conversation with Leslie J. Rey, January 12, 2008.

¹² Conversation with Jim Murphey, State Purchasing Manager, Division of Administration, State of Louisiana, January 18, 2008.

¹³ Ibid.

¹⁴ Conversation with Kerry Doucette, January 10, 2008.

¹⁵ Departmental Budget-2, Administrative and Finance Personnel", Excel spreadsheet from Ramsey Green, RSD, January 18, 2008.

¹⁶ "Show Me the Money", Fortune Magazine, April 3, 2006, page S2.

¹⁷ Ibid, page S3.

¹⁸ Ibid, page S2.

¹⁹ "Commonwealth of Virginia Electronic Procurement Solution Cornin Club IT Innovation Award Submission", 2003.

²⁰ "Virginia's Total e-Procurement Solution", www.eva.state.va.us/learn-about-eva/2006.

²¹ According to Title 17, Section 1990(2)B.(1)(c) and (d) of the Revised Statutes, "The school district shall have the same authority and autonomy afforded to...other local public school systems under state law regarding the procurement of services...the procurement of immovable property... and the leasing of movable property. (d) The school district shall not be required to utilize, or obtain the approval of, any state agency...when procuring data processing and telecommunications goods or service, or in the procurement of materials, supplies, or major repairs of in the disposition of property."

²² Chapter 5. Fiscal Management, Section D.3

²³ BESE Policies, Chapter 5. Fiscal Management, Sections K.1.d. and e. D.3; K.2.b. and c.; K. 3. b. and c.

²⁴ Ibid, Section J.7.c. and d.

²⁵ Ibid, Section J.1.a.

²⁶ Ibid, Section J.1.c.

²⁷ Conversation with Kerry Doucette, January 10, 2008.

²⁸ Comments by Leslie J. Rey, January 23, 2008.

²⁹ Comments by Leslie J. Rey, January 23, 2008.

³⁰ Conversation with Kevin Wells, Business Development Manager, Periscope, Inc., January 24, 2008.

³¹ Departmental Budgets Spreadsheet, RSD Operational Summary Tab.

³² Security Services Contract between LDOE/RSD and *Guidry and Associates, Inc.* August 1, 2007.

³³ Orleans Parish School Board, Consolidated Budget FY 2007-08, page 26; Security Personnel Salary and Benefits costs provided by Wayne DeLarge, January 28, 2008.

³⁴ The Boston Consulting Group, *The State of Public Education in New Orleans*, as prepared for The Greater New Orleans Education Foundation, Scott S. Cowen Institute for Public Education Initiatives, The New Orleans City Council Education Committee, June 2007, page 19.

³⁵ Id.

