

Review of the Kansas City (MO) Public Schools:

ACADEMICS AND OPERATIONS

2017

Strategic Support Teams of the
COUNCIL OF THE GREAT CITY SCHOOLS | 1331 PENNSYLVANIA
AVENUE, NW, WASHINGTON, D.C.

CONTENTS

Introduction.....	5
A. Origins and Purpose of the Project	6
B. About Kansas City (MO) Public Schools	12
C. Academic Achievement and Student Outcomes.....	16
D. Districtwide Staffing Levels	25
E. Curriculum and Instruction.....	29
F. Financial Operations	75
G. Human Resource Operations.....	86
H. Transportation	96
I. Food Services	113
J. Synopsis and Discussion	126
Attachment A. Comparisons of Kansas City and Other Great City School Systems on Academic KPIs	128
Attachment B. Strategic Support Teams	142
Attachment C. Individuals Interviewed.....	153
Attachment D. Materials Reviewed.....	156
Attachment E. Working Agendas.....	161
Attachment F. Full Text - Recommendations of the CGCS 2006 Review and the MGT of America, Inc. 2015 Study	168
Attachment G. Council Reviews.....	171

EXHIBITS

Exhibit 1. Missouri and Kansas City Public School K12 Enrollment, SY 2015-16	13
Exhibit 2. Kansas City Public School K12 Enrollment by Race, SY 2015-16.....	14
Exhibit 3. Demographics of the City of Kansas City and the Kansas City Public Schools, 2015	14
Exhibit 4. Percentage of Kansas City and State Students Who Are Proficient or Above by Grade in Communication Arts, 2015-16	16
Exhibit 5. Percentage of Kansas City and State Students who Are Proficient or Above by Grade in Math, 2015-16	17
Exhibit 6. Kansas City Communication Arts: Percentage of Scores at or Above Proficient on MAP by Grade, 2011-12 to 2015-16.....	18
Exhibit 7. Kansas City Math: Percentage of Scores at or Above Proficient on MAP by Grade, 2011-12 to 2015-16	18
Exhibit 8. Trends in Kansas City and State Communication Arts: Percentage of Scores at or Above Proficient for Two Student Cohorts, 2011-12 to 2015-16	19
Exhibit 9. Trends in Kansas City and State Math: Percentage of Scores at or Above Proficient for Two Student Cohorts, 2011-12 to 2015-16	20
Exhibit 10. Standardized Communication Arts Trends among Kansas City African American, Hispanic, and White 4th Graders Relative to the Statewide Average (0.00), 2012 to 2016	21
Exhibit 11. Standardized Communication Arts Trends among Kansas City African American, Hispanic, and White 8th Graders Relative to the Statewide Average (0.00), 2012 to 2016	21
Exhibit 12. Standardized Math Trends among Kansas City African American, Hispanic, and White 4th Graders Relative to the Statewide Average (0.00), 2012 to 2016	22
Exhibit 13. Standardized Math Trends among Kansas City African American, Hispanic, and White 8th Graders Relative to the Statewide Average (0.00), 2012 to 2016	22
Exhibit 14. Students per Total School Staff in Kansas City Compared to the Great City School Median. ..	26
Exhibit 15. Percentage of Total Kansas City Staff Who Were Teachers Compared to the Great City School Median.....	26
Exhibit 16. Students per Teacher in Kansas City Compared to the Great City School Median.....	27
Exhibit 17. Students per Total Administrative Staff in Kansas City Compared to the Great City School Median	27
Exhibit 18. Students per School-based Administrative Staff in Kansas City Compared to the Great City School Median	28
Exhibit 19. Students per District-level Administrative Staff in Kansas City Compared to the Great City School Median	28
Exhibit 20. KCPS Organizational Chart	29
Exhibit 21. Chief Academic and Accountability Office.....	30
Exhibit 22. Functions Performed by the Language Services Office.....	46
Exhibit 23. Percentage of Students by Disability Category, Compared to State and Nation.....	49
Exhibit 24. Kansas City Students with IEPs by Grade	50
Exhibit 25. Race/Ethnicity Risk Ratios by Most Common Disability Categories	51
Exhibit 26. Achievement Outcomes for Kansas City/State Students with IEPs Ages Three to Five, 2014-15	52

Exhibit 27. Percentage of Communication Arts Proficient/Above Scores for Students with IEPs and Changes between 2015 and 2016.....	53
Exhibit 28. Percentage of Math Proficient/Above Scores for Students with IEPs and Changes between 2015 and 2016	53
Exhibit 29. Percentage of Kansas City/State Students with IEPs Who Graduated	54
Exhibit 30. Percentage of Young Children with IEPs (Ages 3 to 5) by Educational Environment	55
Exhibit 31. Percentage of Students by Educational Environment	55
Exhibit 32. Percentage of Students by Grade and by Educational Environment.....	56
Exhibit 33. Educational Environment for Students with SLD, OHI, and S/L	57
Exhibit 34. Educational Environments for Students with ED, Autism, and ID	58
Exhibit 35. Educational Environment Risk Ratios by Race/Ethnicity	59
Exhibit 36. Out-of-School Suspension Risk Ratios for Students with IEPs	59
Exhibit 37. Out-of-School Suspension Risk Ratios for Students with IEPs by Race/Ethnicity	60
Exhibit 38. Math and Reading Norms for Expected Proficiency Based on State and NWEA Assessments, Grades Three through Seven	64
Exhibit 39. Difference Between NWEA Target Math Scores and the District Mean Scores on NWEA for the 2014-15 and 2015-16 Fall, Winter, and Spring Administrations.	65
Exhibit 40. Difference Between NWEA Target Reading Scores and the District Mean Scores on NWEA for the 2014-15 and 2015-16 Fall, Winter, and Spring Administrations.	65
Exhibit 41. KCPS Organization Chart (As revised 9/9/2016)	75
Exhibit 42. Business and Finance Organization Chart.....	76
Exhibit 43. General Fund Balances, Revenues, Expenditures, Net Operating Gain (Loss) and Transfers For School Years 2012-13 Through 2014-15 (in millions)	76
Exhibit 44. Sample Business and Finance Organization Chart by Function	83
Exhibit 45. KCPS Organizational Chart (Revised 9/9/2016)	86
Exhibit 46. Human Resources Organizational Chart (Revised 9/9/2016)	87
Exhibit 47. Sample Human Resources Functional Organizational Chart	93
Exhibit 48. KCPS Organizational Chart (Revised 9/9/2016)	96
Exhibit 49. KCPS Chief Operations Officer Organizational Chart	97
Exhibit 50. TransPar KCPS Organizational Chart	97
Exhibit 51. Transportation Allocated Budget vs. Actual Expense	98
Exhibit 52. Status of Previous Transportation Recommendations	99
Exhibit 53. Eligibility for Transportation	100
Exhibit 54. Transported Students and Stops.....	104
Exhibit 55. Expired Fire Extinguishers	106
Exhibit 56. Transportation Costs.....	106
Exhibit 57. Students Assigned to Runs.....	107
Exhibit 58. Child Nutrition Services Fund Balances, Revenues, Expenditures, Net Operating Income and Transfers for School Years 2012-13 thru 2014-15 (in millions)	113
Exhibit 59. Child Nutrition Services Organization Chart (Revised 10/12/16)	114
Exhibit 60. Sample Child Nutrition Services Organization by Function	121
Exhibit 61. Sample Department Communications Matrix	124
Exhibit A-1. Absentee Rates for All 3rd Grade Students by the Total Days Absent for the School Year ..	128
Exhibit A-2. Absentee Rates for All 6 th Grade Students by the Total Days Absent for the School Year ...	129

Exhibit A-3. Absentee Rates for All 8 th Grade Students by the Total Days Absent for the School Year ...	130
Exhibit A-4. Absentee Rates for All 9 th Grade Students by the Total Days Absent for the School Year ...	131
Exhibit A-5. Percentage of Students Suspended by Number of Days Suspended, 2014-15	132
Exhibit A-6. Instructional Days Missed per 100 Students, 2014-15	133
Exhibit A-7. Percentage of Ninth-grade Students Who Failed One Core Course or More	134
Exhibit A-8. Percentage of Students in Grades Nine Through 12 Who Took One or More AP courses ...	135
Exhibit A-9. Percentage of AP Exam Scores that Were Three or Higher	136
Exhibit A-10. Algebra I/Integrated Math I Completion Rates by Grade Completed.....	137
Exhibit A-11. Percentage of Students in Grades 9-12 Enrolled in College Credit-Earning Courses	138
Exhibit A-12. Percentage of Students Who Graduated After Being in Grades 9-12 for Four Years	139
Exhibit A-13. Relationship between 9 th Grade Completion Percentage and 4-Year Graduation Rate	140
Exhibit A-14. Size of Pre-K Class as a Percent of the Kindergarten Class.....	141

Introduction

Review of the Kansas City (MO) Public Schools: Academics and Operations By the Council of the Great City Schools

The nation's urban public schools are home to some of the most interesting and effective reforms in the nation. They are also the country's centerpieces for reform and improvement. Still, many urban school districts continue to struggle with how to spur student achievement and regain public confidence. And it is no secret that some urban schools have student outcomes that are lower than they should be. But many people across the nation are unaware that many urban school systems have made substantial gains in student achievement over the last 10 to 15 years.

The ingredients for urban school system reform and improvement are the subject of enormous public debate, partisan bickering, and philosophical squabbling. At the same time, there is actually strong and consistent research that outlines how some urban school systems improve and what differentiates urban school districts that have made improvements from those that have not. In short, the answers are often found in the school system's governing system and leadership, how clearly and how long the district makes student achievement the focus of its effort, how cohesive and rigorous its instructional program is, what strategies the school system pursues to boost the capacity of its people, how well it attends to improving its lowest-performing schools and students, and how well it uses its data to inform progress and decide where to intervene.

Like other urban school systems, Kansas City (MO) is struggling to be one of the districts that show real advances. The district has produced some real progress over the years, only to see its gains washed away with the turnover of its leadership. The school board has worked hard over the years to improve the way it governs the system and, in fact, has done so in a way that it is often looked to now as a model in that regard. It has also hired a new and energetic superintendent who is determined to make real headway in district performance and appears committed to staying for the long term.

Both the school board and the new superintendent understand that the district is at a crossroads and that a brighter future for the schools and the city may be found along the tougher path forward. That road will not be paved with headline-grabbing structural changes; instead, it will be lined with the work that attends to better and higher quality instruction and finer-grained operational work.

The district's new leaders also realize that the school system has been at this juncture before, and that the public, while committed to its public schools, live in the Show-Me state, where its confidence will need to be re-earned with real results. This report lays out a blueprint for how those results could be realized.

A. Origins and Purpose of the Project

I. Origin and Goals of the Project

The Board of Education and new Superintendent of the Kansas City (MO) Public Schools asked the Council of the Great City Schools (CGCS) to provide a high-level review of the school district's instructional program, financial operations, human resource operations, transportation services, and food services.¹ Specifically, the Council was requested to:

- Assess the district's instructional program for its ability to improve academic outcomes for students.
- Review the district's major financial operations to see if there were opportunities for improvement.
- Review the district's human resource operations to see if there were opportunities for improvement.
- Review the district's transportation services, including its out-sourcing practices, and determine if there were opportunities for improvement.
- Review the district's food services to see if there were opportunities for improvement.
- Develop recommendations that would help the Kansas City (MO) Public Schools improve student outcomes and optimize its operations to achieve greater efficiencies and effectiveness.

In response to this request, the Council assembled Strategic Support Teams (the teams) of senior executives with extensive instructional, management, and operational experience from the organization's staff and other major city school systems across the country. The team was composed of the following individuals (whose brief biographical sketches appear in Appendix B):

Instructional Team

Michael Casserly
Executive Director
Council of the Great City Schools

Ricki Price-Baugh
Director of Academic Achievement
Council of the Great City Schools

¹ The Council has conducted some 300 instructional, organizational, management, and operational reviews in over 50 big-city school districts over the last 15 years. The reports generated by these reviews are often critical, but they also have been the foundation for improving the performance of many urban school systems nationally. In other cases, the reports are complimentary and form the basis for identifying "best practices" for other urban school systems to replicate. (Appendix G lists the reviews that the Council has conducted.)

Robin Hall
Director of Literacy
Council of the Great City Schools

Denise Walston
Director of Mathematics
Council of the Great City Schools

Ray Hart
Director of Research
Council of the Great City Schools

Finance Operations Team

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

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

Pam Capretta
Executive Director of Finance/Facilities
Pittsburgh Public Schools

Kenneth Gotsch
Chief Financial Officer (Retired)
Seattle Public Schools

Nicholas Lenhardt
Controller
Des Moines Public Schools

Judy Marte
Chief Financial Officer
Miami-Dade County Public Schools

John McDonough
Chief Finance Officer and Interim Superintendent (Retired)
Boston Public Schools

Human Resource Operations Team

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

Council of the Great City Schools

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

Dawn Huckaby
Chief Human Resources Officer
Washoe County (Reno) School District

Deborah Ignagni
Deputy Chief Human Resource Officer (Retired)
Los Angeles Unified School District

Karen Rudys
Assistant Superintendent, Human Resources
Albuquerque Public Schools

Charles Wakefield
Chief Human Resources Officer
Omaha Public Schools

Transportation Team

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

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

James Beekman
General Manager, Transportation
Hillsborough County Public Schools

Tom Burr
Transportation Director
St. Paul Public Schools

Nathan Graf
General Manager, Transportation Services
Houston Independent School District

Shirley Morris
Director, Transportation Department
Fort Worth Independent School District

Reginald Ruben
Director, Transportation Services
Fresno Unified School District

Food Services Team

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

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

Audene Chung
Senior Administrator, Nutrition Services
Houston Independent School District

Tina Barkstrom
School Nutrition Administrator
Milwaukee Public Schools

Wayne T. Grasela
Senior Vice President, Division of Food Services
School District of Philadelphia

Theresa Hafner
Executive Director, Food and Nutrition Services
Denver Public Schools

Gary Petill
Director, Food Services Department
San Diego Unified School District

The teams conducted fieldwork for the project during a series of four-day site visits to Kansas City. The human resources team was in Kansas City from October 2 through 5, 2016; the transportation team was there October 11-14, 2016; the food services team, October 25-28, 2016; the financial operations team, November 1-4, 2016; and the instructional team, December 4-7, 2016.²

On the first day of the site visits, the teams typically met with the superintendent and a senior staff member to better understand their expectations and objectives for the reviews and to

² All findings and recommendations are current as of the site-visit date of the respective team unless otherwise noted.

make last-minute adjustments to the agenda. The teams used the next two full days of their site visits to conduct interviews with key staff members and examine documents and data. The complete lists of individuals interviewed and materials reviewed are presented in Appendices C and D.³ The final day of the visits was devoted to synthesizing and refining each team's findings and recommendations.

The Council sent the draft of this document to each of the teams for their review in order to ensure that the reports accurately reflected their findings and to obtain their concurrence with the final recommendations. The final draft report was also reviewed by staff in each operating area. This consolidated report contains the recommendations designed by the teams to help the district's leadership identify opportunities for strengthening the instructional and operational effectiveness of the Kansas City (MO) school system.

This approach of providing technical assistance, peer reviews, and support to urban school districts to improve student achievement and operational effectiveness is unique to the Council of the Great City Schools and its members, and the process has proven to be effective over the years for a number of reasons.

First, the approach allows the superintendent and staff to work directly with talented, experienced practitioners from other major urban school systems that have established track records of performance and improvement. No one can claim that these individuals do not know what working in a large school system like Kansas City means.

Second, the recommendations developed by these peer teams have validity because the individuals who developed them have faced many of the same problems now encountered by the school system requesting a Council review. Team members are aware of the challenges faced by urban schools, and their strategies have been tested under the most rigorous conditions.

Third, using senior urban school managers from other cities is faster and less expensive than retaining a large management consulting firm. It does not take team members long to determine what is going on in a district. This rapid learning curve permits reviews that are faster and less expensive than could be secured from experts who are not so well versed on how urban school systems work.

Fourth, the reports generated from this process are often more hard-hitting and pointed than what school systems often get when hiring a consulting business that may pull its punches because of the desire for repeat business. For the Council, this work is not a business (and most members of the team are not compensated); it is a mission to help improve public education in the country's major urban school systems.

³ The Council's reports are based on interviews with district staff and others, a review of documents, observations of operations, and professional judgment. The teams conducting the interviews must rely on the willingness of those interviewed to be truthful and forthcoming but cannot always judge the accuracy of statements made by interviewees.

Finally, the teams comprise a pool of expertise that a school system such as Kansas City (MO) can call upon to implement recommendations or develop alternative plans and strategies. The Council would be pleased to put this team and others at the disposal of the new superintendent as he works to carry out recommendations and pursue other reforms.

II. Contents of This Report

This report is made up of several chapters. This, the first chapter (A), is an introduction and describes the origin and goals of the project, lays out the process involved, and presents the individuals who participated. The second chapter (B) presents a brief overview of the Kansas City (MO) school district and its demographics. The third chapter (C) summarizes the teams' analyses of student achievement trends and other student outcomes in Kansas City. Chapter four (D) presents broad data on the district's staffing levels. Chapter 5 (E) lays out the broad findings on the district's instructional programming and a series of corresponding recommendations for improvement. Chapter six (F) presents the findings and recommendations in the area of financial operations. The seventh chapter (G) summarizes the observations and proposals in the area of human resource operations. The eighth chapter (H) is devoted to the findings and recommendations in the area of student transportation. The ninth chapter (I) presents the team's findings and proposals in the area of food services. And the final chapter (J) presents a synopsis of the team's overall observations, synthesizes results, and presents next steps.

The appendices of the report include the following:

- Attachment A. Comparisons of the Kansas City Public Schools with other major urban school systems on pre-school enrollment, absenteeism rates, ninth-grade course failure rates, suspension rates, AP course participation, and graduation rates.
- Attachment B. Biographical sketches of members of the Strategic Support Teams who participated in this project.
- Attachment C. A list of individuals the Strategic Support Teams interviewed--either individually or in groups--during their site visits.
- Attachment D. A list of documents and materials reviewed by the Strategic Support Teams.
- Attachment E. Sample working agendas of some teams.
- Attachment F. Recommendations on transportation from previous Council and MGT of America reports.
- Attachment G. A list of the Strategic Support Teams the Council of the Great City Schools has fielded over the last 18 years.

B. About Kansas City (MO) Public Schools

Introduction

The Kansas City Public Schools (KCPS), the 12th largest school system in Missouri, serves some 15,394 students in pre-K through grade 12 and operates 35 schools. The school district's enrollment has been in decline since about 1999, when over 38,000 students were enrolled. KCPS encompasses a geographic area covering over 67 square miles. The system has also lost about 5,000 students since 2009, mostly African American students.

The district employs nearly 2,100 people,⁴ including 1,130 teachers,⁵ and it had an operating budget of \$227.5 million in 2016-17 (including grants and child nutrition revenues). In earlier years, the Missouri Board of Education voted to withdraw the district's accreditation status. In August 2014, the State Board of Education granted provisional accreditation status to KCPS in recognition of the gains made by KCPS students.

In late 2016, the district received the requisite points (98) needed to be considered for full accreditation.

KCPS is governed by a nine-member Board of Education, all of whom are elected. The board appoints the Superintendent of Schools, who is responsible for the instructional program of the district and the effective operation of the school system. The superintendent is also responsible for the efficient management of the district's approved budget.

The school system's vision states that *KCPS envisions its schools as places where every student will develop deep understanding of the knowledge and skills necessary to pursue higher education, obtain family-supporting employment, contribute to the civic well-being of the community, and have the opportunity for a rewarding and fulfilling life.*

KCPS offers a variety of learning experiences, including gifted and talented (GT) and career and technical education (CTE). The district has—

- Twenty-four elementary schools
- Two middle schools
- Six high schools
- Three special schools

Students enrolled in KCPS are diverse, both racially and socioeconomically. Over half (56.6 percent) of the district's students are African American. Hispanic students constitute the next largest racial/ethnic group and total over a quarter (28.0 percent) of district enrollment.

⁴ KCPS By the Numbers (n.d.). Retrieved from <http://www.kcpublicschools.org/site/Default.aspx?PageID=171>.

⁵ Common Core of Data, U. S. Department of Education. Retrieved from <https://nces.ed.gov/ccd/pubagency.asp>.

White students constitute about a tenth of the district’s enrollment (9.2 percent) and Asian American students account for about 4 percent. The enrollment of English Language Learners (ELLs) is nearly one fourth of the student population (23.9 percent).

KCPS no longer officially reports free and reduced price lunch counts, because the district uses the federal community eligibility factor in determining school lunch status, but nearly all district students would be considered low income.

The school district is also considerably different demographically than its state. White students comprise 72.3 percent of Missouri’s statewide enrollment. The enrollment of African Americans is around 16 percent, and Hispanic enrollment is 5.8 percent. Asian students make up 1.8 percent of the state’s enrollment, while American Indians and Native Hawaiians combined represent less than one percent of all students (see Exhibit 1).

Three percent of students statewide are ELLs; but the percentage of socioeconomically disadvantaged students could not be accurately calculated based on school lunch eligibility figures.