- ³⁶ SIS Report, October 1, 2007. Total reported public (non-charter) school students–RSD, 11,608; OPSB, 2,630.
- ³⁷ RSD Total Security Department Budget \$10,607,200. Departmental Budgets Spreadsheet, RSD Operational Summary Tab.
- ³⁸ OPSB Total Maintenance and Security Budget \$337,926. Orleans Parish School Board, Consolidated Budget FY 2007-08, page 26.
- ³⁹ Email from G. Michael Verden (Hillard Heintze) to Karen Burke, October 15, 2007.
- ⁴⁰ Interview with RSD Safety and Security Department Executive Director Eddie Compass, January 17, 2008.
- ⁴¹ Interviews with RSD Safety and Security Assistant Director Dr. Garry Williams, January 10 and January 25, 2008.
- ⁴² Security Services Contract between LDOE/RSD and *Guidry and Associates, Inc.* August 1, 2007, page 3.
- ⁴³ Karen Burke email, January 22, 2008.
- ⁴⁴ Security Services Contract between LDOE/RSD and *Guidry and Associates, Inc.* August 1, 2007, page 11.
- ⁴⁵ RSD Revised Projected Safety and Security Budget, provided by Dr. Garry Williams, January 20, 2008.
- ⁴⁶ Interview with RSD Safety and Security Department Executive Director Eddie Compass, January 17, 2008.
- ⁴⁷ Extra-curricular budget funds (not security budget funds) pay for security personnel costs for events after the regular school day. If schools request additional security personnel for events outside school hours and the RSD Safety and Security director does not approve overtime costs, schools may choose to pay for the hourly cost of contract security guard personnel themselves. Interview with RSD Safety and Security Department Executive Director Eddie Compass, January 17, 2008.
- ⁴⁸ Interview with RSD Safety and Security Department Executive Director Eddie Compass, January 17, 2008.
- ⁴⁹ As of January 25, 2008, twenty-four (24) public safety officers have already been hired.
- ⁵⁰ RSD Revised Projected Safety and Security Budget, provided by Dr. Garry Williams, January 20, 2008.
- ⁵¹ Id.
- ⁵² Interview with OPSB Security and Investigations Chief BJ Bilbo, January 11, 2008.
- ⁵³ Interview with RSD Safety and Security Department Assistant Director Dr. Garry Williams, January 25, 2008.
- ⁵⁴ See <http://www.ojp.usdoj.gov/nij/maps/software.html> for more information on School COP.
- ⁵⁵ School COP software can be downloaded for free at: www.schoolcopsoftware.com.
- ⁵⁶ Spreadsheet with RSD Revenues, 07-08 and 08-09, supplied by Ramsey Green, January 18, 2008.
- ⁵⁷ Orleans Parish School Board, Consolidated Budget, Special Revenue Funds Revenue, FY 2007-08, page 58.
- ⁵⁸ See CFDA 84.184D, application deadline March 21, 2008.
- ⁵⁹ See CFDA 84.184E, application deadline February 19, 2008.
- ⁶⁰ See CFDA 84.184A, application deadline February 19, 2008.
- ⁶¹ See CFDA 84.184L, application deadline March 14, 2008.
- ⁶² Interviews with RSD Safety and Security Department Assistant Director Dr. Garry Williams, January 10 and January 25, 2008.
- ⁶³ Note: Agencies must commit to continuing the grant-funded SROs for a fourth year without COPS Office funding. Information about the SRO grant program may be found at: www.cops.usdoj.gov.
- ⁶⁴ Available at: <http://www.cops.usdoj.gov/Default.asp?Item=253>
- ⁶⁵ Available at: <http://www.cops.usdoj.gov/Default.asp?Item=58>
- ⁶⁶ Available at: <http://www.cops.usdoj.gov/Default.asp?Item=1023>
- ⁶⁷ See Advanced Purchase Order #3206743 between LDOE and *Sonitrol of New Orleans, Inc.*, for July 1, 2007-June 30, 2008.
- ⁶⁸ Shared Services Contracts 10-19-07 spreadsheet, provided by RSD.
- ⁶⁹ Karen Burke email, January 22, 2008.
- ⁷⁰ Id.
- ⁷¹ Id.
- ⁷² Advanced Purchase Order #3206743 between LDOE and *Sonitrol of New Orleans, Inc.*, for July 1, 2007-June 30, 2008.