Exhibit 1. Missouri and Kansas City Public School K12 Enrollment, SY 2015-16

	% of Missouri Enrollment	% of KCPS Enrollment	KCPS % Share State Enrollment
American Indian / Alaskan Native	0.4%	0.3%	1.2%
Asian	1.8%	4.0%	3.5%
Black/African American	16%	56.6%	5.8%
Hispanic	5.8%	28.0%	7.9%
Multi-Racial	3.2%	1.8%	0.9%
Native Hawaiian or other Pacific Islander	0.2%	0.2%	1.6%
White	72.3%	9.2%	0.2%
ELL	3.3%	23.9%	11.3%
Low Income ⁶	N/A	N/A	N/A
<i>K12 Total</i>	884,897	14,581	1.6%

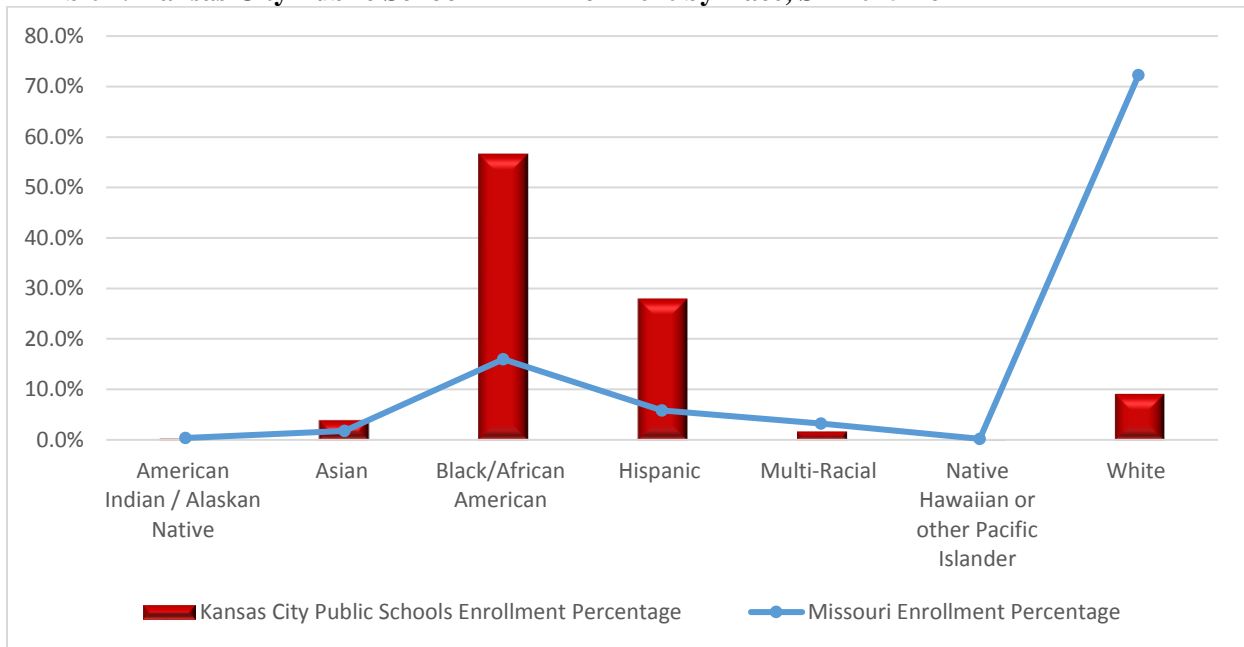
Source: Missouri Department of Education. (2016). District Demographic Data. Retrieved from <https://mcde.dese.mo.gov/quickfacts/Pages/District-and-School-Information.aspx>

To be sure, enrollment in KCPS is notably more diverse than the state, with higher portions of poor students than Missouri statewide (see Exhibit 2). For instance, while African American students make up over half of all KCPS students, they consist of 16 percent of the state’s enrollment.

Statewide, the enrollment of White students is almost eight times the percentage of White students enrolled in KCPS, while the Hispanic percentage in Kansas City is almost five times the percentage of Hispanic students statewide.

⁶ The district uses the community eligibility factor when determining school lunch status, and the results are not an accurate reflection of historical free or reduced lunch eligibility. State estimates for lunch status were suppressed for Kansas City and a number of other school districts statewide and could not be calculated.

Exhibit 2. Kansas City Public School K12 Enrollment by Race, SY 2015-16



In addition, several demographic characteristics differentiate Kansas City and the Kansas City (MO) Public Schools. While over a quarter (28.9 percent) of Kansas City’s overall population is African American, the percentage of students in KCPS who are African American is almost twice as large (56.6 percent).

The opposite trend is seen among White residents and White students. The share of White students enrolled in KCPS (9.2 percent) is considerably smaller than the share of White residents of the city (59.7 percent). Finally, the Hispanic enrollment in KCPS (28 percent) is almost three times the Hispanic population of Kansas City (10 percent). (See Exhibit 3.)

Exhibit 3. Demographics of the City of Kansas City and the Kansas City Public Schools, 2015

	City of Kansas City	Kansas City Public Schools
American Indian / Alaskan Native	0.4%	0.3%
Asian	2.6%	4.0%
Black/African American	28.9%	56.6%
Hispanic/Latino	10.0%	28.0%
Multi-Racial	3.5%	1.8%
Native Hawaiian or other Pacific Islander	0.2%	0.2%
White	59.7%	9.2%
Families with children under 18 living in poverty	24.1%	37.8%

Source: Missouri Department of Education, 2015 American Community Survey 1-Year and 5-Year Estimates, and U.S. Census Small Area Income and Poverty Estimates

The poverty rate in Kansas City proper (24.1 percent) is also well below that in KCPS, which hovers around 38 percent. Poverty is not evenly distributed by group, however. Nationally, nearly half (46.7 percent) of African American families live below the poverty line. Native

American families also face substantial socioeconomic challenges, with 42.3 percent of these families below the poverty line. Approximately a third (34.7 percent) of Hispanic families nationally face similar circumstances.

At the other end of the spectrum, Asian American and White families have the lowest poverty rates nationally. The poverty rate is 18.8 percent in Asian families and 15.5 percent for White families.

The disparities are similar in Kansas City, where the Census poverty rate is 28.5 percent among African Americans, 25.6 percent for Hispanics is 25.6 percent, and 27.9 percent for Native Americans. Approximately one family in four in Kansas City lives in poverty, and the effects are stark in the Kansas City Public Schools.

Finally, the school district maintains a metric of student stability, i.e., how likely students are to remain in a school over the course of the school year. Overall, student stability in the KCPS has increased in six out of seven secondary schools and 16 out of 24 elementary schools since SY2011.

C. Academic Achievement and Other Student Outcomes

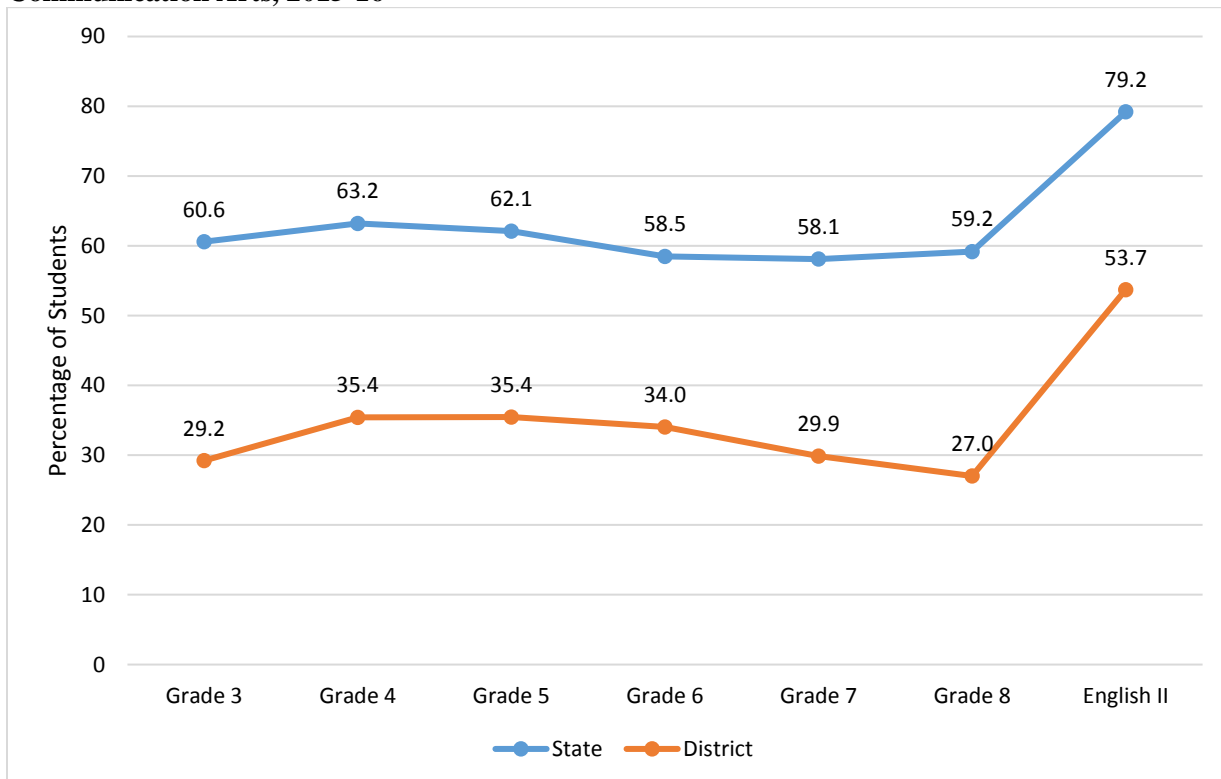
Student Achievement and Other Outcomes

The following section presents an analysis of student academic performance in the Kansas City (MO) Public Schools using the state's Missouri Assessment Program (MAP) exams. In addition, this chapter compares the Kansas City Public Schools with other major urban school systems on a series of academic key performance indicators.

Missouri Assessment Program (MAP)

- The overall communication arts performance of Kansas City's students in grades three through eight was substantially below statewide averages in 2015-16. In general, communication arts scores among Kansas City students in these grades on the MAP ranged from 27.0 percent proficient or above in eighth grade to 35.4 percent proficient or above in fourth and fifth grades, compared to statewide averages ranging from 58.1 percent proficient or above in seventh grade to 63.2 percent in fourth grade. End-of-course performance in English II (EOC), however, was higher for both the district (53.7 percent) and the state (79.2 percent). (See Exhibit 4.)

Exhibit 4. Percentage of Kansas City and State Students Who Are Proficient or Above by Grade in Communication Arts, 2015-16

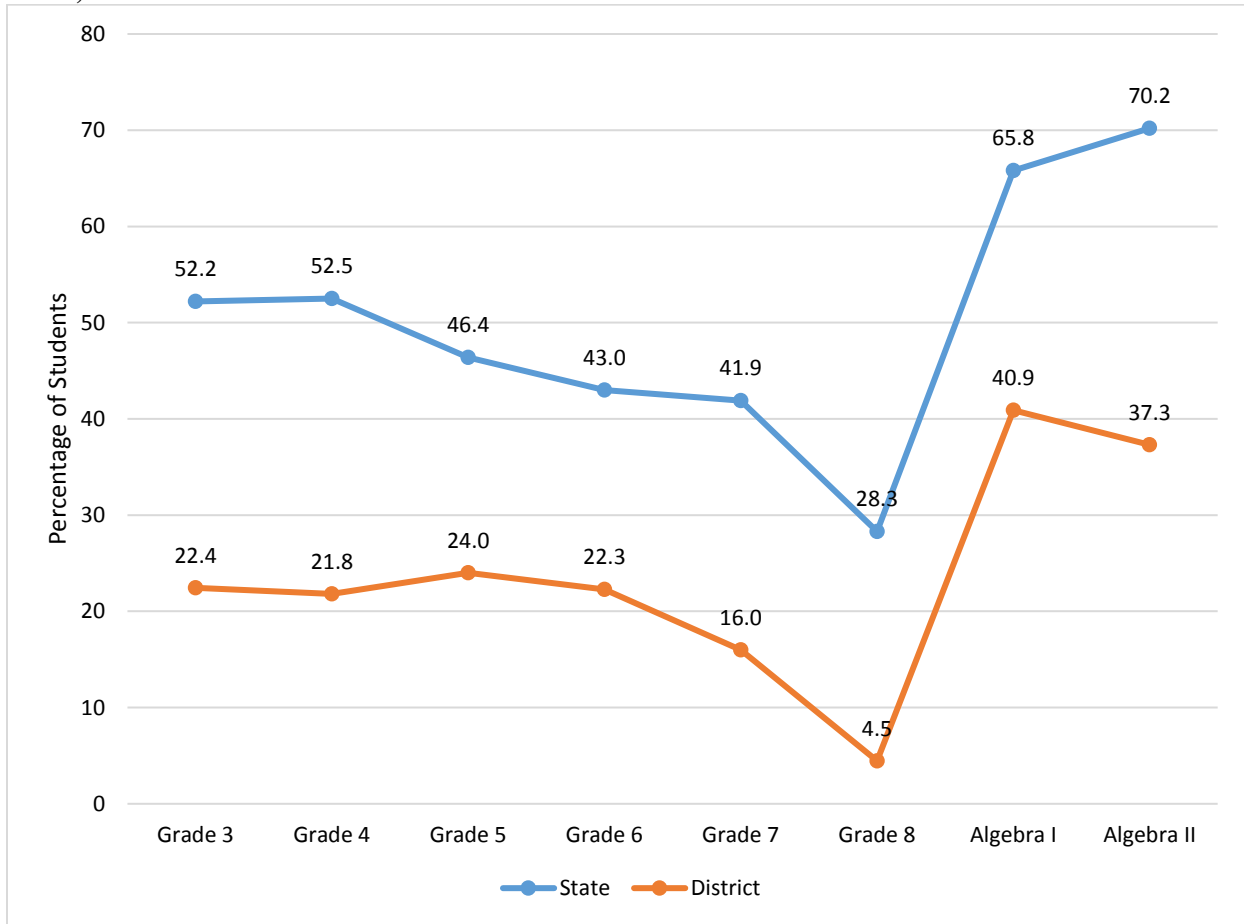


- The overall math performance of Kansas City students in grades three through eight was also substantially below statewide averages in 2015-16. In general, math scores among Kansas City third- through eighth-grade students on the MAP ranged from 4.5 percent proficient or above in eighth grade to 24.0 percent proficient or above in fifth grade,

compared to statewide averages ranging from 28.3 percent proficient or above in eighth grade to 52.5 percent in fourth grade. Algebra I and Algebra II scores showed similar patterns. (See Exhibit 5.)

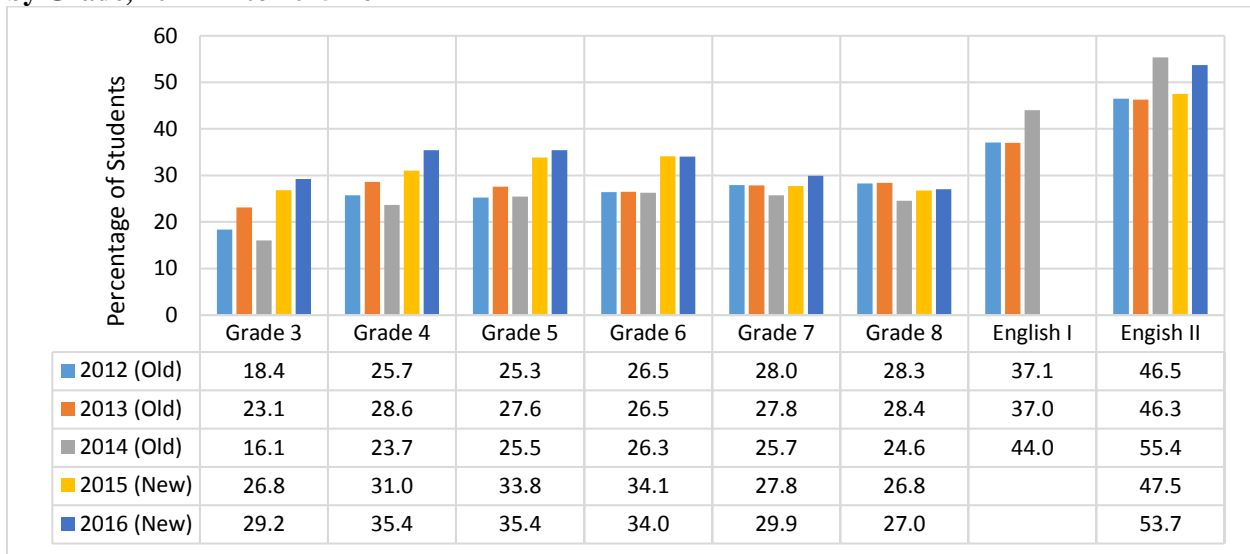
- A pattern of steadily declining scores across grades in both the state and the district appears to be the result of how the state vertically calibrated its math test—not necessarily the result of declining performance. However, the gap between the state and the district in math appears to be greatest in grades three, four, and Algebra II, compared to other grade levels.

Exhibit 5. Percentage of Kansas City and State Students who Are Proficient or Above by Grade in Math, 2015-16



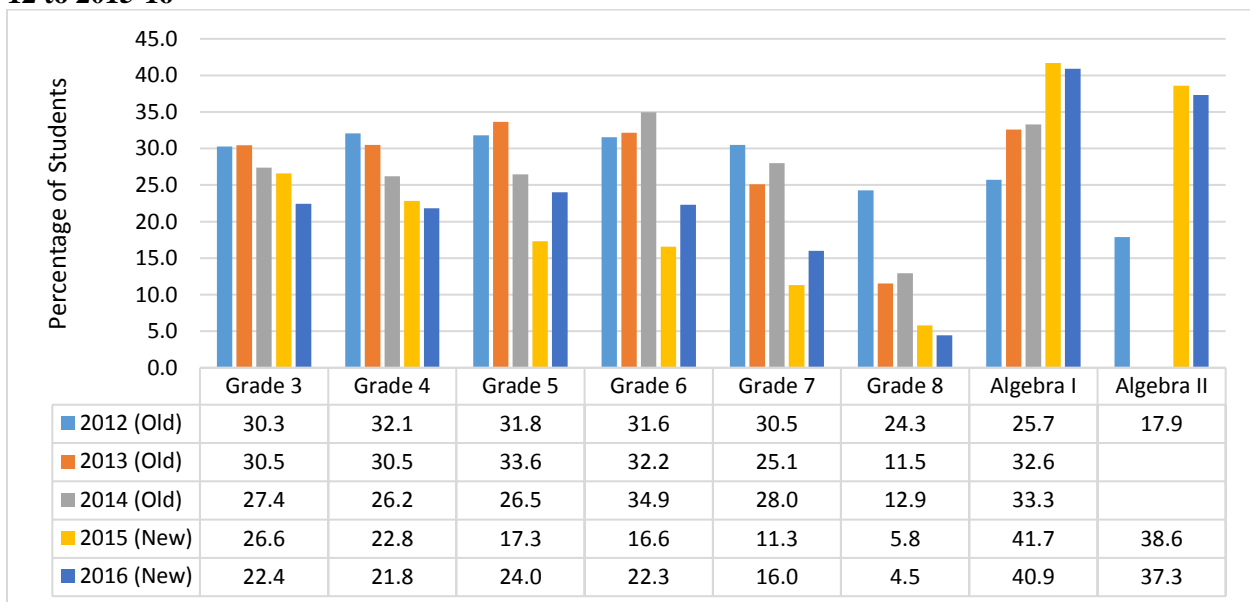
- The state changed its communication arts test between 2013-14 and 2014-15, making direct comparisons difficult. The change generally resulted in higher percentages of students scoring at or above proficiency on the new test than the old test. (Exhibit 6.) Communication arts scores between 2011-12 and 2013-14 were relatively consistent across all grade levels, but the new test showed increasing scores in grades 3, 4, 5, 7, and English II—and consistent scores in grades 6 and 8. Whether one uses the old or the new test, one has to conclude that overall communication arts performance on the MAP in Kansas City (MO) improved slightly in 2016 for the first time in a number of years.

Exhibit 6. Kansas City Communication Arts: Percentage of Scores at or Above Proficient on MAP by Grade, 2011-12 to 2015-16



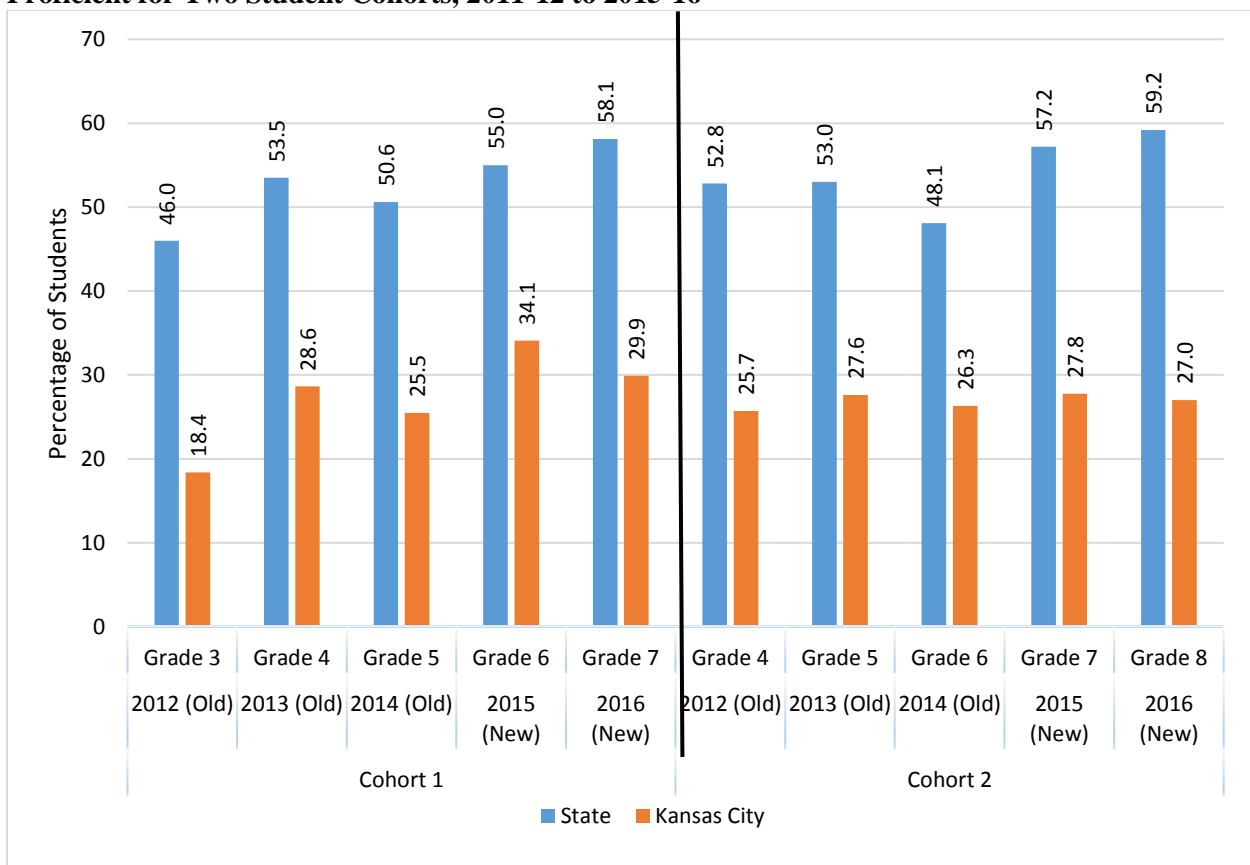
- The state also changed its math test between 2013-14 and 2014-15. The change resulted in lower percentages of students scoring at or above proficiency on the new test than on the old test, with only Algebra I and Algebra II as the exceptions. (See Exhibit 7.) In general, the old test showed declining scores between 2011-12 and 2013-14 in grades 3, 4, 5, 7, and 8 and increasing scores in grades 6 and Algebra I. Conversely, between 2014-15 and 2015-16, using the new test, math scores increased somewhat in grades 5, 6, and 7 and decreased somewhat in grades 3, 4, 8, Algebra I, and Algebra II. The graph shows the same declining performance levels from one grade to another with the new test as was evidenced in Exhibit 5 for both the state and the district.

Exhibit 7. Kansas City Math: Percentage of Scores at or Above Proficient on MAP by Grade, 2011-12 to 2015-16



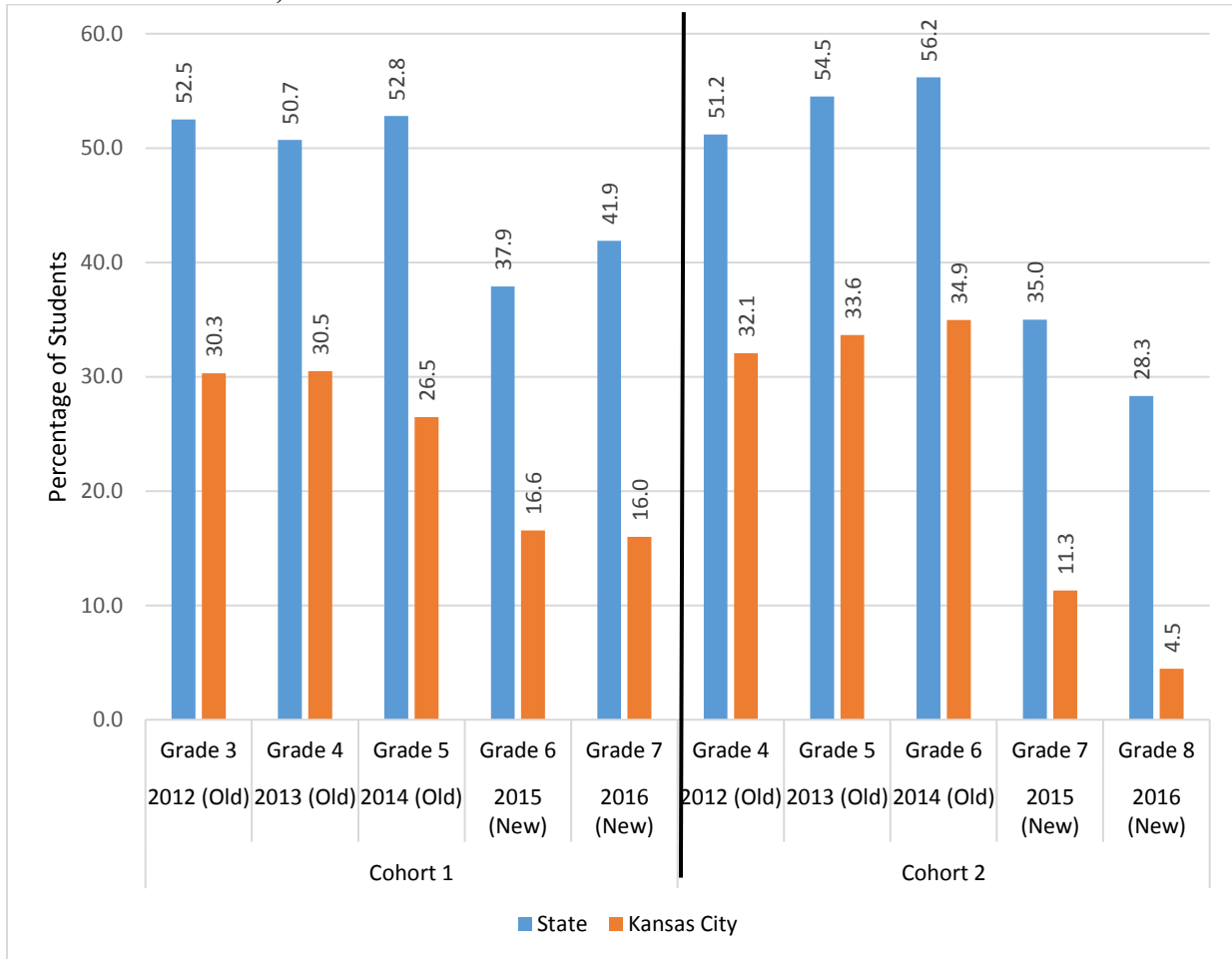
- The Council also examined communication arts and math cohort data on the MAP. Exhibits 8 and 9 show percentages of scores at or above proficient in communication arts and math among third graders in 2011-12, who were fourth graders in 2012-13, fifth graders in 2013-14, sixth graders in 2014-15, and seventh graders in 2015-16. The analysis also looked at a second cohort of students who were in fourth grade in 2011-12, then fifth grade in 2012-13, sixth grade in 2013-14, seventh grade in 2014-15, and eighth grade in 2015-16. Both Kansas City cohorts were compared to identical cohorts statewide. In general, both state and Kansas City cohorts showed communication arts proficiency levels that were relatively consistent as students moved from one grade to another, which may be partially due to how the test was calibrated. Finally, the gap between the district and the state was consistently at least 20.9 percentage points.

Exhibit 8. Trends in Kansas City and State Communication Arts: Percentage of Scores at or Above Proficient for Two Student Cohorts, 2011-12 to 2015-16



- A similar pattern could be found when looking at math scores of the same two cohorts. Both statewide and Kansas City proficiency levels declined, as we saw earlier. The gap between the district and the state across both cohorts varied slightly from one grade level to another, and the gap generally remained at least 20 percentage points across all comparisons except Cohort 2 – Grade 4 (19.1 percent).

Exhibit 9. Trends in Kansas City and State Math: Percentage of Scores at or Above Proficient for Two Student Cohorts, 2011-12 to 2015-16



- Finally, the Council examined Kansas City’s MAP results by major racial/ethnic group to see how even the progress was. Unfortunately, because the state changed its tests over the last few years, the team had to normalize or standardize the test scores over the two versions of the test. Doing so allows the reader to view progress of African American, White, and Hispanic students; English Language learners (ELL); students receiving Free or Reduced Price Lunch (FRPL); and students with disabilities against statewide average progress. For instance, Exhibit 10 shows that, between 2012 and 2016, White fourth graders and students with disabilities in Kansas City made modest progress in communication arts against the statewide average (0.00 on the graph); all other student groups made little to no progress. Exhibit 11 shows that every racial/ethnic group of eighth graders in Kansas City lost ground in communication arts against the statewide average (0.00), and only students with disabilities remained consistent during the time period. Exhibit 12 shows that every group of Kansas City fourth graders declined in math, and Exhibit 13 shows that the only progress in math relative to the state average was made by eighth graders with disabilities.

Exhibit 10. Standardized Communication Arts Trends among Kansas City African American, Hispanic, and White 4th Graders Relative to the Statewide Average (0.00), 2012 to 2016

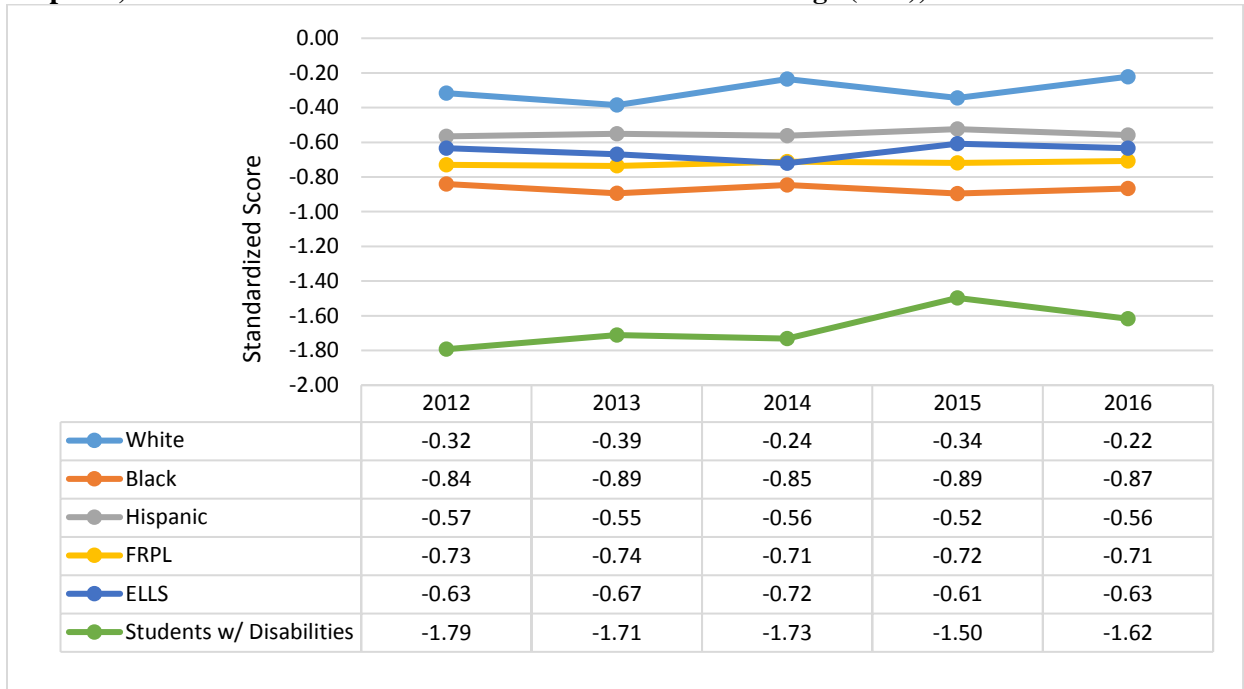


Exhibit 11. Standardized Communication Arts Trends among Kansas City African American, Hispanic, and White 8th Graders Relative to the Statewide Average (0.00), 2012 to 2016

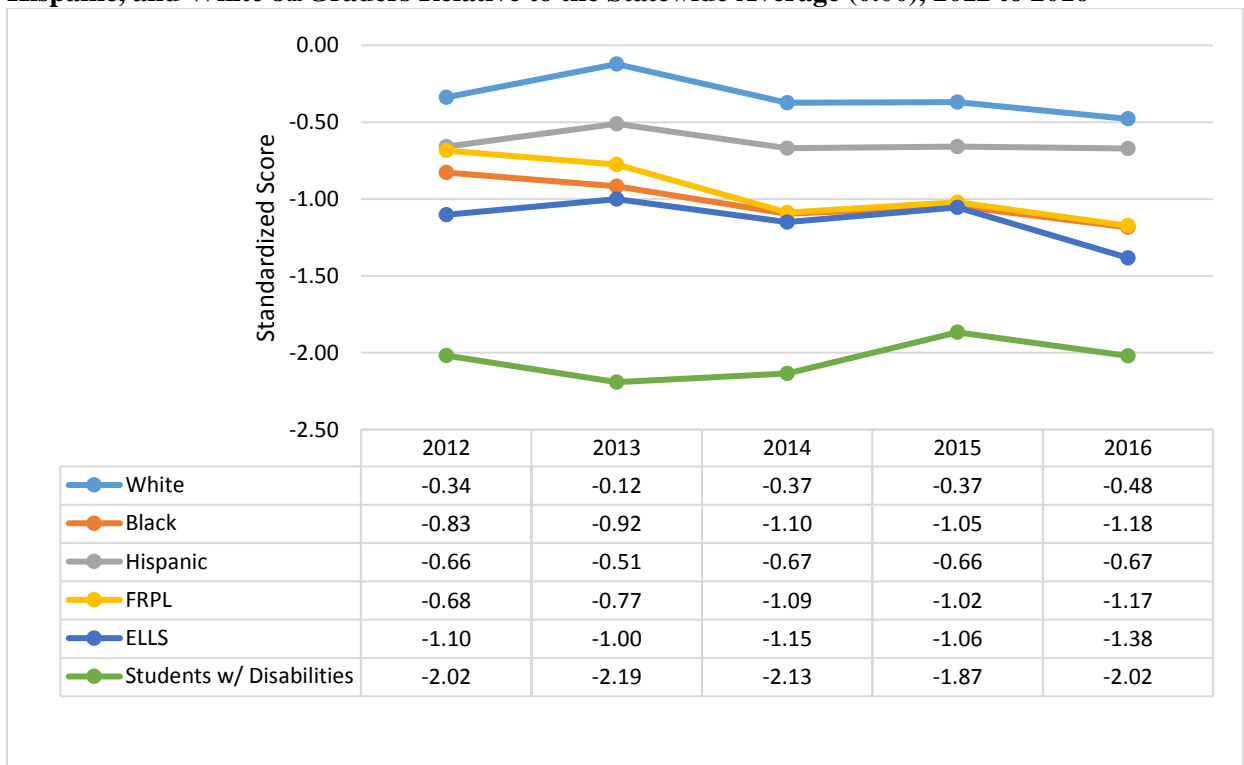


Exhibit 12. Standardized Math Trends among Kansas City African American, Hispanic, and White 4th Graders Relative to the Statewide Average (0.00), 2012 to 2016

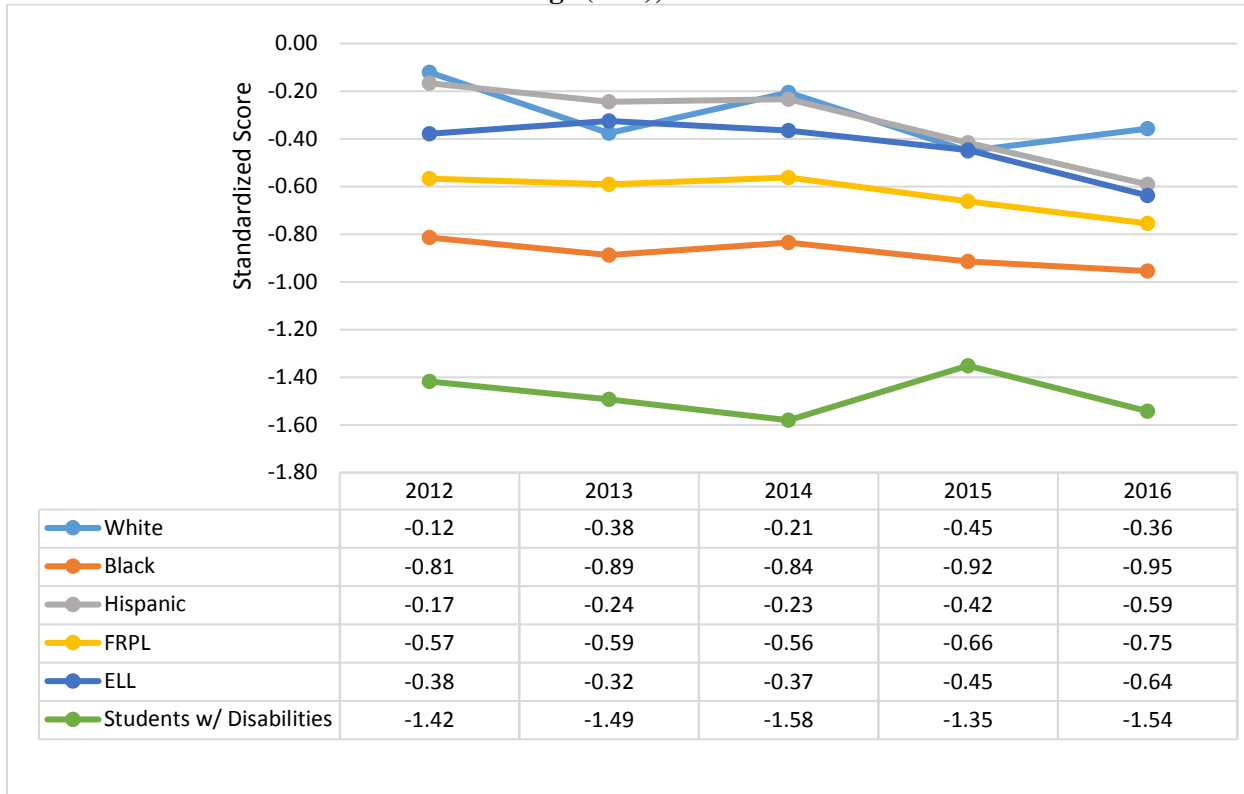
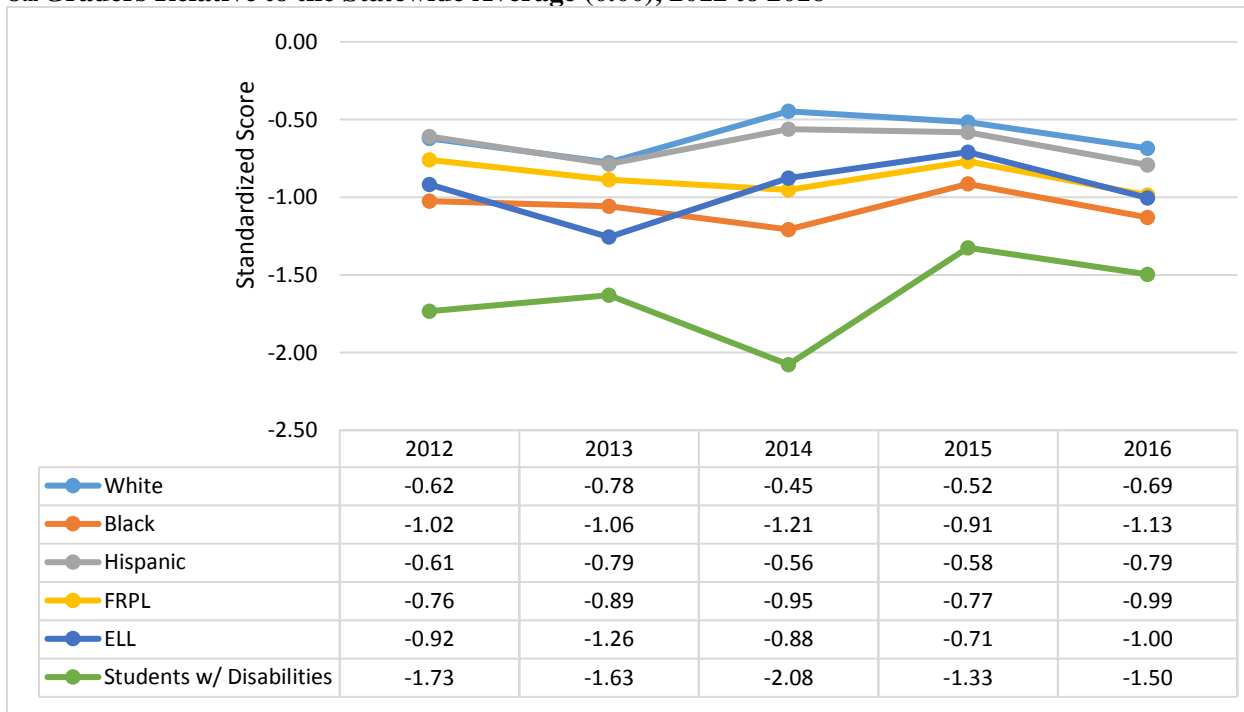


Exhibit 13. Standardized Math Trends among Kansas City African American, Hispanic, and White 8th Graders Relative to the Statewide Average (0.00), 2012 to 2016



Student Attendance and Absenteeism

- Approximately 24 percent of third graders in the district were absent from school for between five and nine days during the 2014-15 school year. (See Exhibit A-1). In addition, some 23 percent of third graders were absent between 10 and 19 days that school year, and 10 percent of third graders were absent for 20 days or more. This means that some 57 percent of third graders were absent from school for five days or more that school year. This rate places Kansas City among the urban school districts with relatively high third-grade absentee rates. Rates ranged from 32 percent to 80 percent.
- The generally high rates of third-grade absenteeism in Kansas City continued into the sixth grade. About 22 percent of sixth graders in the district were absent from school for between five and nine days during the 2014-15 school year. (See Exhibit A-2) In addition, some 23 percent of sixth graders were absent between 10-19 days that school year, and 14 percent were absent for 20 days or more. This means that some 59 percent of sixth graders were absent from school for five days or more that school year. This rate placed Kansas City among the urban school districts with high sixth-grade absentee rates, which ranged from 19 percent to 75 percent.
- The pattern continued among ninth graders, but the absenteeism rate was not so high compared with other cities as in grades three and six. (See Exhibit A-4) With this ninth-grade group, some 20 percent of ninth graders were absent between five and nine days during the 2014-15 school year. In addition, some 23 percent of ninth graders were absent between 10 and 19 days, and 21 percent were absent for 20 days or more. This means that 64 percent of ninth graders were absent from school for five days or more that school year. The range among other urban school districts was between 6 percent and 96 percent.