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- ⁷³ Agreement between OPSB and *Sonitrol of New Orleans, Inc.*, May 25, 2006, page 3.
- ⁷⁴ Information per email from Karen Burke, Chief Administrative Officer, RSD, to Marion Reitz, February 6, 2008.
- ⁷⁵ Interview with RSD Safety & Security Assistant Director Dr. Garry Williams, January 25, 2008.
- ⁷⁶ *Id.*
- ⁷⁷ Interview with OPSB Security and Investigations Chief BJ Bilbo, January 11, 2008.
- ⁷⁸ *Id.*
- ⁷⁹ *Id.*
- ⁸⁰ Interview with RSD Safety and Security Assistant Director Dr. Garry Williams, January 25, 2008.
- ⁸¹ Interview with OPSB Security and Investigations Chief BJ Bilbo, January 11, 2008.
- ⁸² Email from OPSB Purchasing/Ancillary Services Director Leslie Rey, January 31, 2008.
- ⁸³ Interview with RSD Safety and Security Assistant Director Dr. Garry Williams, January 25, 2008.
- ⁸⁴ *Id.*
- ⁸⁵ E-mail from Thaise Ashford, Director of Transportation, Recovery School District, January 10, 2008.
- ⁸⁶ Conversation with Thaise Ashford, January 14, 2007.
- ⁸⁷ Conversation with Leslie J. Rey, January 11, 2008.
- ⁸⁸ *Ibid.*
- ⁸⁹ "Laidlaw Invoice" to RDS, December 12, 2007.
- ⁹⁰ "Laidlaw Invoice" to OPSB, November 15, 2007.
- ⁹¹ Conversation with Thaise Ashford, January 11, 2008.
- ⁹² *Ibid.*
- ⁹³ "Transportation Costs Impact on School Budgets", Iowa Legislative Services Agency, Fiscal Services, October 27, 2006, page 4.
- ⁹⁴ "Laidlaw Invoice" to OPSB, November 15, 2007.
- ⁹⁵ "Laidlaw Invoice" to RDS, December 12, 2007.
- ⁹⁶ "Annual Financial and Statistical Report 2005 - 2006", 157th Edition, Louisiana Department of Education, September, 2007.
- ⁹⁷ *Ibid.*
- ⁹⁸ Conversation with Thaise Ashford, January 14, 2008.
- ⁹⁹ Interview with OPSB Child Nutrition Director Rosie Jackson, January 28, 2008.
- ¹⁰⁰ Interview with OPSB Child Nutrition Director Rosie Jackson, January 11, 2008.
- ¹⁰¹ Interview with RSD CAO Karen Burke, January 28, 2008.
- ¹⁰² For terms of most recent Sodexho contract, see: Food Service Contract between Louisiana Department of Education and *Sodexho Operations, LLC*; Delegated Purchase Authority, Order Number 3255439, December 3, 2007.
- ¹⁰³ Interview with RSD CAO Karen Burke, January 28, 2008. Note: RSD will be fully reimbursed by FEMA for all kitchen equipment replacement costs.
- ¹⁰⁴ Interview with RSD CAO Karen Burke, January 28, 2008.
- ¹⁰⁵ Email from RSE Child Nutrition Director Kathy Hattaway, January 18, 2008.
- ¹⁰⁶ Shared Services Contracts 10-19-07 spreadsheet, provided by RSD.
- ¹⁰⁷ Emails from Wayne DeLarge, OPSB, January 28, 2008 and OPSB Child Nutrition Director Rosie Jackson, January 29, 2008. OPSB Food Services provides meals for the following charter schools: Einstein Charter (OPSB), Warren Easton Senior High (OPSB), Lake Forest Elementary (OPSB), Moton Elementary (OPSB), Priestley (OPSB), McDonough 42 Elementary (RSD) and Singleton Charter (RSD)
- ¹⁰⁸ Interviews with OPSB Child Nutrition Director Rosie Jackson, January 11 and January 28, 2008.
- ¹⁰⁹ Email from RSE Child Nutrition Director Kathy Hattaway, January 18, 2008.
- ¹¹⁰ These staff members are paid at a rate of \$11 per hour. Emails from RSD CAO Karen Burke, and Child Nutrition Program Coordinator Sandra Booker, January 29, 2008.
- ¹¹¹ Email from Sodexho General Manager Kent Coleman to Karen Burke, January 28, 2008.
- ¹¹² Departmental Budgets Spreadsheet, RSD Operational Summary Tab.
- ¹¹³ Interview with OPSB Child Nutrition Director Rosie Jackson, January 28, 2008.
- ¹¹⁴ Based on salary provided by Wayne DeLarge, OPSB, January 28, 2008.
- ¹¹⁵ Orleans Parish School Board, Consolidated Budget FY 2007-08, page 171.
- ¹¹⁶ Interview with OPSB Child Nutrition Director Rosie Jackson, January 28, 2008.
- ¹¹⁷ For terms of most recent Sodexho contract, see: Food Service Contract between Louisiana Department of Education and *Sodexho Operations, LLC*, page 12.