Suspensions

- Nine percent of Kansas City's students were suspended out-of-school for between one and five days during the 2014-15 school year, 4 percent were suspended between six and 10 days, 2 percent were suspended between 11 and 19 days, and another 2 percent were suspended for 20 days or more. This was the third highest suspension rate of all reporting Council districts. (See Exhibit A-5.)
- The suspension rate was the equivalent of having every 100 students miss approximately 143 instructional days over the course of the school year—or the equivalent of 1.4 instructional days missed due to suspension for every student in the school system. (See Exhibit A-6.)

Course-Taking

- About 51 percent of district ninth graders in 2014-15 failed one or more core courses. This rate was considerably higher than most other major urban school systems, where the percentage of ninth graders failing those core courses ranged from a low of 3 percent to a high of 59 percent. (See Exhibit A-7.)

- Only about 11 percent of Kansas City’s students in grades nine to 12 took at least one Advanced Placement (AP) course in 2014-15. Among other major city school systems the percentages ranged from 8 percent to 44 percent. The median was 24 percent. Kansas City had the third lowest AP course participation rate among all reporting Council districts. (See Exhibit A-8.)
- In addition, only 13 percent of those participating in AP courses scored three or higher on the AP exams. This was the second lowest rate among all reporting Council districts, where AP test passing rates ranged from 8 percent to 71 percent. (See Exhibit A-9.)
- At the same time, some 10 percent of students in grades 9-12 were enrolled in some type of college-credit-earning course, which was one of the higher rates among major city school systems. (See Exhibit A-11.) Lincoln College Preparatory Academy awarded five International Baccalaureate diplomas in SY2015.
- Some 16 percent of Kansas City’s ninth graders in 2014-15 had successfully completed an Algebra I course (or Integrated Math 1 course) by the end of their eighth grade year. In addition, about 34 percent of ninth graders that year had completed an Algebra I course (or Integrated Math course 1) by the end of their ninth grade year. In other words, only 50 percent of Kansas City’s students had completed Algebra I or Integrated Math by the end of their ninth grade year. This rate was the second lowest among all reporting Council districts, where percentages ranged from about 48 percent to 94 percent. (Exhibit A-10)

College and Career Readiness

- The average ACT composite score in the district was 16.6 in 2016, about the same level as in 2012 (16.5).
- The average composite ACT scores in every high school in the district, except Lincoln College Prep, were too low for students to gain entrance to a competitive college or university.

Graduation Rates

- Some 65 percent of Kansas City students graduated in 2014-15 after having been in grades 9-12 for four years. (See Exhibit A-12). This rate was lower than most other major urban school systems, whose graduation rates ranged from 59 percent to 89 percent. The rate is also lower than might have been predicted from the district’s ninth grade Algebra I completion rate. (See Exhibit A-13).
- Four-year graduation rates were highest among Asian American students (82.7 percent) and lowest among White students. Female students generally graduated at much higher rates than did male students.

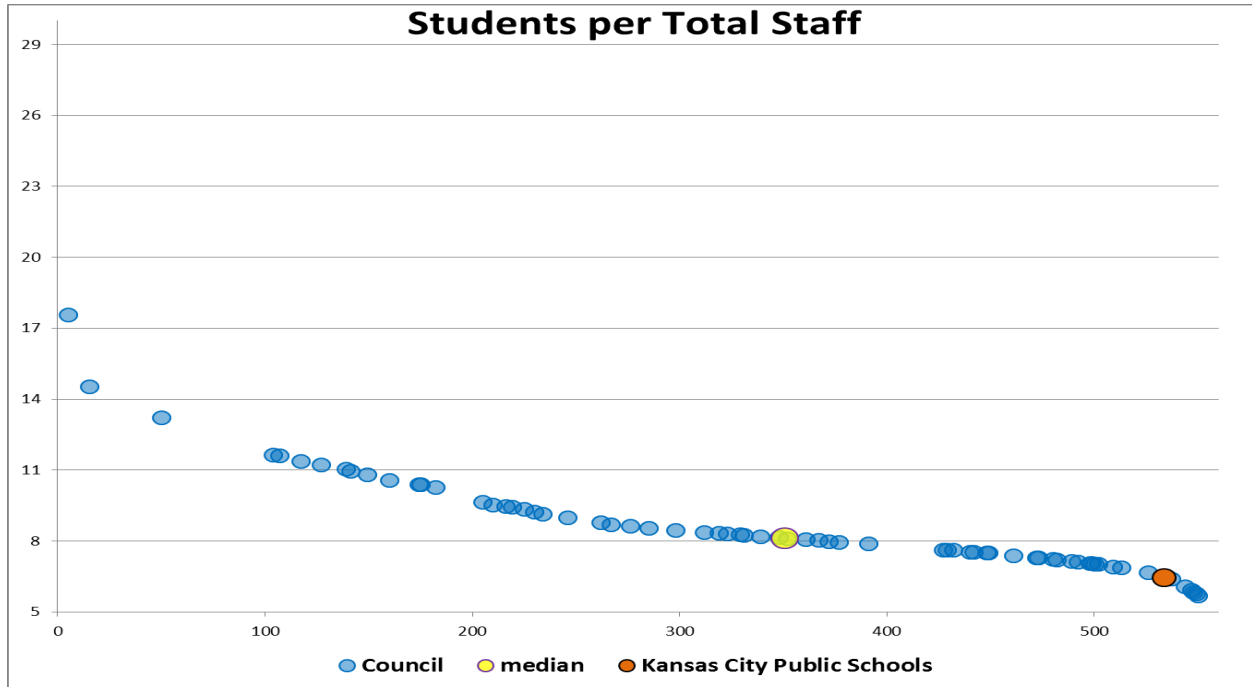
D. Districtwide Staffing Levels

As part of its review, the Council analyzed the broad staffing levels in the Kansas City (MO) school district and compared them with the overall staffing levels of other Great City School districts. The team used National Center for Educational Statistics data from 2013-14 (the most recent available with national comparisons) to assess the system's overall staffing numbers.

In general, the Council team found the district's overall staffing ratios (FTEs) to be generally comparable to those in other urban school districts in the 2013-14 school year –if not slightly higher than average.

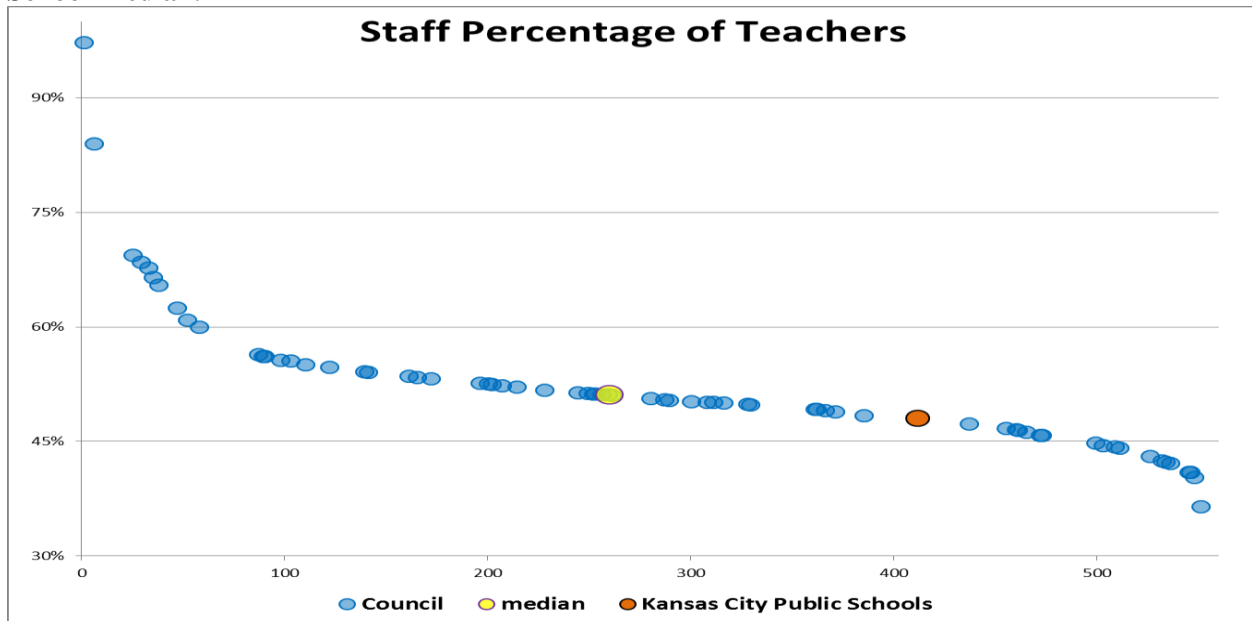
- Kansas City had approximately 6.43 students per total staff member (in FTEs) compared to the Great City School median of 8.11 students per total staff member. In other words, the district had about the same number of or somewhat more total staff for its enrollment than other major urban school districts had the same year. (See Exhibit 14.)
- Kansas City had approximately the same or slightly lower proportions of total staff members who were teachers as the median Great City School district, 48.01 percent vs. 51.06 percent, respectively. (See Exhibit 15.)
- Kansas City had fewer students per teacher (in FTEs) than the median Great City School district, 13.40 vs. 16.06, respectively. In other words, the district had a greater number of teachers for its enrollment than did other major urban school systems the same year. (See Exhibit 16.)
- Kansas City had far more students per total administrator (in FTEs) compared to the median Great City School district, 113.66 vs. 74.73. In other words, the district had fewer total administrators for its enrollment than did other major urban school systems the same year. (See Exhibit 17.)
- Kansas City had far more students per school-based administrator (in FTEs) than the median Great City School, 227.31 vs. 114.42, respectively. In other words, the district had fewer school-based administrators for its enrollment than did other major urban school systems the same year. (See Exhibit 18.)
- Kansas City had about the same number of students per district-level administrator (in FTEs) as the median Great City School district, 227.31 vs. 212.23, respectively. In other words, the district had about the same number of district-level administrators for its enrollment as did other major urban school districts. (See Exhibit 19.)
- Kansas City appears to have somewhat more guidance and other support staff for its enrollment than do other major city school systems. This could be due to the high poverty levels and needs for wrap-around services in the district.

Exhibit 14. Students per Total School Staff in Kansas City Compared to the Great City School Median.



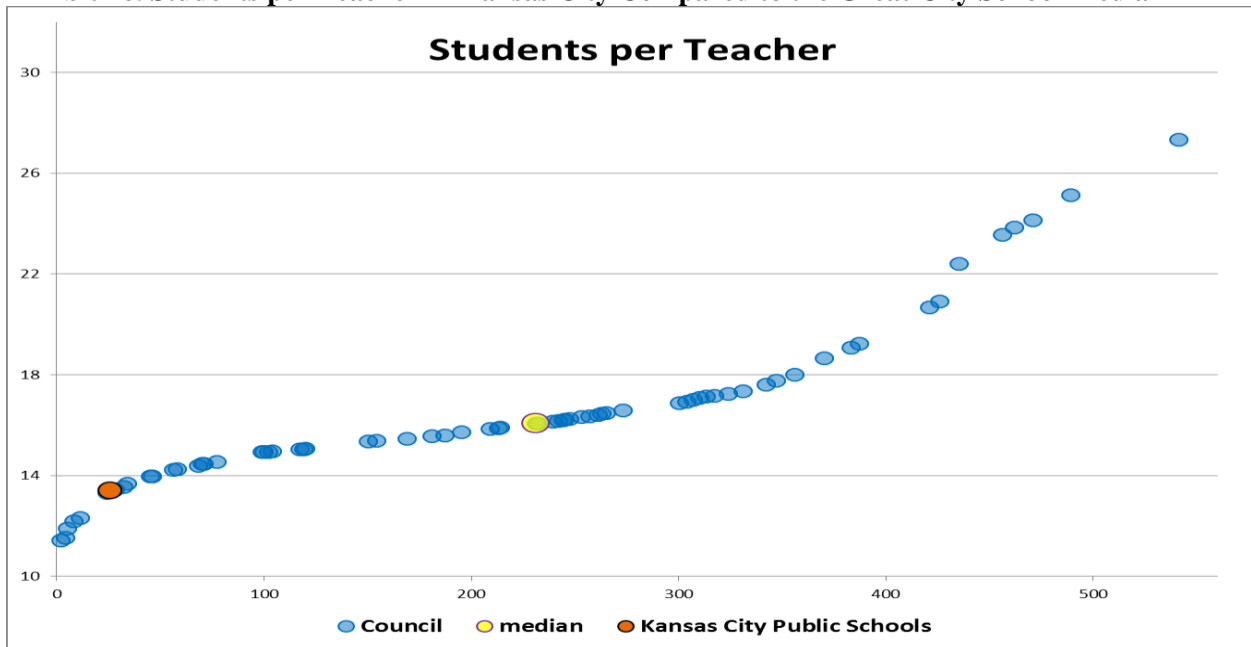
Y-axis=number of students to total staff; X-axis=ranking in relation to all school districts in the nation with enrollments of over 15,000. Note that each blue dot represents a Great City School district. Kansas City had 6.43 students per staff member; the median for the Great City Schools was 8.11 students per total staff member.

Exhibit 15. Percentage of Total Kansas City Staff Who Were Teachers Compared to the Great City School Median.



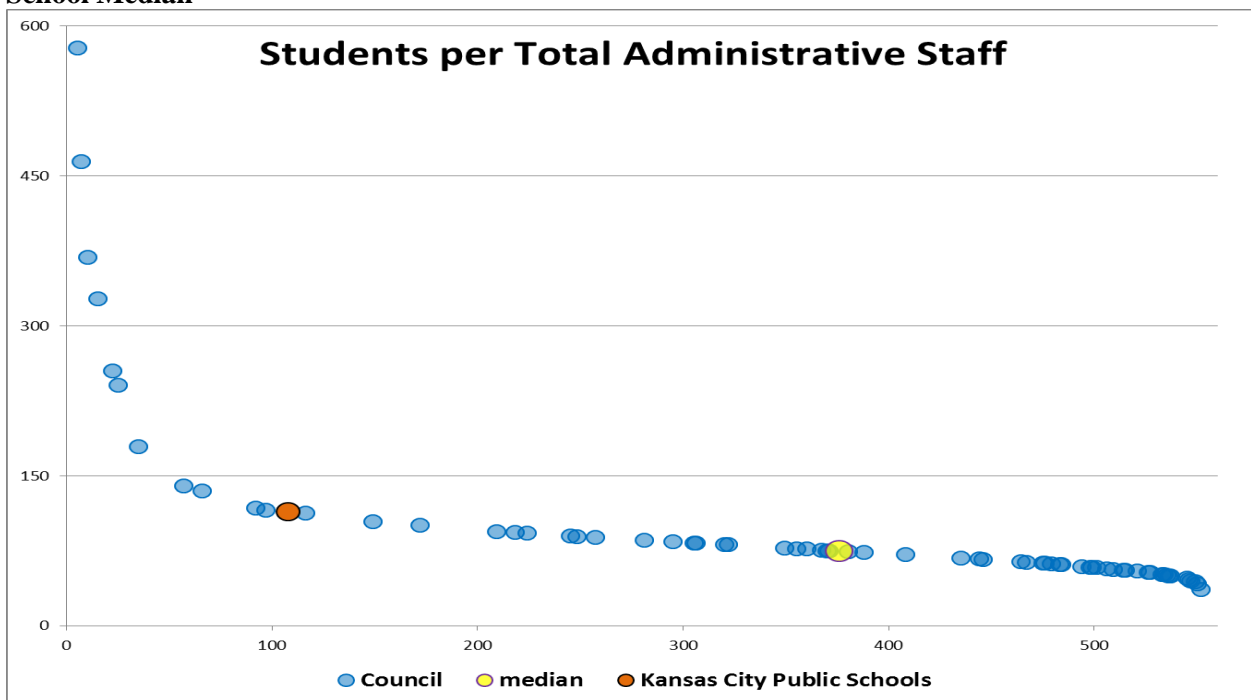
Y-axis=percentage of total staff who were teachers; X-axis=ranking in relation to all school districts in the nation with enrollments of over 15,000. Note that each blue dot represents a Great City School district. Kansas City's percentage of all staff who were teachers was 48.01 percent; the median for the Great City School districts was 51.06 percent.

Exhibit 16. Students per Teacher in Kansas City Compared to the Great City School Median



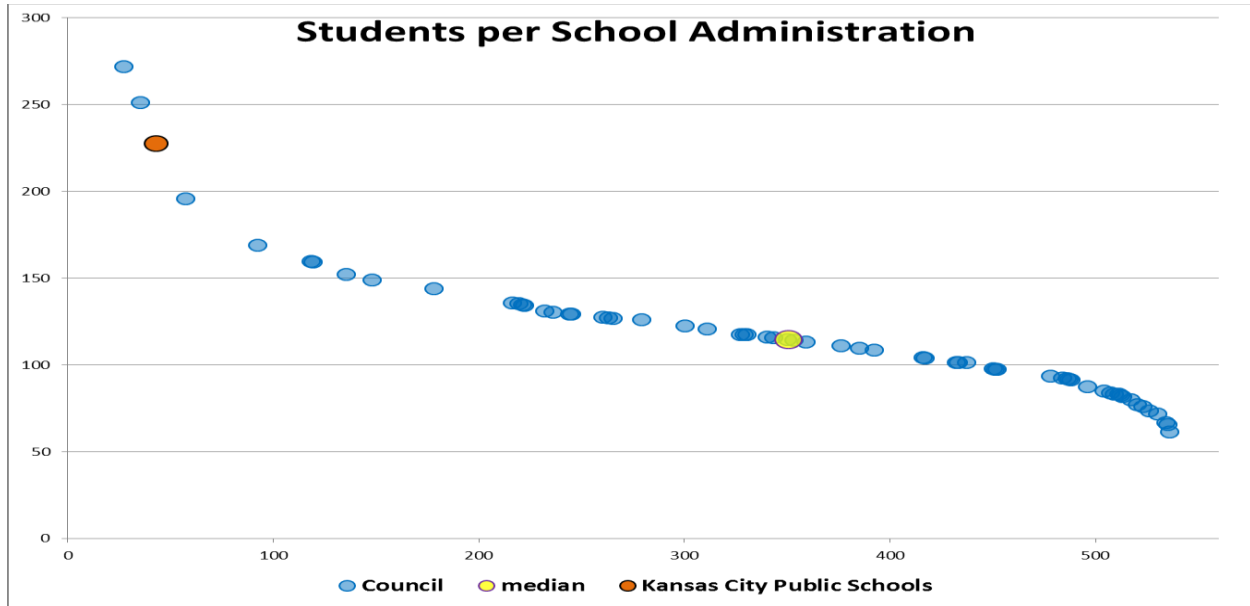
Y-axis=number of students to teachers; X-axis=ranking in relation to all school districts in the nation with enrollments of over 15,000. Note that each blue dot represents a Great City School district. Kansas City had 13.40 students per teacher; the median for the Great City Schools was 16.06 students per teacher.

Exhibit 17. Students per Total Administrative Staff in Kansas City Compared to the Great City School Median



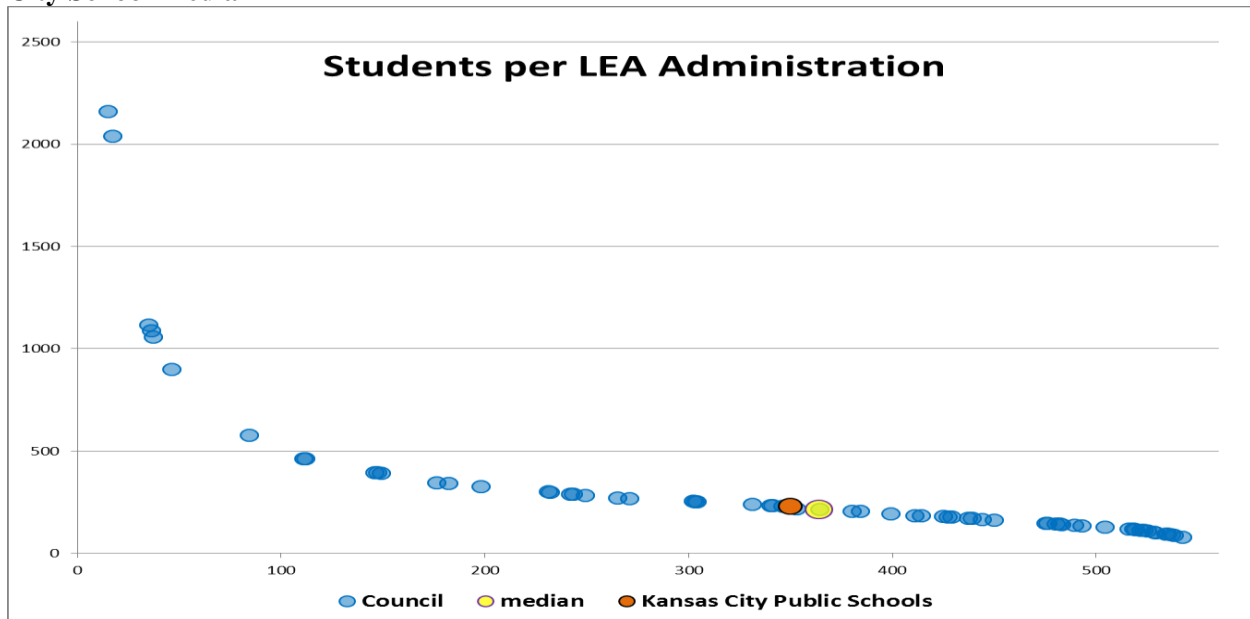
Y-axis=number of students per administrator; X-axis=ranking in relation to all school districts in the nation with enrollments of over 15,000. Note that each blue dot represents a Great City School district. Kansas City had 113.66 students per administrator; the median for the Great City Schools was 74.73 students per administrator.

Exhibit 18. Students per School-based Administrative Staff in Kansas City Compared to the Great City School Median



Y-axis=number of students per school-based administrator; X-axis=ranking in relation to all school districts in the nation with enrollments of over 15,000. Note that each blue dot represents a Great City School district. Kansas City had 227.32 students per school-based administrator; the median for the Great City Schools was 114.42 students per school-based administrator.

Exhibit 19. Students per District-level Administrative Staff in Kansas City Compared to the Great City School Median



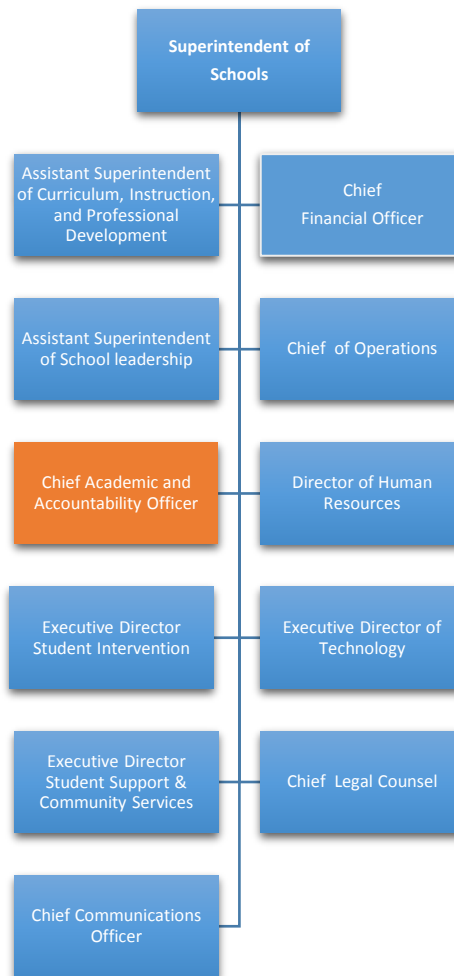
Y-axis=number of students per district-level administrator; X-axis=ranking in relation to all school districts in the nation with enrollments of over 15,000. Note that each blue dot represents a Great City School district. Kansas City had 227.31 students per district-level administrator; the median for the Great City Schools was 212.23 students per district-level administrator

E. Curriculum and Instruction

This chapter presents the findings and recommendations of the Council’s instruction team. The academic team made its site visit to Kansas City from December 4 through 7, 2016. The chapter includes sections on commendations, general organizational and leadership issues, instructional programming, professional development, English language learners, special education, accountability, data and assessments, and discipline and behavior. There are corresponding recommendations for each section.

Exhibit 20 below shows the district’s overall organizational chart and the 11 direct reports to the superintendent, including the chief academic and accountability officer.

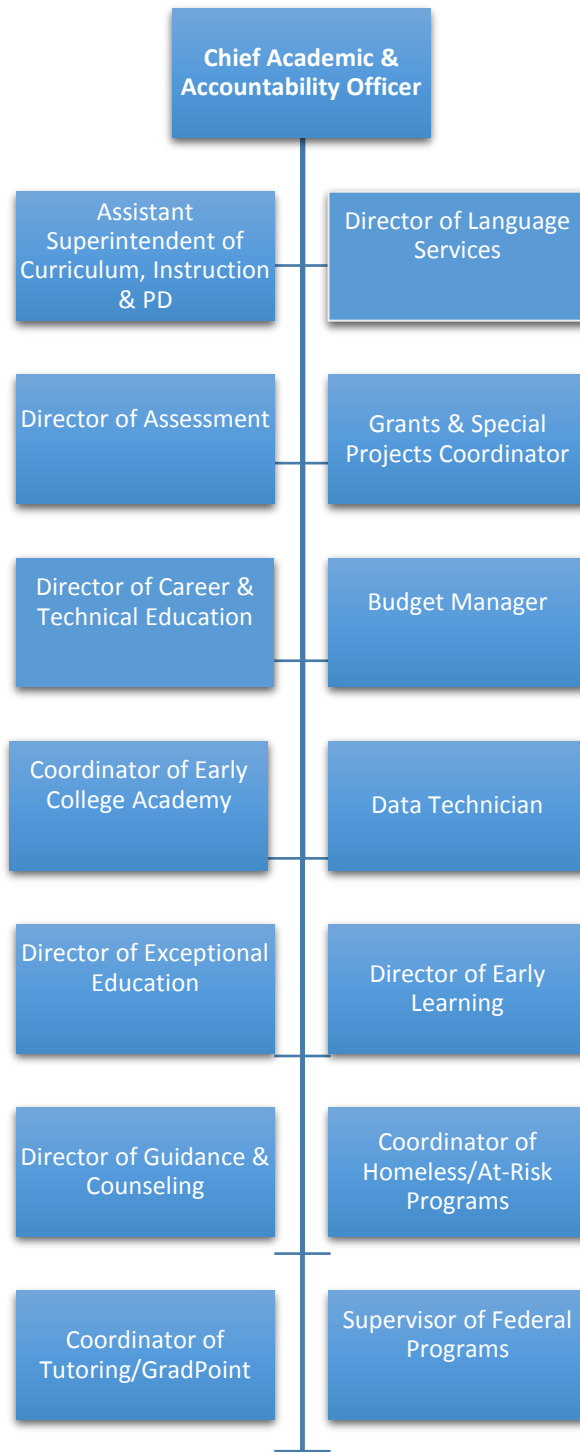
Exhibit 20. KCPS Organizational Chart⁷



⁷ This was the organizational structure that was described to the Council’s team in its Fall 2016 meetings.

Exhibit 21 below shows the organization of the academic department. The chief academic and accountability officer (CAAO), a direct report to the superintendent, heads the organization, which has three departments. Each department is headed by a director.

Exhibit 21. Chief Academic and Accountability Office⁸



⁸ This was the organizational structure that was given to the Council’s team in its Fall 2016 meetings.

General Conclusion of the Curriculum and Instruction Review

The overall conclusion of the Council's Strategic Support Team is that *KCPS lacks the quality of instructional programming, the ability to enhance personnel capacity, and the data systems to substantially improve student achievement at a faster rate.*

Findings and Observations

Commendations

- The school district has recently achieved sufficient points to be considered for accreditation from the state after several years of not being fully accredited.
- Policy governance has been instituted by the school board to combat the high turnover of superintendents and improve overall school board effectiveness.
- The school board has begun requesting regular monitoring reports on such topics as student performance, service-learning participation, student suspensions, etc.
- The school district under the new superintendent is about to engage in a strategic planning process. The previous plan was drafted in 2009.
- The district has a number of “signature” schools that offer specialized programs to attract parents and students to the school system: Border Star Montessori, Carver Dual Language School, Foreign Language Academy, Harold Holliday Montessori, African-Centered College Preparatory Academy, Lincoln College Preparatory Academy, and Paseo Academy of Fine and Performing Arts. The district has set explicit goals for increasing its enrollment in these and other schools.
- The dropout rate has declined among major racial groups.
- The district contracts with Jewish Vocational Services for translation services and cultural training.
- The school district's principal cadre shows promise, and the superintendent could build on their commitment and energy to move reforms forward.
- The summer school serves 7,135 students, and 6,706 were reported as being present at least one day. Program success was measured by meals served, bus miles driven, students present for at least one day, and by a pre- and post-assessment of student achievement.

General Organizational and Leadership Issues

- The district has recently received enough points to be considered for accreditation from the state. However, the district's status appears to be fragile and is subject to reversal if broader academic improvement is not realized and sustained.

- Social studies was the district’s first academic content area to hit STATUS level, which denotes consistent progress. The district also attained STATUS level on several college- and career-ready (CCR) criteria. Twelve of the district’s schools were fully accredited in 2016; 16 were provisionally accredited; and three were not accredited. Overall, the district was farthest behind in APR points (annual performance report) in areas of broad academic achievement and subgroup achievement.
- It was not clear what the district’s overall theory of action was for improving student achievement, i.e., it was not clear what the district holds tight and what schools are free to do on their own.
- The district’s overall instructional program was weak and incapable of improving student achievement much more as it is currently configured. (More on this in the instructional programming section.)
- Many individuals interviewed by the Council’s instructional team voiced very low expectations for student achievement. Many interviewees expressed satisfaction with the district’s overall performance, progress, and status in gaining enough points to be considered for accreditation by the state. A number of staff expressed contentment with student achievement levels when it was high relative to other schools in the district, even in cases where proficiency was barely at 50 percent.
- Interviewees often responded in guarded fashion to Council team questions and did not appear to have connected with peers in more successful and effective urban school districts across the country. The district’s central-office staff often exhibited a sense of insularity and unfamiliarity with best practices elsewhere in the nation.
- The chief academic and accountability officer (CAAO) has an unusually large span of control. Those reporting to the CAAO also have uneven titles and scope of responsibilities, i.e., assistant superintendent, directors, coordinator, manager, technician, and supervisor.
- Having the director of assessment report to the CAAO presents a potential conflict of interest.

Instructional Programming

(a) Personnel

- The overall expertise of central office instructional leadership and staff was weak, and expectations for what students will do in their classrooms was very low.
- Principals do not see principal supervisors as instructional leaders. Principals report that they do not turn to their supervisors for instructional leadership or guidance.

- Principal supervisors are responsible for about 12 schools apiece, a reasonable span of control for this position, but they also have major operational responsibilities. They have no staff other than secretaries.
- Principal supervisors are seen as having little power to help principals with instructional challenges. Instead, they are viewed as most useful for operational questions, rather than instructional ones.
- The district does not have an aspiring principal or principal pipeline program but is considering implementing one with TNTP in collaboration with the Kaufman Foundation.
- Secondary principals do not have the opportunity to meet regularly with elementary principals, which makes vertical instructional challenges more difficult to resolve.
- The district appears to have cut its coaches when it lost Title I funds, rather than rethinking how else they might redeploy Title I funding to keep and improve the coaches.
- Principals reported to the team that instructional coaches were more effective than content leads in improving instruction, since content leads teach full time and may not have the expertise to support teachers at every grade. The Council team was also told that content leads cannot always follow up with embedded professional development. However, the team was also informed that only 10 Title I schools chose to pay for generalist coaches, and these coaches were often used more for classroom management purposes rather than instructional content or quality.
- Principals reported that the allocation of assistant principals should not be based solely on the size of the school but on the composition and needs of the schools
- Curriculum coordinators are charged with extensive responsibilities for developing curriculum, spending considerable time in schools, responding to principal and district requests, planning benchmark tests, and providing professional development.
- Principals and teachers reported the need for substantially more counselors, mental health support, social workers, etc.—for both students and adults.

(b) Curriculum, Materials, and Instruction

- Curriculum documents in grades K-6 are more focused on classroom processes, routines, and structures than on content and rigor.
- Neither classroom teachers nor lead teachers interviewed by the Council’s team reported that they relied on the district’s curriculum materials to drive instruction. More individuals reported that the multiple assessments used in the district were more powerful influences on instruction than the curriculum materials.

- The district curriculum’s “I CAN” statements do not always align with the depth and rigor required by the standards. The district asserts that it took the I CAN statements from the Achieve the Core, which may be the case (although Achieve the Core did not write the I CAN statements on its website), but the fact is that the I CAN statements that were inserted into the district’s instructional units did not consistently align with the appropriate standards, tasks, and instructional activities. In addition to the I CAN statements on the Achieve the Core website, Achieve the Core presents sample lessons that include the standards themselves, instructional goals, enduring understandings, and essential questions that gives the teacher a deeper understanding of what is expected—a context that Kansas City’s units do not include.

In general, “I CAN” statements are useful as a tool for students to know the content that they are learning as well as a tool for self-assessment. However, a district curriculum should not be relegated solely to “I CAN” statements, because they do not promote connections across standards and they minimize the depth and rigor required by the standards. As indicated, in Kansas City, the “I CAN statements are not always tightly aligned to the depth and rigor required by the standard. For example, a third grade math unit reviewed by the team had this “I CAN” statement listed in the KCPS curriculum, “I can add or subtract numbers within 1000.” The actual standard states, “*Fluently add and subtract within 1000 using strategies and algorithms based on place value, properties of operations, and/or the relationship between addition and subtraction.*” The “I CAN” statement does not indicate that there is a fluency expectation for grade three, nor that students are to perform these operations using strategies and algorithms to reflect and reinforce one’s knowledge and understanding of place value. Without greater detail, teachers may inadvertently limit their teaching to the algorithm for adding and subtracting numbers within 1000. They might also fail to develop both the conceptual and procedural understanding that is necessary to support student learning. This failure can eventually lead to gaps in a student’s foundational knowledge and may ultimately impede student performance in mathematics as concepts become more complex.

In addition, a KCPS secondary ELA unit reviewed by the team used the “I CAN” statement, “I can use close reading to unlock complex text,” as a learning target. However, this learning target is not a standard. It is a strategy that might be used to help students achieve any number of standards. For example, close reading can be used to “draw conclusions, infer, and analyze by citing textual evidence to support what the text says explicitly as well as inferences drawn from the text.” (Missouri Learning Standards: R1A, R2A, B, C) Without more specific guidance, teachers might focus on the process of using close reading rather than teaching the grade level content at the appropriate depth and rigor required by the standard.

- Curriculum documents do not provide recommendations for scaffolding or differentiation. The list of strategies does not provide sufficient guidance to teachers on when or how to use them.

- None of the curriculum documents specify the level of depth of understanding that concepts need to be taught to. The district has a rubric by which to examine student work, but it is too generic to provide much guidance to teachers and could be interpreted any number of ways by users.
- Principal supervisors do not have exemplars of what the district expects in terms of student work products throughout the year. They appear to accept the wide variability in what they see in their schools.
- Schools are devising their own curriculum maps due to inadequate curriculum materials provided by the central office. District curriculum leaders did not appear to know why schools were choosing to abandon or augment district initiatives. It was clear that curriculum leaders do not have adequate feedback loops to determine why schools were choosing to abandon or augment district initiatives, nor did they have feedback mechanisms to deal with the fact that school-based staff did not believe the materials they received from the central office were adequate to meet their instructional needs.
- In addition, school-based staff reported to the Council team that the pacing guides were too crowded, i.e., materials did not explicitly take into account testing days and other non-teaching days. In other words, the guides do not clearly indicate available teaching time, and interviewees reported that there was not sufficient time to teach all the concepts specified.
- Teachers have become so procedurally oriented that students do not gain a conceptual understanding of math and ELA content. Pacing guides are written in a way that reinforces procedural instruction rather than developing content knowledge and conceptual understanding.
- Interviewees report that the district does not have a well-articulated system of academic interventions when students fall behind. The district has a 30-minute RTI period in some schools but no broad strategy for maximizing its effectiveness or bolstering Tier I instruction.
- The district has competing instructional models at play, i.e., Madeline Hunter vs. Marzano vs. Ainsworth, that probably cause confusion about instructional expectations. The central office espouses the Marzano model, but staff in other departments and teachers at individual schools indicated that they used other approaches. Regardless of whether the district selects a single model or an amalgamation of models, the district needs a shared vision to serve as a focal point for the work at every level of the district. The competing models cause confusion about what is expected.
- Information from school walk-throughs is not routinely shared with the central office to inform broader districtwide instructional strategies and initiatives.
- The district has developed a rubric for examining student work, but it is very vague and could be interpreted any number of ways by users.

- There are inadequate mechanisms by which teachers either identify gaps in student understanding and few systemic way for teachers to address those gaps. While the district employs reading inventories and has some materials available to address gaps in student understanding, the curriculum could support its teachers more fully by alerting teachers to look for common gaps in student understanding at the outset, pointing to typical student misconceptions in student understanding, and providing appropriate strategies or processes for teachers to use to address those gaps. In the example below excerpted from Kansas City materials, strategies are named but not described. Teachers are to determine for themselves where students need assistance, but there is no guidance about typical misconceptions or gaps that students might experience.

Addressing Content
Practice and Deepen New Knowledge
<hr/> Model/demonstrate Guided practice/Independent practice Small group interaction Use drawings/models
<p><i>The teacher will present the Visual Learning/Digital Path section.</i></p> <p><i>The teacher will determine which students need additional help (use the Differentiated Instruction lesson) and which students can work at learning centers or on an approved math website after they have completed their assignment.</i></p> <hr/>

In addition, this third grade unit in mathematics does not include sufficient detail to support teachers in addressing unfinished student learning concretely nor does it indicate typical student misconceptions. This column with its lack of detail repeats throughout the third grade unit.

- The district does not appear to have a strong or adequate strategy for its turn-around schools. (See school improvement plan section.)

(c) English Language Arts/Literacy

- The ELA curriculum documents are based on skills and strategies rather than standards. Standards in the document are presented in a way that isolates them from their context and undermines their coherence.
- In the fifth grade unit 3 document reviewed by the team: Tracing the Resiliency in American History, guidance to teachers is a simple listing of—
 - ✚ teaching points and guiding questions,

- ✚ literacy skills/strategies with corresponding “I CAN” statements
- ✚ principles of accountable talk
- ✚ summative unit writing project
- ✚ Formative and summative assessments
- ✚ The Missouri Learning Standards (CCSS) Assessed for Mastery
- ✚ Tier I, II and III academic vocabulary
- ✚ Unit Text Suggestions

Without clear guidance about how all of these components connect and why they are important to the overall instructional process, teachers are left to make their own decisions about how to operationalize the unit. This lack of specificity will lead to considerable variability in instruction, lack of coherence in the delivery of content, and a high probability of unfinished student learning at the end of the unit.

- The district is considering the adoption of Readers/Writers Workshop without fully considering its alignment to the common core. The district is piloting the workshop in one school, but a full evaluation of the pilot does not exist.
- Also, Readers/Writers Workshop is being considered without identifying when professional development will be provided; yet the program requires extensive professional development in order to have any chance of success.
- The process for transitioning from Pearson’s *Reading Street* to Readers/Writers Workshop has not been clearly articulated or well thought out. In addition, teachers and principals reported to the Council team that they pull items from the Pearson Item Bank to develop practice tests for standards taught during instruction. A choice of Pearson Text Selections was provided in all of the ELA units reviewed and the item bank associated with the Pearson reading selections was used for assessment purposes.
- Discussions of academic vocabulary were isolated from the narrative context of the words.
- There is little evidence of literacy across the curriculum, even though staff asserted that they were pursuing this practice.

(d) Mathematics

- The district’s curriculum documents in math are not fully aligned to the state’s standards, and neither are the math assessments or instructional materials. Instead, the district’s math curriculum is aligned to the Common Core State Standards—Math, which are somewhat different. In addition, the curriculum does not provide sufficient guidance to teachers on the content and rigor of the standards. The new Missouri Standards for mathematics were approved in April 2016. The Missouri website states that these standards are to be used in 2016-17 even though they will not be assessed until SY 2018. (Grade Level Expectations) is 2016-17. (<https://dese.mo.gov/sites/default/files/curr-mls-standards-math-k-5-sboe-2016.pdf>).

The district should use SY17 to provide supporting details and written guidance about changes that may appear in the curriculum, what students will learn, and what they are expected to do during SY17. It is imperative that teachers be provided guidance and clarity in their curriculum documents to help inform them about any changes in the grade-level placement of specific content standards, where content is situated within the learning progression, and subtle distinctions between the Missouri Standards and CCSSM.

For the Missouri Standards for mathematics, 3.RA.D is the comparable cluster heading for CCSSM 3.08.D

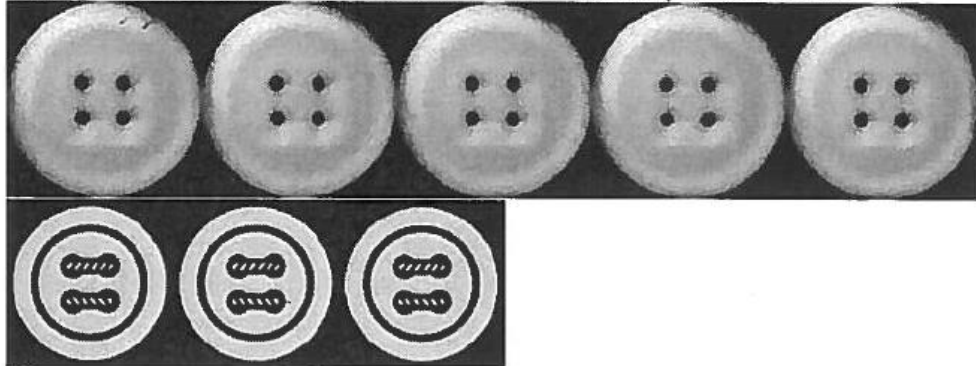
CCSSM	Missouri Standards
<i>Solve problems involving the four operations, and identify and explain patterns in arithmetic (3.0A.D)</i>	Use the four operations to solve word problems (3.RA.D)
<ul style="list-style-type: none"> Solve two-step word problems using the four operations. Represent these problems using equations with a letter standing for the unknown quantity. Assess the reasonableness of answers using mental computation and estimation strategies including rounding (3.0A.D.8) 	<ul style="list-style-type: none"> Write and solve two-step problems involving variables using any of the four operations (3.RA.D.9). Interpret the reasonableness of answers using mental computation and estimation strategies including rounding (3.RA.D.10).

While the differences between these two related standards are subtle, the district will need to provide guidance and clarity about the depth of content and the level of rigor required so that teachers are clear about what students are expected to know and do. For example, consider whether students will use the four operations to solve the two-step word problems above, or merely solve two-step problems. Second, the curriculum should be clear about distinctions in what students would do to assess the reasonableness of an answer rather than interpret the reasonableness of answers.

Moreover, items in the Kansas City benchmark assessments did not reflect the level of rigor required for the grade level. To illustrate this, examine the third grade benchmark test example from Kansas City used to assess the grade three CCSSM Standard 3.NBT.A.2, (*Fluently add and subtract within 1000 using strategies and algorithms based on place value, properties of operations, and/or the relationship between addition and subtraction.*) The assessment item seen below actually is an expectation for grade one rather than grade three, which is how the district the labels it. Therefore, the benchmark assessment has set the districtwide expectation too low.

Question:

Which number sentence can be used to find how many buttons in all?