- ¹¹⁸ Interview with RSD Child Nutrition Director Kathy Hattaway, January 10, 2008.
- ¹¹⁹ Interview with OPSB Child Nutrition Director Rosie Jackson, January 11, 2008.
- ¹²⁰ Interview with OPSB Child Nutrition Director Rosie Jackson, January 28, 2008.
- ¹²¹ For more information on the USDA Child Nutrition programs, see: <http://www.fns.usda.gov/cnd/lunch/> and <http://www.fns.usda.gov/cnd/breakfast/>.
- ¹²² RSD CAO Karen Burke, January 30, 2008. **Public Works** has provided RSD with additional information about ways to increase free and reduced meal enrollments separate from this report.
- ¹²³ Email from RSD Child Nutrition Director Kathy Hattaway, January 18, 2008.
- ¹²⁴ Interview with RSD Child Nutrition Director Kathy Hattaway, January 10, 2008.
- ¹²⁵ There are five charters that fall under RSD's School Food Authority. Interview with RSD Child Nutrition Director Kathy Hattaway, January 10, 2008.
- ¹²⁶ This is 2% of the reimbursement received for the charter. Kathy Hattaway.
- ¹²⁷ Interview with RSD Child Nutrition Director Kathy Hattaway, January 10, 2008.
- ¹²⁸ The commodity rates changes each year based on market food prices. The rate for school year 2007-08 is 18.75, as designated at: Federal Register, Vol. 72, No. 142, Wednesday, 25, 2007, page 40826.
- ¹²⁹ For more information on the USDA Schools/Child Nutrition Commodity program, see: <http://www.fns.usda.gov/fdd/programs/schcnp/default.htm>
- ¹³⁰ Interview with RSD CAO Karen Burke, January 28, 2008.
- ¹³¹ Interview with OPSB Child Nutrition Director Rosie Jackson, January 28, 2008.
- ¹³² Interview with OPSB Child Nutrition Director Rosie Jackson, January 11, 2008.
- ¹³³ Interview with OPSB Child Nutrition Director Rosie Jackson, January 28, 2008.
- ¹³⁴ Interview with RSD Child Nutrition Director Kathy Hattaway, January 10, 2008.
- ¹³⁵ Louisiana Department of Education-School Food Service Section, Sponsor Statistical Report, November 19, 2007.
- ¹³⁶ Email from RSD CAO Karen Burke, January 28, 2008.
- ¹³⁷ Interview with RSD Child Nutrition Director Kathy Hattaway, January 10, 2008.
- ¹³⁸ Email from OPSB Child Nutrition Director Rosie Jackson, January 29, 2008.
- ¹³⁹ Interview with OPSB Child Nutrition Director Rosie Jackson, January 28, 2008.
- ¹⁴⁰ Based on the 2007-08 USDA reimbursement rates of \$1.61 for each free breakfast and \$2.49 for each free lunch for RSD's 178 day school year.
- ¹⁴¹ Interview of Karen Burke by Dawn Wilson. January, 2008.
- ¹⁴² Interview of Karen Burke by Dawn Wilson. January, 2008.
- ¹⁴³ Interview of Karen Burke by Dawn Wilson. January, 2008.
- ¹⁴⁴ Herman Taitt, Chief Operating Officer, OPSB and Betty Coulon, Facilities Management, RSD. January 2008.
- ¹⁴⁵ Betty Coulon, Facilities Management, RSD. January 2008.
- ¹⁴⁶ Interview of Herman Taitt, OSBP Chief Operating Officer, by Rick Minor. January 11, 2008.
- ¹⁴⁷ Currently, at least one RSD charter school uses the following RSD school contracts: Sodexho Food Service, Sodexho Kitchen Only Services; Laidlaw Transportation; Sodexho Custodial/Maintenance/Groundskeeping; Allied Waste; Orkin Pest Control; Orkin Termite Service; Sonitrol Alarm Systems; and SIS (JPAMS). Shared Services Contracts 10-19-07 spreadsheet, provided by RSD.
- ¹⁴⁸ Interview of Betty Coulon by Rick Minor. February 6, 2008.
- ¹⁴⁹ E-mail attachment from Betty Coulon, February 4, 2008.
- ¹⁵⁰ Conversation with Betty Coulon, February 4, 2008.
- ¹⁵¹ Total square footage of Eleanor McMain High School (140,464 ft²), Mary Bethune Elementary (40,072 ft²), McDonogh 35 High School (167,680 ft²), and the Orleans Parish PM School, which is located within Eleanor McMain High School and included in that number. Ben Franklin Elementary, which is also run by OPSB, is a leased site that is not in use. Derived from a spreadsheet listing RSD/OPSB schools' square footage, which was provided by Betty Coulon, February 4, 2008.
- ¹⁵² E-mail from Betty Coulon, February 4, 2008.
- ¹⁵³ Interview of Herman Taitt, OSBP Chief Operating Officer, by Rick Minor. January 11, 2008.
- ¹⁵⁴ Interview of Herman Taitt, OSBP Chief Operating Officer, by Rick Minor. January 11, 2008.
- ¹⁵⁵ Interview of Herman Taitt, OSBP Chief Operating Officer, by Rick Minor. January 11, 2008.
- ¹⁵⁶ Interview of Herman Taitt, OSBP Chief Operating Officer, by Rick Minor. January 11, 2008.
- ¹⁵⁷ Portions excerpted from "Commitment to Energy Management Yields Cost-Saving and Productivity Benefits for Eau Claire Area School District". Focus on Energy.