- *A. $5+3=8$
- B. $6+3=9$
- C. $6+4=10$
- D. $6+5=11$

- The math standards are written procedurally in the district curriculum documents that the team was given. (The district’s math team has started to rewrite the curriculum.)
- The “math: scope and sequence of units and quarterly learning objectives” documents present standards discretely, making it harder for teachers to create coherence within and across grades.
- There are limited numbers of math courses above the level of pre-calculus and Algebra II in each district high school. In fact, there appear to be no AP math courses offered at any high school in the district, and no high school offers more than four AP courses. Lincoln is an IB school.
- Only 50 percent of district students have successfully completed Algebra I by the end of ninth grade.

(e) School Improvement Plans⁹

- The school district requires schools to complete an accountability plan and a school-wide Title I plan. The sections of the schoolwide Title I plan and the accountability plan (goals, strategies, etc.) appear reasonable.
- Some plans include a strategy for using the district curriculum and pacing guide. And most plans contained a needs assessment with multiple data sources.

⁹ The team examined school improvement and accountability plans for East, Garfield, Gladstone, Hartman, James, and Trailwoods.

- The team questioned whether the school improvement plans had been revised to reflect college- and career-readiness goals. One of the plans had a footer that used the date 9/26/16 as well as the date 9/26/12.
- Plans appeared to be compliance oriented and not designed to actively guide the work of schools. In other words, many plans lacked actual strategies for how they were going to improve student achievement.
 - There appeared to be an emphasis on completing the plan rather than conducting a thoughtful, reflective, iterative process that addressed school needs.
 - In many instances, the action steps were process-focused without specific or explicit connections to how these steps would raise student achievement.
- It was not clear to the team why the schools needed both an accountability plan and a separate schoolwide Title I plan.
- The needs assessment section in the plans the team reviewed reflected extremely low student performance. The stated goals allowed for a gain of one year of growth in student achievement for reading and mathematics on the MAP test in order to be deemed successful. But, improving student achievement appears to focus on remediation rather than accelerating student achievement and may actually result in wider achievement gaps.
- Even when strategies are mentioned in the plans, they were often disconnected from the deeper purpose of helping students reach grade-level performance. For example, the emphasis on planning instruction for guided reading lacked any connection to developing access to grade-level complex text. Instructionally, teachers could mistake compliance with guided reading for its actual purpose of getting students the knowledge and skills they need to read at grade level.
- Even though schools indicated that student performance in mathematics had decreased from 2015 to 2016, there was no specific strategy in the plans to improve math performance other than those that mentioned interventions (i.e., Study Island or the addition of an intervention block of 75 minutes). The lack of focus on what teachers can do during classroom instruction to fill in gaps in knowledge and skills will likely keep students from accessing grade-level content. Interventions alone will not bring students to grade level.
- Some plans indicated that school schedules were changed to block scheduling (double blocking in ELA and math, adding a remediation period). This led the team to ask what courses students were losing (science, art, social studies, PE, etc.). These courses also contribute to building reading and mathematics skill and understanding. There was no apparent attention given to lesson-plan design, instructional modifications, or assessment strategies to take advantage of the features of a block schedule. Additionally, there were no measures of how the effectiveness of the intervention time would be evaluated and no criteria for when and how to use the interventions.

- While the use of the curriculum was mentioned in some plans, there was no explanation of how teachers should use the curriculum during their PLCs or grade level planning time to address learning gaps or to accelerate student learning.
- Title I school improvement plans are approved by the CAAO and the Title I director—generally a good practice.
- The district’s academic plan describes the strategy for supporting low-performing schools and students. In general, that plan includes a focus on adding literacy labs in six elementary schools; the introduction of City Year in two of the district’s lowest performing high schools; a 1:1 laptop for all students in grades 1-12; professional development aligned to district curriculum and state standards; additional AP and dual credit opportunities; the implementation of RTI strategies using the STAR assessment; the introduction of High Schools that Work (HSTW) and Jobs for America’s Graduates (JAG); wrap-around services; a closer focus on attendance; data consultations at each school; and district-level curriculum coordinators. In the opinion of the team, these strategies alone would not be enough to turn around some of the district’s lowest- performing schools.

(f) Early Childhood Education

- Staff reported to the Council team that its best pre-K results come from its Montessori program but that many of the children who participate in the program then enroll in kindergarten in charter and private schools. The district has an explicit plan for recruiting more pre-K pupils into its schools that includes direct parent outreach, grocery store and community outreach, parent tours, promotional materials, and other efforts. (The plan appears to be very well thought out.)
- Pre-K-has a tracking system in place to know whether students perform better by grade 3. In general, the results suggest a modestly positive effect of pre-school participation by kindergarten, but the effect appears to be driven mostly by four schools (Banneker Elementary, Gladstone Elementary, Hartman Elementary, and Paige Elementary). The effect of pre-K participation in math was weaker and very uneven by kindergarten. Overall, math results appeared to be driven by four schools: Banneker Elementary, Gladstone Elementary, Cook Elementary, Longfellow Elementary, and King Elementary. The Council team did not see any analysis of why some pre-K programs were producing better effects than others.
- The district administers the DRDP to gauge kindergarten readiness, and the American Regional Council holds the data on the district.
- The size of the district’s pre-k class is about 53 percent of its kindergarten class, which is about the norm if not slightly better than the average urban school district. (Exhibit A-14)

(g) Gifted and Talented Programming

- The district identifies students for gifted programs by screening all third graders with the Naglieri, and by parent and teacher referral—generally a good practice.
- Data provided by the school systems indicated that some 698 students were enrolled in gifted and talented programs, about 5 percent of district enrollment. Some 261 (37.4 percent) of these were enrolled at Lincoln College Prep, but most schools had at least some students participating in a gifted program.
- About 66 ELLs districtwide were enrolled in a gifted and talented program, as were 244 African American students (35 percent of program participants), 279 Hispanics (40 percent), and 117 White students (16.8 percent).

(h) Technology

- The 1:1 initiative appears to have been rushed, and there is no plan or professional development on the use of the technology or how to integrate it into instruction. It was also not clear what problem the initiative was designed to solve. There is no evaluation of the program. And no replacement or maintenance plan was described to the team.
- The district does not allow elementary students to take home their new 1:1 devices leaving students without access to textbook materials. Only high school students may take their devices home.
- The district tracks the amount of usage of various electronic instructional tools, e.g., Study Island, Imagine Learning, Big Brain, but has not evaluated their effects.

Professional Development and Capacity Building

- The school system does have a professional development plan that spans a number of years and is up to date. It spells out goals, components, training for certified, non-certified staff and administrators, and evaluations. Its framework is generally grounded in work done by Robert Marzano. The plan has four main goals: Provide professional learning focused on (a) classroom practices that promote student achievement; (b) developing a deep understanding of the curriculum in all content areas and a process for continuous review and revision of learning targets; (c) assessment to promote continuous learning, to inform students, parents, and educators about student achievement, and to determine intervention needs; and (d) providing a supportive and safe learning environment conducive to student learning.
- The district has three days of professional development before the beginning of the school year and three days at the end of the school years for teacher leaders; all other teachers receive two days of professional development for the year.
- The district has an induction program for new and beginning teachers to provide a mentor and provide support on curriculum content, classroom management, and available

resources. New teachers are categorized as new (to the district) or beginning (new to teaching). They receive three to four days of orientation prior to the start of the school year and then one day per quarter pulled out for professional development. The professional development sessions include classroom management and building a new community but only four 90 minute sessions on content for the year (one each quarter). The district's induction efforts can last as long as five years.

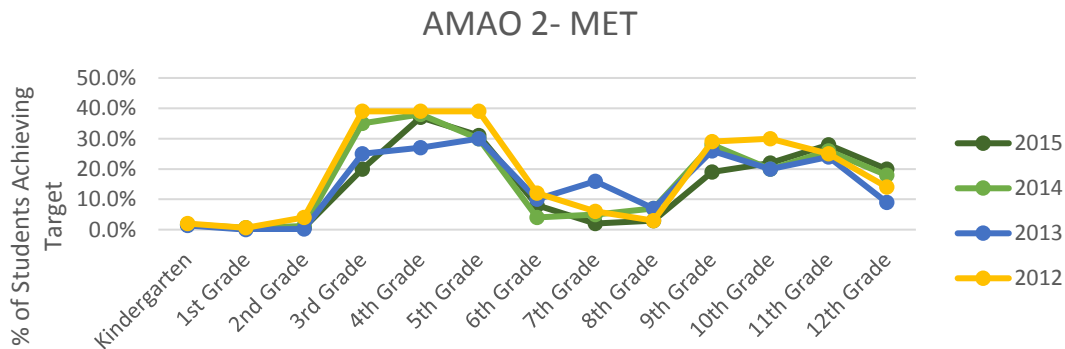
- The district provides little formal professional development for the ten instructional coaches that are funded at the school level out of Title I.
- The district has instituted the position of content lead in every building. In addition to teaching full time, each content lead provides 75 minutes of professional development every Wednesday to other teachers and also establishes model classrooms for peers to visit. According to people interviewed, the quality of content leads appears to vary widely. Content leads report that they are mostly asked to help with classroom behavior, rather than supporting teachers with instructional content.
- The content leads are supported with an external grant that may be about to expire. New funding has not been identified to continue the program. These content leads receive a \$5000 stipend funded out of a grant, but the grant that funded the additional stipend (math/science grant) was not approved for renewal.
- It would seem difficult for a content lead or teacher leader to teach a full day and have time to help others. Many principals reported that they would rather have full-time coaches.
- The district's professional development system is largely a menu-driven set of options from which teachers and staff choose courses to satisfy CEUs (continuing education units) with little connection to the district's academic priorities or student needs. A district's professional development plan should align and connect to district goals and priorities seamlessly. Professional development should include consistent follow-up and feedback, and should address teacher's knowledge of content as well as effective practices for teaching the content. It should include time for active learning and job-embedded options. Rather than single sessions, professional development should be structured to allow ample time for teachers and staff to internalize and reflect upon their practice. Effective professional development should not be built around the accumulation of hours to gain steps on a salary scale.
- The Council team reviewed the professional development plan submitted for Professional Development Department Offerings for 2015, 2016, and 2017. From the review, we found a largely menu-driven set of options per content area for which teachers and staff may choose. This menu included disconnected sessions that ranged in duration from 45 minutes to 2.5 hours. Similarly, the individual content sessions did not appear to be connected to a larger vision of professional development for the content areas. For example, the professional development in mathematics included a 2.5-hour summer session on "Number Talks for grades K-2" and "Number Talks for grades 3-5". However, during the school year, these sessions were not repeated nor were opportunities provided where teachers

could collaborate and deepen their understanding of how to use “Number Talks” to support students in understanding place value, operations, and fractions. During 2015-16 for English Language Arts, the professional development provided a mere 45 minutes each to cover such key topics as “Teaching Students Decoding”, “Teaching Students Academic Vocabulary”, and “Teaching Students Comprehension”. Sessions may have had a cursory evaluation, but there were no data on or evaluations of how the sessions affected actual classroom practice or student achievement.

- Professional development is not differentiated by teacher expertise or years of experience and does not attend to identified needs of teachers or administrators.
- Professional development is not evaluated for either how well it is implemented or what effect it has on student outcomes. (A new teacher evaluation form provided to the team had participants rating the overall preparation, style, methods and rapport of the professional development instructor; the usefulness of the ideas in the workshop; and suggestions for improvement.) The effects of professional learning communities (PLCs) and coaching are also not evaluated for their impact on classroom practice.
- The district tracks participation in professional development with its My Learning Plan, but there is no analysis of the effects of the professional development program.
- The district takes attendance on teachers participating in voluntary professional development but has no systematic tracking of the impact of professional development teachers choose to attend. Teachers are given CEUs in order to increase attendance at the sessions. Fifteen CEUs are required to move up one step on the pay scale (250 hours). In other words, the district is accruing increasing personnel costs without knowing whether the professional development produced any results.
- Principals indicated to the Council team that they do not receive systemic or adequate professional development, although some participate in the SAM program.
- Principals have PLCs once a month, but they report that they spend most of their time on attendance, discipline, and evaluation rather than understanding district expectations regarding standards and student work or how to improve instruction.
- Professional development for new principals (the Leadership Summit) entailed one week but only one day on the curriculum. Principals reported that they needed more professional development time on the curriculum and instructional expectations.
- The district cannot require teachers to meet beyond what is allowed in the Collective Bargaining Agreement (CBA).
- In general, the district’s professional development system—other than its lead teacher mechanism—is not strong enough to increase the capacity of teachers and staff to improve student achievement. The district does not have a convincing way of building the capacity of its teachers and staff.

English Language Learners

- About 24 percent of the district’s enrollment is ELL, a higher level than even the average urban school district across the country. (The percentage increases to about 28 percent when recently exited ELLs are included.) Some 4,781 students in the district speak a primary language other than English; some 3,712 of these receive ESL services.
- The top five languages spoken by students in the district include Spanish (72 percent), Somali (6.7 percent), other (6.6 percent), Vietnamese (3.4 percent), and Burmese (3.0 percent). The district also enrolls some 164 unaccompanied minors, most of whom are SIFE.
- The district uses WIDA’s ACCESS test to measure English proficiency. The district currently has 474 ELLs at Level 1 (lowest), 542 students at level 2, 907 at Level 3, 889 at level 4, and 746 at level 5 (highest). Some 265 students were assessed as proficient. The Council teams see this pattern in other districts as well.
- An analysis by the district of AMAO-2 WIDA data under the prior NCLB system shows that the district had low English language acquisition skills among students in grades K-2 and 6-8.



Part of the reason for this pattern may be due to the age and developmental level of the younger students and the increasing difficulty of the later-grades ACCESS test, but some could be due to the age of newcomer students and to the strength of the language programs at these grades. The district should further analyze these data.

- The district’s NWEA data do suggest that exited ELLs in grades K-8 tend to make more progress in reading and math than non-ELLs—also consistent with other districts and national trends.
- In its most recent auditing report, the state Department of Elementary and Secondary Education (DESE) found the district in compliance with all Title III requirements.

- It appeared from Title III budget documents that the program had a carryover of some \$300,000, but the documents were not clear about whether the funds were being repurposed elsewhere. It also appeared that not all Title III funds allocated for materials were actually spent.
- The language services department includes 12 central office staff of which five are home school liaisons, four are resource teachers, and one is an assessment specialist. A total of 94 certified and classified staff are based in schools. The district appears to make generous use of paraprofessionals to serve ELLs. The department also provides translation services to a wide array of district operations.
- The language services department performs a number of services throughout the district. The functions are summarized in Exhibit 22 below.

Exhibit 22. Functions Performed by the Language Services Office

Resource/ Support	Descriptions	Audience	Provided By/Funding Source
Co-teaching	Piloting in 3 elementary schools for 2016-2017 school year; 4 modules with a focus on language acquisition and co-teaching principles	ESL and elementary classroom teachers 2016-2017 pilot at Whittier, Garfield and Rogers	ESL Resource Teachers Title III
Educating English Language Learners (E2L2)	5 modules spread out over 5 months; content covers culture, language acquisition, academic language and differentiation	School teams consisting of ESL, classroom teachers and administrators Previous teams have attended from Wheatley, Whittier, FLA, Garfield, James, Trailwoods, Rogers, and Carver	ESL Resource Teacher and ESL Assessment Specialist Title III Operating funds
Engage ALL (SIOP-Sheltered Instruction Observation Protocol)	3-day training focusing on language acquisition and instructional support to develop language and content mastery	Classroom teachers, instructional coaches Target ESL schools	ESL Resource Teachers National Professional Development grant funds until 2017
Low-literacy strategies/reading in the content areas	Focus on how to address reading for secondary students with low to no native language literacy	Secondary ESL teachers, particularly sheltered science, math and social studies at NEMS and East	New Americans ESL Resource Teacher Title III Kauffman grant
Student Shadowing	Protocol for observing and quantifying long-term ELL classroom engagement with a follow-up focus on identifying instructional strategies to increase	Observation initially done by middle/high school leadership teams alongside a district team Target schools NEMS and NEHS	ESL Resource Teachers Title III

	engagement based on observations and data		
Lesson Modeling, Coaching, Feedback, Data Analysis	Available upon request by teacher or administrator; for individuals, teams or grade levels	Open to all	ESL Resource Teachers and ESL Assessment Specialist Title III
Interpreting and translating	12 in-district languages available to do face-to-face interpreting or short translations for schools and teachers with the goal of increasing and supporting the home-school connection for second language families; additional languages are available at school sites through use of ESL paraprofessionals	Hearings Office Early Childhood Public Relations Repurposing Department Office of Student Support Transportation Department Child Nutrition All school sites Community agencies as requested (i.e., Jewish Vocational Service, Della Lamb)	Home-School Liaisons Title III Operating funds (ESL paraprofessionals) Refugee Impact Grant
Community outreach	Conduct home visits, help connect KCPS families with community resources, immigration support	All second language families and referrals from schools/staff	Home-School Liaisons Interpreters Supplemental Migrant/Refugee/LEP Social Worker Title III Refugee Impact Grant Title I-C
Parent Education	Parenting classes in multiple languages to address discipline and acceptable cultural practices, the American school system, attendance, graduation. Parent education and information classes on topics such as inclement weather, enrollment, vaccinations, transportation, as well literacy and academics and how to support in the home	All languages are invited with particular attention to new arrivals	Supplemental Migrant/Refugee/LEP Social Worker Home-School Liaisons Interpreters Title III Refugee Impact Grant Title I-C

Student support	Interpreting and translating, academic support in the form of in class assistance, grade/credit monitoring, support groups and counseling	Any ELL, with particular attention to migrant, refugee and immigrant students	Supplemental Migrant/Refugee/LEP Social Worker Home-School Liaisons Interpreters ESL Paraprofessionals Title III Refugee Impact Grant Title I-C Operating funds (paraprofessionals)
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- The director of ELL is not on the superintendent’s cabinet, and ELL program needs are sometimes not considered at the outset of the district’s instructional strategizing, according to multiple staff the Council team interviewed.
- Judging from the Council team’s interviews, there did not appear to be any deliberate mechanism for collaboration between content coordinators and the ELL department to intentionally address language development among the district’s English language learners.
- Teachers were sometimes reported to put ELLs on computers when they didn’t know what else to do with them.
- The district lacks a systemwide strategy for implementing co-teaching models for ELLs and students with disabilities in general education classes. Some co-teachers were reported to lack content knowledge.

Special Education

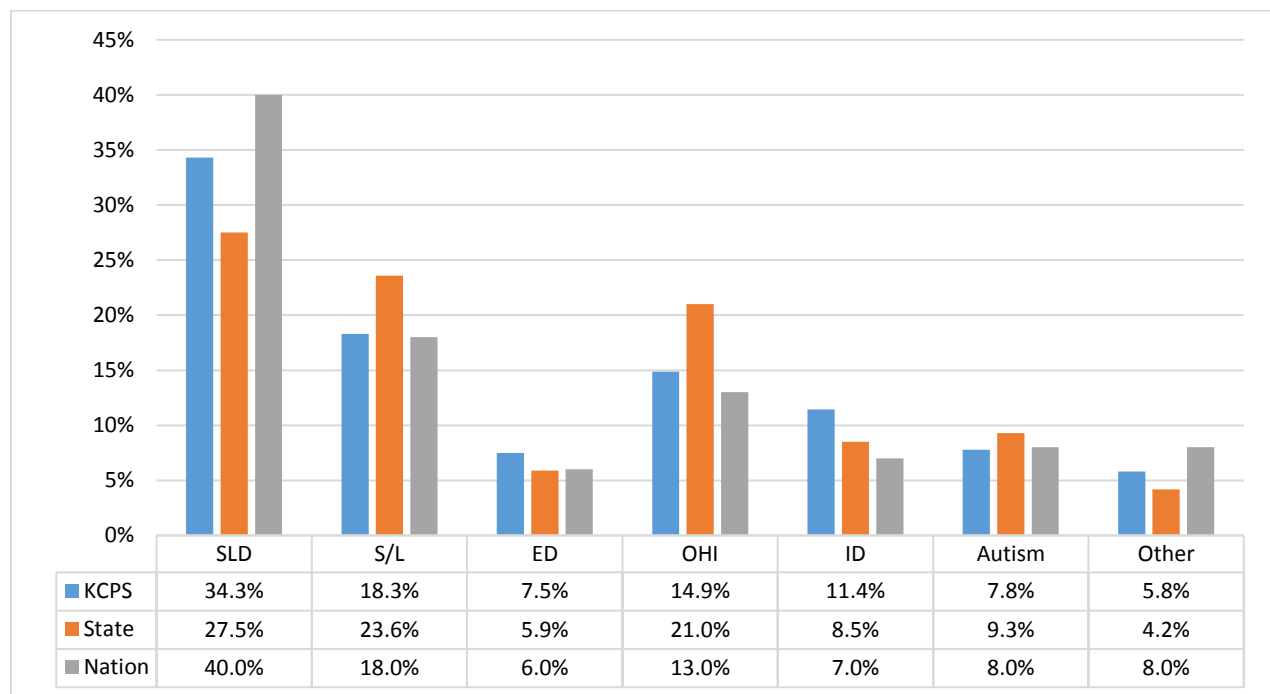
- There appears to be little coordination between special education staff and general education staff on curriculum development, professional development, or implementation of either.
- Staff interviewed by the Council team described a districtwide culture that resisted mainstreaming of special education students in general education classrooms. There appeared to be no culture of inclusion in the district for ELLs or SPED students.
- The district does not do extensive co-teaching in classrooms with students with disabilities at the elementary school level. The district does no substantial professional development to prepare teachers to co-teach or to implement a co-teaching model or work with co-teachers.
- The district may have a disproportionate placement of students in special education by race, but the disproportionality is in the direction of White students, with some disabilities. (See more below.)