http://www.focusonenergy.com/files/Document_Management_System/Business_Programs/B_SG_MKCS_EauClaireSchDistCaseStudy.pdf Retrieved February 5, 2008.

¹⁵⁸ Interview with Karen Burke, Chief Administrative Officer, Recovery School District, February 7, 2008.

¹⁵⁹ "Standard will identify 'green' computers," Federal Computer Week, May 12, 2006,

<http://www.fcw.com/online/news/94516-1.html>.

¹⁶⁰ Rudd, Kari. "South Washington County Schools Embrace Energy, Cost-Savings Using 'Schools for Energy Efficiency'™" July 2006.

<http://www.cleanenergyresourceteams.org/pdf/CSSouthWashingtonJimBain.pdf>. Retrieved February 5, 2008.

¹⁶¹ Rudd, Kari. "South Washington County Schools Embrace Energy, Cost-Savings Using 'Schools for Energy Efficiency'™" July 2006.

<http://www.cleanenergyresourceteams.org/pdf/CSSouthWashingtonJimBain.pdf>. Retrieved February 5, 2008.

¹⁶² Interview with RSD CAO Karen Burke, February 1, 2008.

¹⁶³ Interview of Betty Coulon by Rick Minor. February 6, 2008.

¹⁶⁴ "A+ Ideas for Managing Schools, Clear Creek Independent School District" Carol Keeton Strayhorn, Texas Comptroller, May 23, 2003, Chapter 4.

¹⁶⁵ ¹⁶⁵ "A+ Ideas for Managing Schools, Clear Creek Independent School District" Carol Keeton Strayhorn, Texas Comptroller, May 23, 2003, Chapter 5.

¹⁶⁶ "Request for Proposal, Custodial, Groundskeeping and Facilities Maintenance Services", Louisiana Department of Education, November 16, 2007, page 35.

¹⁶⁷ Ibid, page 17.

¹⁶⁸ "Schools: An Overview of Energy Use and Energy Efficiency Opportunities". EnergyStar.gov.

http://energystar.gov/ia/business/challenge/learn_more/Schools.pdf. Retrieved February 5, 2008.

¹⁶⁹ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁷⁰ MUNIS application website: <http://www.munis.com/>

¹⁷¹ Follett Software Company website: <http://www.fsc.follett.com/>

¹⁷² Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁷³ OPSB Consolidated Budget, Fiscal Year 2007-2008, pp. 52 & 198.

¹⁷⁴ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁷⁵ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁷⁶ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.

¹⁷⁷ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.

¹⁷⁸ Interview with Rayne Martin, RSD Chief Information Officer, on January 4, 2008; Interview with Rick Loggins, January 29, 2008.

¹⁷⁹ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁸⁰ MUNIS application website: <http://www.munis.com/>

¹⁸¹ Tyler Technologies website: <http://www.tylertech.com/>

¹⁸² Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁸³ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁸⁴ Follett Software Company website: <http://www.fsc.follett.com/>

¹⁸⁵ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁸⁶ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁸⁷ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁸⁸ Pearson School Systems' website: www.pearsonschoolsystems.com

¹⁸⁹ From Pearson School Systems' website:

<http://www.pearsonschoolsystems.com/products/powerschool/index.htm>. Retrieved January 28, 2008.

¹⁹⁰ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁹¹ EdGear website: www.edgear.com

¹⁹² Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁹³ Interview of Rick Loggins, RSD IT Director by Rick Minor. January 10, 2008.

¹⁹⁴ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.

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- ¹⁹⁵ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ¹⁹⁶ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ¹⁹⁷ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ¹⁹⁸ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ¹⁹⁹ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ²⁰⁰ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ²⁰¹ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ²⁰² Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ²⁰³ Recovery School District Technology Plan: Enhancing Technology and Learning for the Next Generation, 2008-2015.
- ²⁰⁴ Interview of Peggy Villars Abadie, NOPS Executive Director, by Rick Minor. January 11, 2008.
- ²⁰⁵ Model Classroom Drawing, provided by Peggy Villars Abadie, New Orleans Public Schools IT Executive Director.
- ²⁰⁶ RSD Employee Audit Spreadsheet provided on January 24, 2008
- ²⁰⁷ OPSB budget document
- ²⁰⁸ Excludes Receptionist and Mail Clerk who are not specific HR functions
- ²⁰⁹ Florida numbers are taken from the Office of Program Policy Analysis and Government Accountability, School District Reviews, 2005
- ²¹⁰ Texas numbers are taken from the Legislative Budget Board, School Performance Reports, 2007
- ²¹¹ Interview with Elizabeth Shaw
- ²¹² Interview with Elizabeth Shaw
- ²¹³ Interview with Armand Devezin
- ²¹⁴ Interviews with Debbie Schum and Jan Jarrell, RSD and Gail Audrict and Rosalynne Dennis, OPSB, and organizational charts from each district
- ²¹⁵ Interview with Debbie Schum
- ²¹⁶ Interview with Gail Audrict
- ²¹⁷ Budget documents provided by each district
- ²¹⁸ Count is Academics and Accountability combined without Intervention and Charters
- ²¹⁹ Includes Accountability which is in Academics in RSD and in C&I in OPSB
- ²²⁰ Shared Services Contracts Report, October 19, 2007 provided by Margaret Lang
- ²²¹ Email from Margaret Lang, January 24, 2008
- ²²² Email from Rosalynne Dennis, January 23, 2008
- ²²³ Email from Rosalynne Dennis, January 23, 2008
- ²²⁴ Report of Children with Disabilities Receiving Special Education, Louisiana Department of Education, October 1, 2007
- ²²⁵ Interview with Ronald A. Gearing, Director Athletic/Physical Education, New Orleans Public Schools, New Orleans, LA, January 11, 2008.
- Interview with Allen Woods, Director of Athletics, Recovery School District, New Orleans, LA, January 10, 2008.
- ²²⁶ "Public support of high school athletics tops \$85 million," Feb 26, 2006 by Aaron Sadler, Arkansas News Bureau. <http://www.arkansasnews.com/archive/2006/02/26/News/334520.html>
- ²²⁷ http://finance1.doe.mass.edu/schfin/statistics/function05_detail.aspx?ID=201
- ²²⁸ OPSB 2007-08 Salary Schedule, http://www.nops.k12.la.us/employment/instructional_position.
- ²²⁹ Email to Sidney Hacker from Allen Woods, Director of Athletics, Health & P.E., Clubs/Organizations, & Special Events, Recovery School District, , January 28, 2008.
- ²³⁰ Telephone interview with Ronald A. Gearing, Director Athletic/Physical Education, NOPS, February 1, 2008.