- The special education office does its own professional development of special education teachers, but does not provide professional development on special education for general education teachers

a. Disability Rates

- KCPS enrolls some 2,146¹⁰ students with IEPs, who are three through 21 years of age. This number includes students in separate schools (inside and outside of the district). The number accounts for 13.78¹ percent of the 15,568¹¹ students enrolled in the district. Among school-aged students (K-12), the district enrolls some 1,970 students with disabilities, which amounts to 13.51 percent of the district’s 14,581 students. This percentage is comparable to the 13.1 percent average across 71 urban school districts on which we have data.¹² Percentages in other districts ranged from 8 percent to 22 percent, indicating that KCPS was normal in the numbers of students identified as having a disability. The KCPS figure is only slightly higher than the 12.9 percent national figure, which has decreased since 2004-05, when it was 13.8 percent.¹³

Exhibit 23. Percentage of Students by Disability Category, Compared to State and Nation



¹⁰ Retrieved from Missouri Department of Education, Special Education Data Category at <https://mcids.dese.mo.gov/quickfacts/Pages/Special-Education.aspx>.

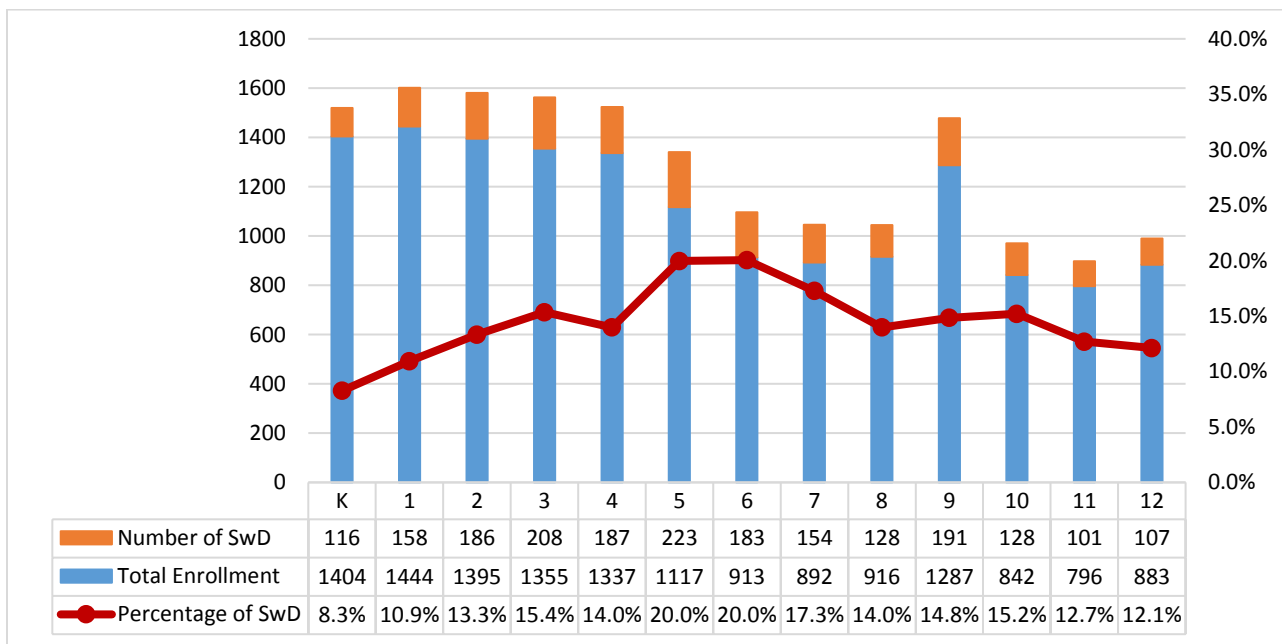
¹¹ KCPS By the Numbers (n.d.). Retrieved from <http://www.kcpspublicschools.org/site/Default.aspx?PageID=171>.

¹² Most data were provided by school districts that responded to a survey conducted by the Urban Special Education Leadership Collaborative; the Council team or members of the team obtained the remaining data during district reviews.

¹³ U.S. Department of Education, National Center for Education Statistics. (2015). *Digest of Education Statistics, 2013* (NCES 2015-011), Chapter 2. The rates are based on 2011-12 data based on students 3 through 21 years of age. <http://nces.ed.gov/fastfacts/display.asp?id=64>.

- KCPS’s students with IEPs are identified as having particular disabilities at proportions that are comparable to state and national levels.¹⁴ (See Exhibit 23 above.) The greatest disparity between KCPS and state and national averages is in the areas of intellectual disabilities, where KCPS’s 11.4 percent is somewhat higher than the state’s 8.5 percent and the nation’s 7 percent; and emotional disturbance, where KCPS’s 7.5 percent is somewhat higher than the state’s 5.9 percent and the nation’s 6 percent. In all other categories, KCPS percentages lie between the state’s and the nation’s.
- The district’s overall average of students with IEPs is 13.5 percent, but the figure varies by grade. (Exhibit 24 below.) Following a low of 8.3 percent in kindergarten, the percentage increases to 10.9 percent (first grade), 13.3 percent (third grade), 14 percent (fourth grade), and a high of 20 percent in fifth and sixth grades. In seventh grade, the percentage drops to 17.3 percent, and is steady between grades eight to ten at 14 or 15 percent. In the eleventh and twelfth grades, the percentage drops to about 12 percent despite the fact that many students with IEPs continue to receive postsecondary transition services and activities past the age of 18 years, a pattern that is often seen in other major urban school systems.

Exhibit 24. Kansas City Students with IEPs by Grade



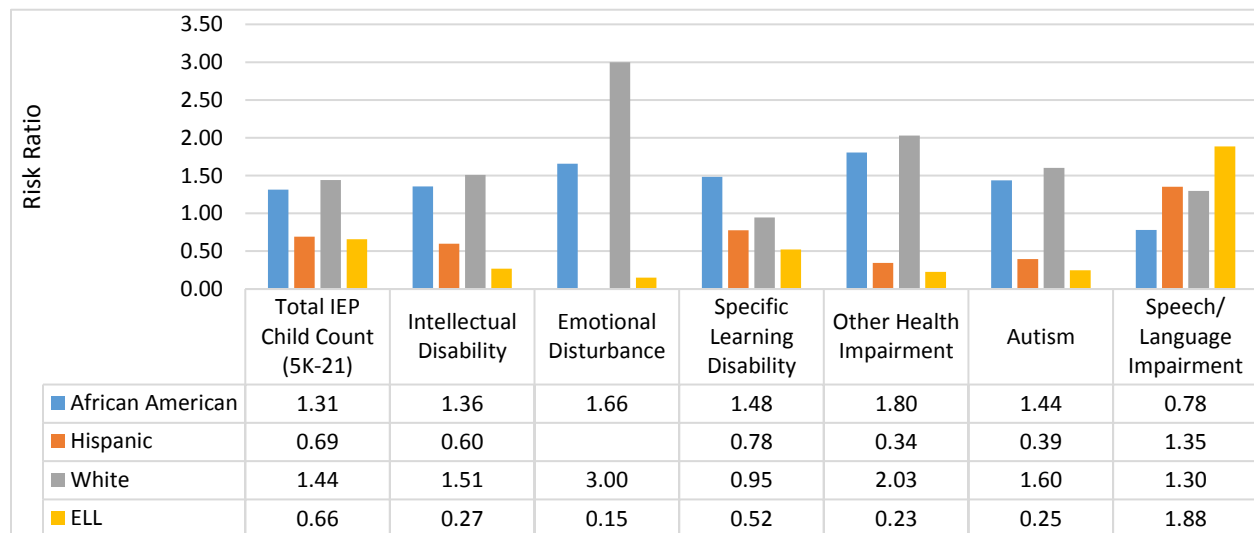
b. Risk of Over-identification

- There are 1,243 African American students in special education, out of the total school population of 8,246 African American students in the district.

¹⁴ National and state data are based on the U.S. Department of Education’s 2014 IDEA Part B Child Count and Educational Environment database, retrieved from 2014-15 USDE IDEA Section 618 State Level Data Files, retrieved at <http://www2.ed.gov/programs/osepidea/618-data/state-level-data-files/index.html#bccee>. Unless otherwise stated, all KCPS data were provided by the district to the Council’s team.

- State performance plans often use a weighted risk ratio to measure disproportionality by race. School districts having a racial/ethnic student group with a weighted risk ratio of at least 3.0 for two or more consecutive years are required to conduct a self-review of their compliance with policies, procedures, and practices. The state’s weighted risk ratio analysis is based on a minimum of 40 students with disabilities in a particular racial category.¹⁵ Exhibit 25 shows students by the most prevalent race/ethnic and ELL subgroups, most common disability areas, and their relevant risk ratios. These data show that White students are 3.0 times more likely than students in other racial/ethnic groups to be identified as having an emotional disturbance. These students are also 2.03 times more likely to be identified as having an “other health impairment.” No disproportionality exists for other student groups and disability categories (identified as a ratio of 2.0 or greater).
- ELL students are less likely than students who are not ELLs to be identified as having a disability. Exhibit 25 also shows the risk ratio for all ELLs with IEPs and for ELLs with a disability by category where there are at least 10 ELL students. Only in the speech/language category are ELLs more likely than students who are not ELLs to be identified (1.88 risk ratio). ELLs were much less likely than students who are not ELLs to be identified as having any other disabilities.

Exhibit 25. Race/Ethnicity Risk Ratios by Most Common Disability Categories



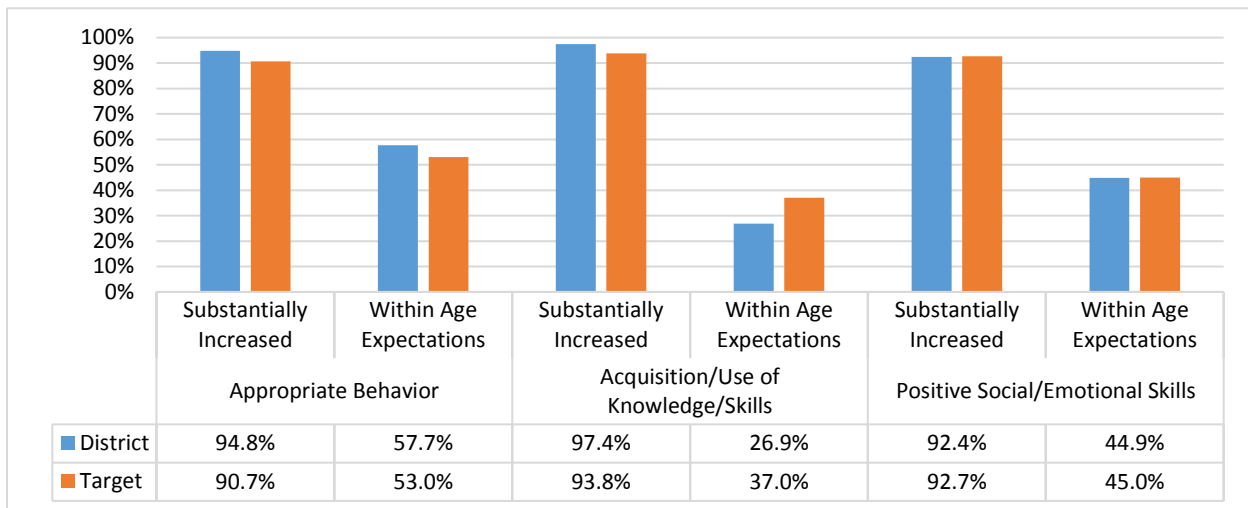
c. Achievement of Students with Disabilities

- One of the indicators in Missouri’s State Performance Plan (SPP) involves the achievement of young children with IEPs in three areas: (1) appropriate behavior, (2) acquisition and use of knowledge and skills, and (3) positive social/emotional skills. In each of these three

¹⁵ In 2010-11, the U.S. Government Accountability Office (GAO) reported that states do not use standard calculations or definitions to define disproportionality, and there are large differences between state measures. The U.S. Department of Education has issued a draft regulation that requires states to use a reasonable risk ratio measurement with a minimum cell size of 10. A final regulation may be issued prior to the end of President Obama’s administration, but it is unclear what the next administration will do with it.

areas, calculations are made in the following two ways: (1) percentage of children who entered an early childhood (EC) program below developmental expectations for their age but who had substantially increased developmentally by age six when they exited the program, and (2) percentage of children who were functioning within expectations by age six or had attained those expectations by the time they exited the EC program. Exhibit 26 shows that KCPS’s young children with IEPs did not exceed state targets in three of the achievement outcome areas assessed by SPP. In positive social-emotional skills, the expectations were not met either for the rate of growth of children entering EC below expectations (difference of 0.3 percentage points) or for the children functioning within expectations by age six or upon exit of EC (difference of 0.1 percentage points). For acquisition/use of knowledge/skills and performing within age expectations by age six or upon exit of EC, the difference between the district and the target was 10.1 percentage points.¹⁶

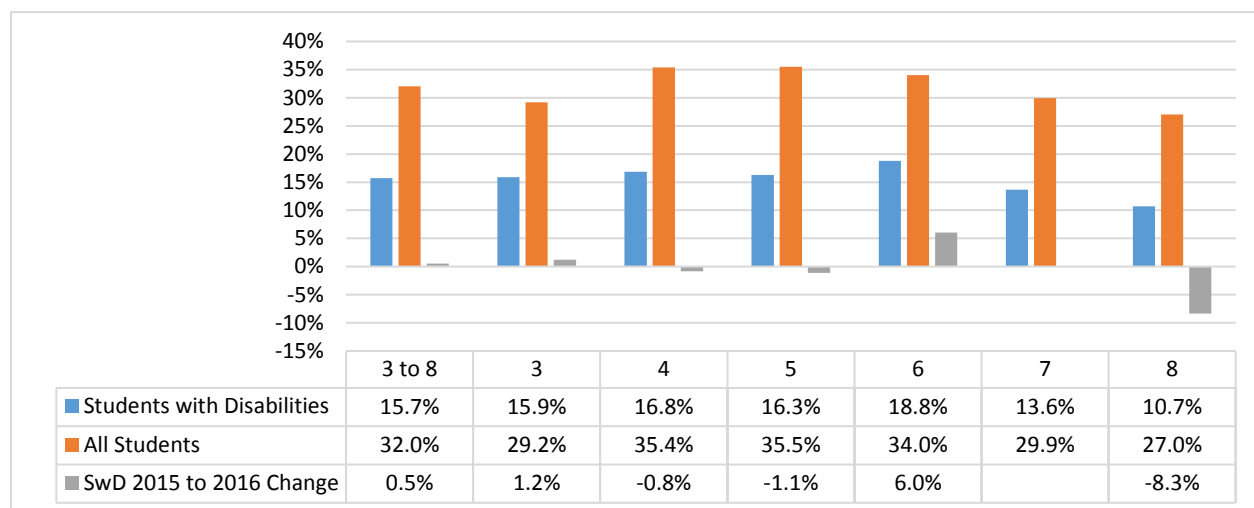
Exhibit 26. Achievement Outcomes for Kansas City/State Students with IEPs Ages Three to Five, 2014-15



- Overall, a higher percentage of students with disabilities scored proficient or above on statewide communication arts assessments in sixth grade than in other grades. Exhibit 27 shows that 15.7 percent of all students with disabilities in grades three to eight scored at least proficient, and rates ranged between 10.7 percent (eighth grade) to 18.8 percent (sixth grade). When compared with 2015, the rates decreased by 0.5 percentage points overall and ranged from a 6.0 percentage point increase (sixth grade) to an 8.3 percentage point decrease (eighth grade). The rates for all students in grades three to eight with proficient/above scores are more than twice as high as for students with IEPs, with an overall rate of 32.0 percent. The rates range from 35.5 percent (fifth grade) to 27.0 percent (eighth grade).

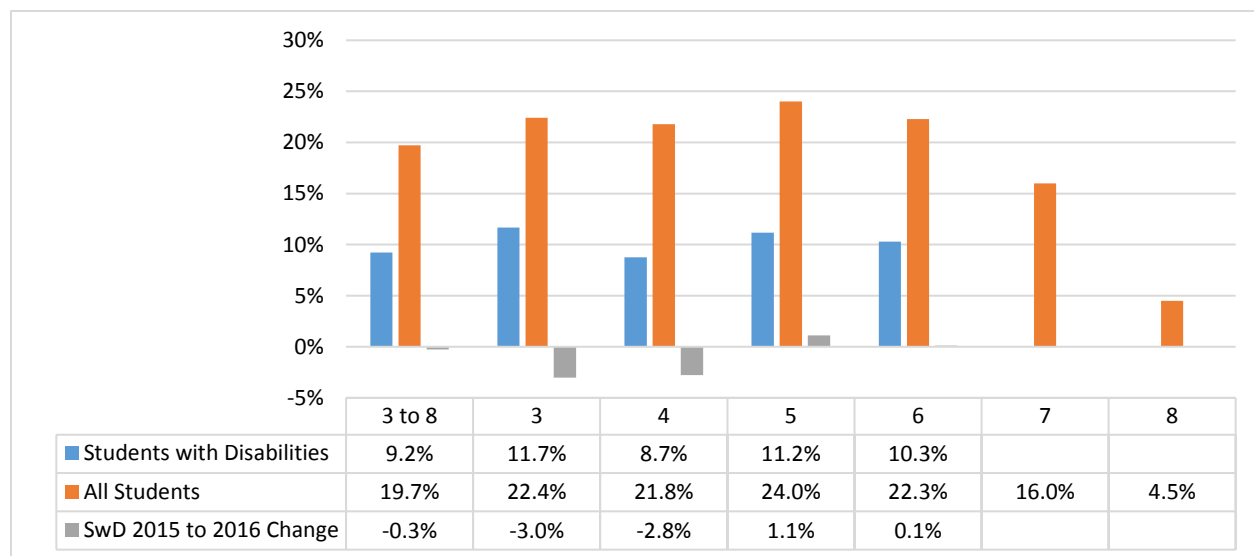
¹⁶ Missouri Department of Elementary and Secondary Education Special Education District Profile. Retrieved from <https://mcde.dese.mo.gov/guidedinquiry/Special%20Education/Special%20Education%20Profile%20Report%20-%20Public.aspx?rp:SchoolYear=2016&rp:DistrictCode=048078>.

Exhibit 27. Percentage of Communication Arts Proficient/Above Scores for Students with IEPs and Changes between 2015 and 2016



- A higher percentage of students with disabilities scored proficient or above on the math assessments in third grade than in other grades. Exhibit 28 shows that 9.2 percent of all students with disabilities scored at least proficient, and rates ranged between 8.7 percent (fourth grade) to 11.7 percent (third grade). When compared to 2015, the rates decreased by a 0.3 percentage point overall and ranged from a 1.1 percentage point increase (fifth grade) to a 3.0 percentage point decrease (third grade). The percentage of all students with proficient/above scores was 19.7 percent, and rates ranged between 4.5 percent (eighth grade) to 24.0 percent (fifth grade). The increasing gap may be due to the lack of training on interventions and supports in general education. Rates for students with disabilities are not reported for seventh or eighth grades because too few students with disabilities were proficient at those grade levels.

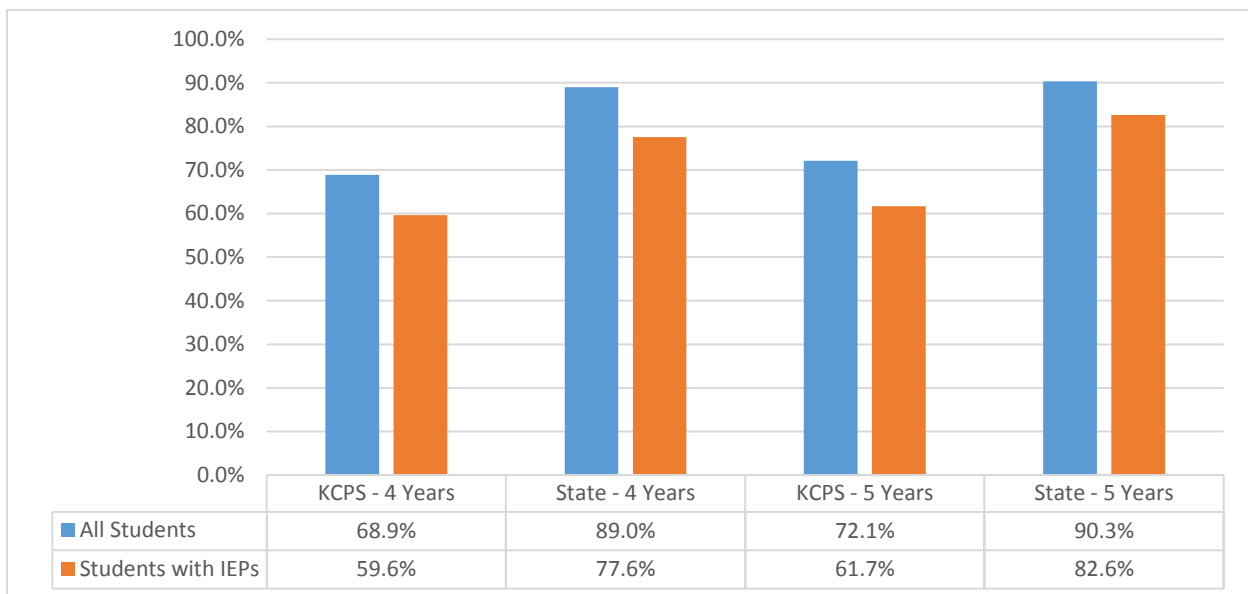
Exhibit 28. Percentage of Math Proficient/Above Scores for Students with IEPs and Changes between 2015 and 2016



d. Graduation and Dropouts of Students with Disabilities

- KCPS’s *four-year* graduation rate is 59.6 percent among students with IEPs and 68.9 percent for all students. Both groups of students have rates that are lower than the state’s percentages for students with IEPs (77.6 percent) and all students generally (89.0 percent). KCPS’s *five-year* graduation percentages are higher than the four-year rates for both student groups. KCPS’s graduation rate was 61.7 percent among students with IEPs, which was lower than the state’s 82.6 percent rate. Also, KCPS’s 72.1 percent rate for all students was lower than the state’s 90.3 percent rate for all students.¹⁷ (See Exhibit 29.)
- The annual dropout rate for all students with IEPs was 4.4 percent, compared to the state’s rate of 2.3 percent.

Exhibit 29. Percentage of Kansas City/State Students with IEPs Who Graduated



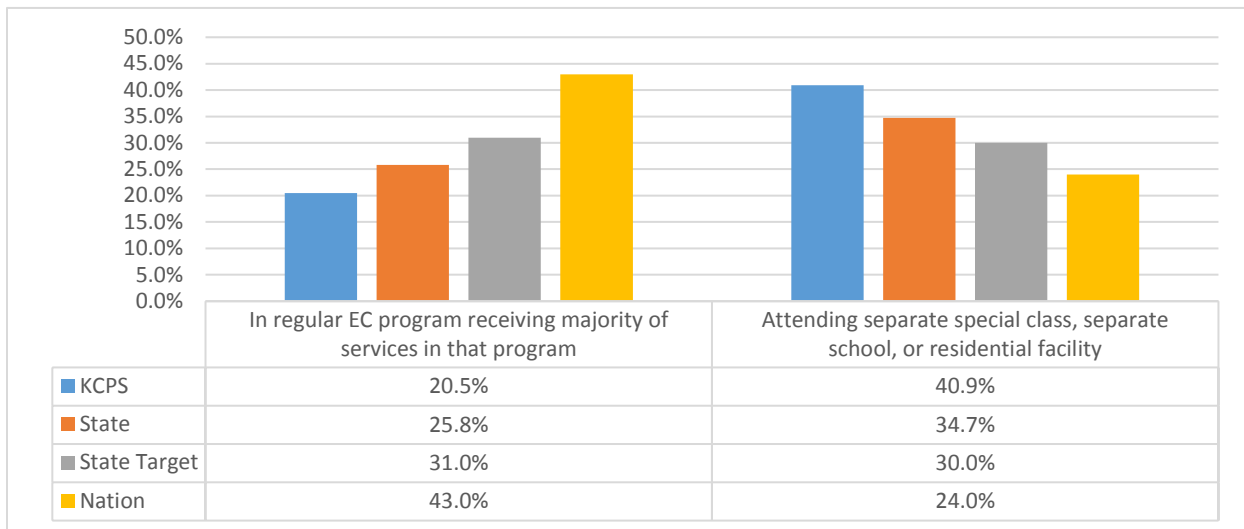
e. Educational Settings

- A lower percentage (20.5 percent) of district children with IEPs ages three to five years received the majority of their services in early childhood programs than the state’s percentage (25.8 percent), the state’s target (31.0 percent), and the nation’s percentage (43 percent). (See Exhibit 30.) At the same time, the district educated a higher percentage of young children in separate classes, separate schools, or residential facilities (40.9 percent) compared to the state (34.7 percent), the state target (30.0 percent), and the national average (24 percent).¹⁸

¹⁷ Missouri Department of Elementary and Secondary Education Special Education District Profile. Retrieved from <https://mcds.dese.mo.gov/guided inquiry/Special%20Education/Special%20Education%20Profile%20Report%20-%20Public.aspx?rp:SchoolYear=2016&rp:DistrictCode=048078>

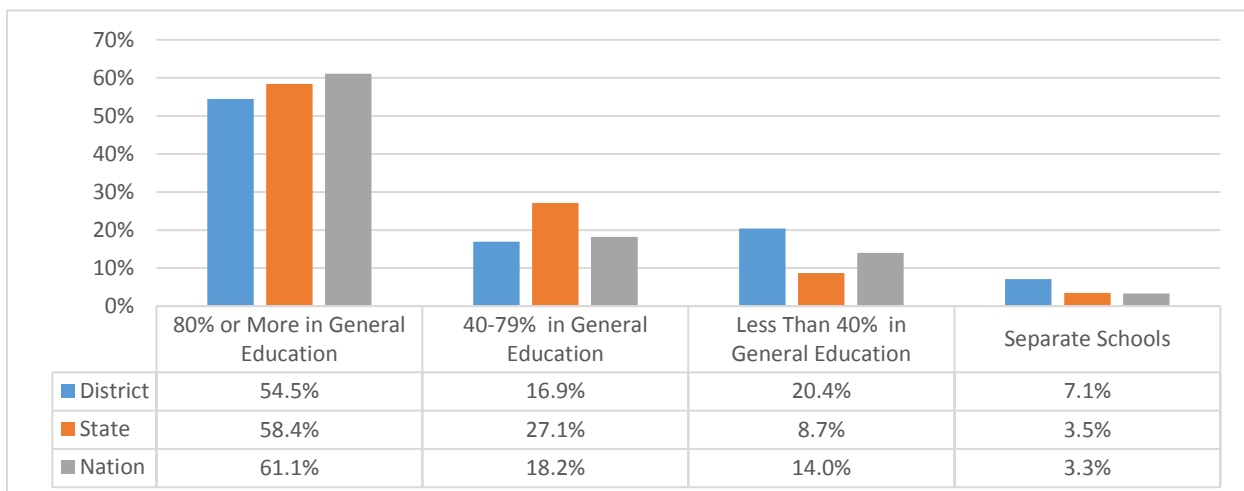
¹⁸ All district and state data for educational settings is based on the Missouri Department of Elementary and Secondary Education Special Education District and State Profiles. Retrieved from <https://mcds.dese.mo.gov/guided inquiry/Special%20Education/Special%20Education%20Profile%20Report%20-%20Public.aspx?rp:SchoolYear=2016&rp:DistrictCode=048078>

Exhibit 30. Percentage of Young Children with IEPs (Ages 3 to 5) by Educational Environment



- The district’s pattern of educating young children in general education settings at rates below the state and nation continued with school-aged students.¹⁹ KCPS educates 54.5 percent of its students inclusively (80 percent or more of the time in general education classes), about the same as the state (58.4 percent); but both figures are lower than the nation’s (61.1 percent). The district educates 20.4 percent of its students in separate classes most of the day (less than 40 percent in general education), a higher figure than both the state’s (8.7 percent) and the nation’s (14.0 percent). Furthermore, a higher percentage of district students are educated in separate schools (7.1 percent) compared to the state and nation (3.5 percent and 3.3 percent, respectively). (See Exhibit 31.)

Exhibit 31. Percentage of Students by Educational Environment

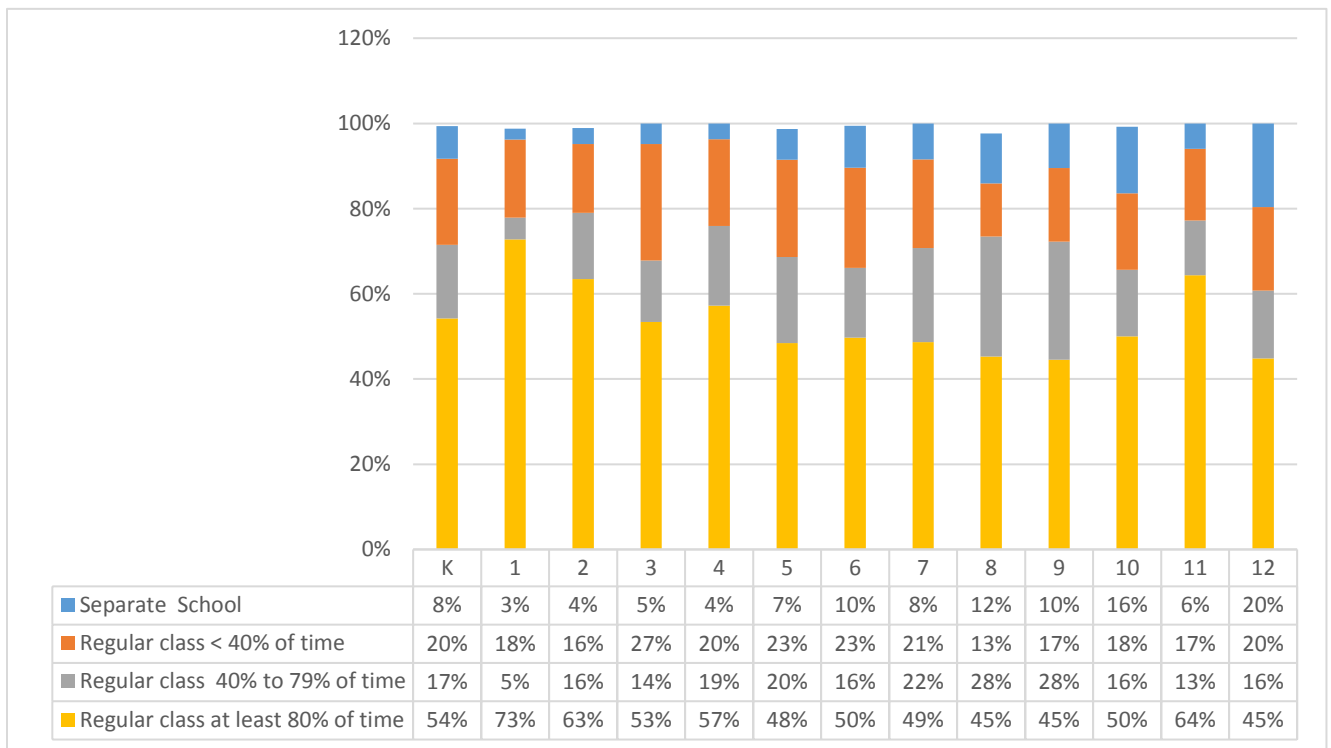


¹⁹ <http://www2.ed.gov/fund/data/report/idea/partbspap/2013/tn-acc-stateprofile-11-12.pdf>. National data are based on USDE’s 36th Annual Report to Congress (Fall 2012 data).

¹⁹ National data was retrieved from <http://www2.ed.gov/fund/data/report/idea/partbspap/2013/tn-acc-stateprofile-11-12.pdf>.

- Under the Every Student Succeeds Act (ESSA), it is expected that only one percent of all students in grades not otherwise taking statewide assessments will take an alternate assessment. It is estimated that this alternative assessment is appropriate for some 207 students with a significant cognitive disability. Based on data provided by KCPS, 776 students are educated in separate classes most of the school day, and another 171 are educated in separate schools inside and outside the district. With this in mind, care should be taken to ensure that students who take the MAP receive instruction aligned with the Missouri Standards, even when they are being educated in separate classes and schools.
- The percentage of district students educated in more restrictive settings is fairly consistent from kindergarten to twelfth grade. For example, students educated in self-contained placements (less than 40 percent in regular classes) ranged from 13 percent in eighth grade to 27 percent in third grade. A high percentage (73 percent) of first grade students with IEPs are in regular classes at least 80 percent of the time. This figure drops significantly to only about half of all students with IEPs and fluctuates thereafter (between 45 and 64 percent). While only three percent of first graders are educated in separate classes or in separate schools, this figure increases to between 10 and 16 percent in the middle grades and high school. (See Exhibit 32.)

Exhibit 32. Percentage of Students by Grade and by Educational Environment



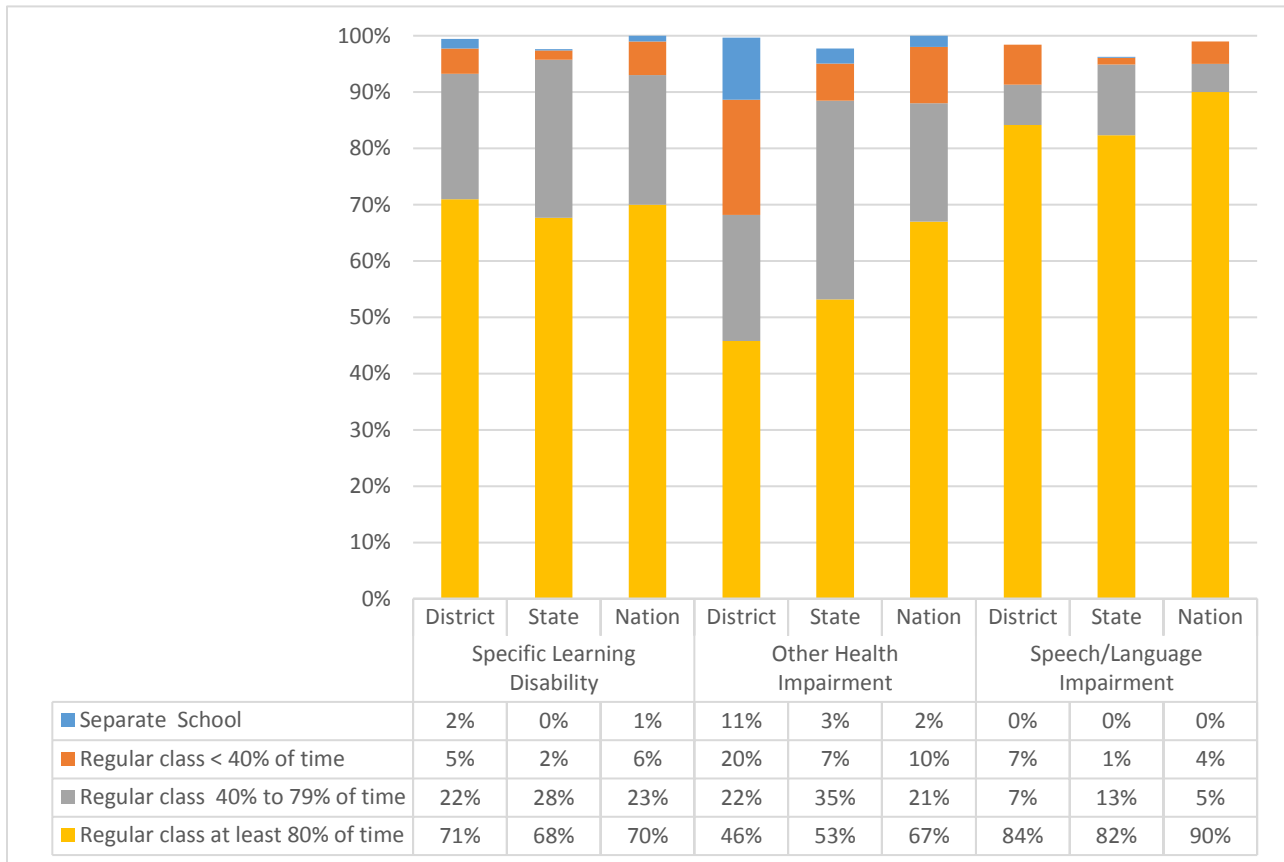
- Exhibit 33 shows the percentages of students in the district, state, and nation in the most common disability categories.²⁰ The percentage of KCPS students in inclusive settings (in regular classes at least 80 percent of the time) or in separate classes most of the time or in

²⁰ Retrieved national data from <http://www2.ed.gov/programs/osepidea/618-data/static-tables/index.html>.

separate schools is comparable to the state and nation, except students with Other Health Impairments. The exhibit shows the three disability categories that have the highest proportions of KCPS students educated inclusively (specific learning disability, other health impairment, and speech/language impairment). The category of OHI also has high percentages of students educated in separate classes or schools most of the time.

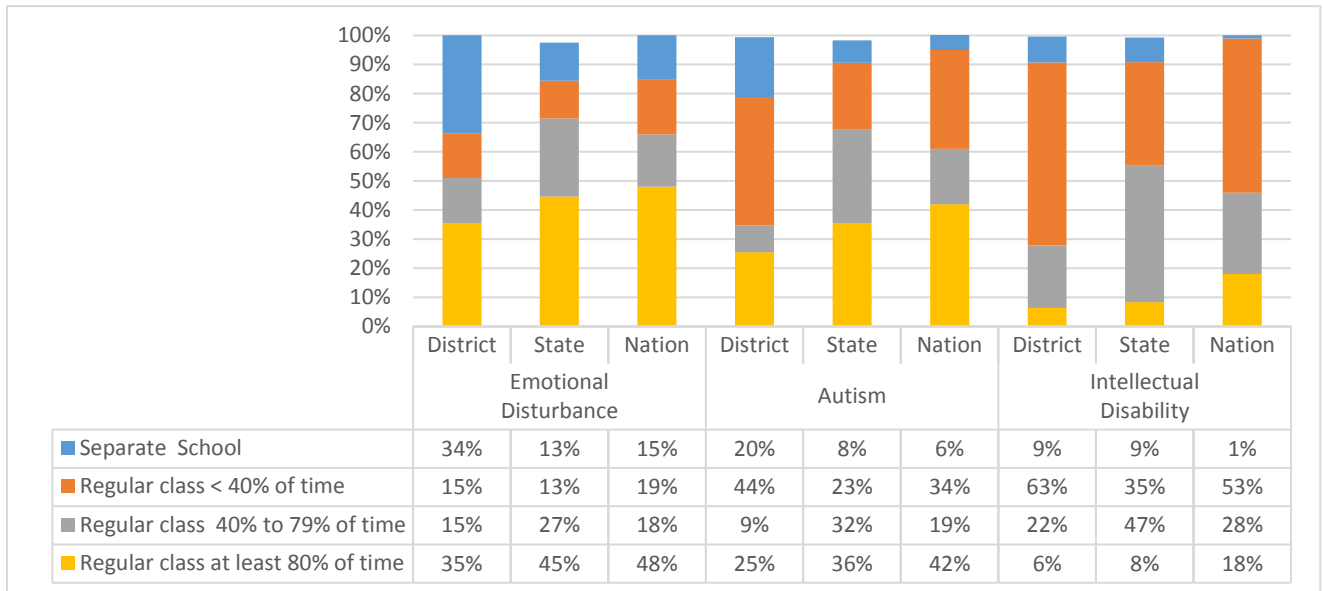
- **SLD.** In the area of SLD, the district’s 71 percent rate of students educated inclusively is one percentage point higher than the nation’s. KCPS’s 5 percent rate of students educated in self-contained classes (less than 40 percent of time in regular classes) is three percentage points higher than the state’s figure and one point lower than the nation’s.
- **OHI.** In the area of OHI, the district’s 46 percent rate of students educated inclusively is seven percentage points lower than the state’s figure and 21 points lower than the nation’s. KCPS’s figure of 20 percent of students educated in self-contained classes is 13 percentage points higher than the state’s and 10 points higher than the nation’s.
- **S/L.** In the area of S/L, a greater percentage of KCPS students are educated inclusively. The district’s 84 percent rate was two percentage points higher than the state’s and six points lower than the nation’s.

Exhibit 33. Educational Environment for Students with SLD, OHI, and S/L



- Exhibit 34 shows the three disability categories with the highest rates of students spending most of their time in separate classes or separate schools (emotional disturbance, autism, and intellectual disability).
 - **ED.** In the area of ED, the district’s rate of 35 percent of students educated inclusively is 10 percentage points lower than the state’s figure and 13 points lower than the nation’s. KCPS’s rate of 34 percent of students educated in separate schools is 21 percentage points higher than the state’s and 19 points higher than the nation’s. This data may suggest that the district has a culture of placing ED students with disabilities in separate schools.
 - **Autism.** In the area of autism, the district’s rate of 25 percent of students educated inclusively was 11 percentage points lower than the state’s rate and 17 points lower than the nation’s. KCPS’s figure of 20 percent of students educated in separate schools was 12 percentage points higher than the state’s and 14 points higher than the nation’s.
 - **ID.** In the area of intellectual disabilities, the district’s rate of six percent of students educated inclusively is two percentage points lower than the state’s figure and 12 points lower than the nation’s. KCPS’s figure of nine percent of students educated in separate schools is equal to the state’s rate and eight percentage points higher than the nation’s.

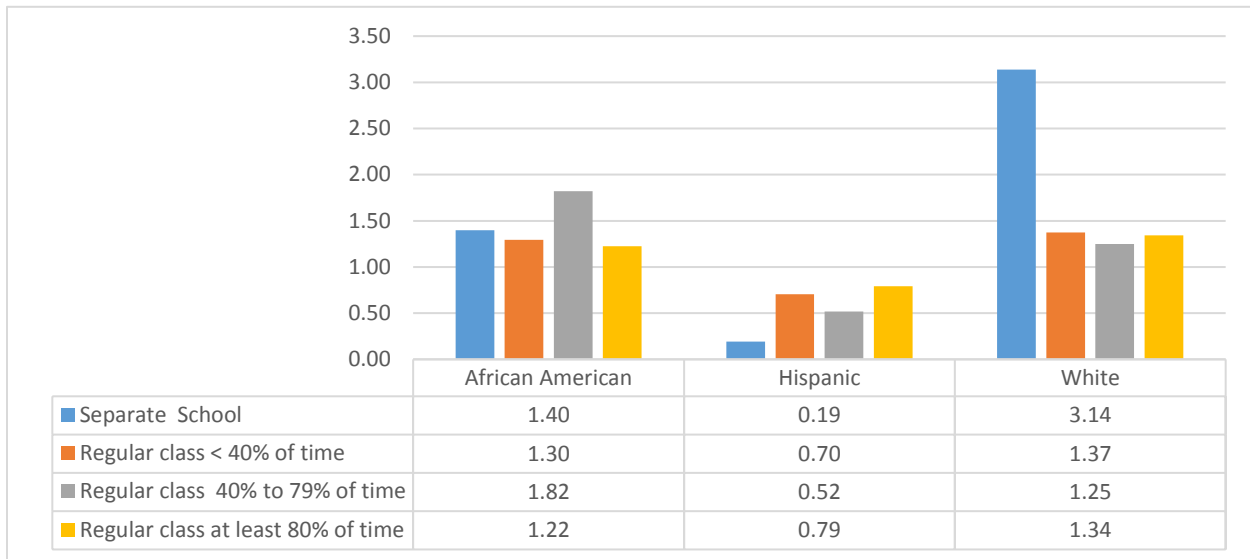
Exhibit 34. Educational Environments for Students with ED, Autism, and ID



- Using the risk ratio methodology shown earlier, Exhibit 35 shows the likelihood that students from each racial/ethnic group would be educated in the designated educational environment compared to students in all other racial/ethnic groups. A risk ratio of “1” reflects no risk. Higher numbers reflect a greater risk or likelihood of placement in a particular setting. These data show that White students are more than three times (3.14) as likely to be educated in a separate school compared to their peers. Other risk ratios range

from 0.19 to 1.82. These risks are below any level that is generally considered to be significant, e.g., a risk of 2 or 3.

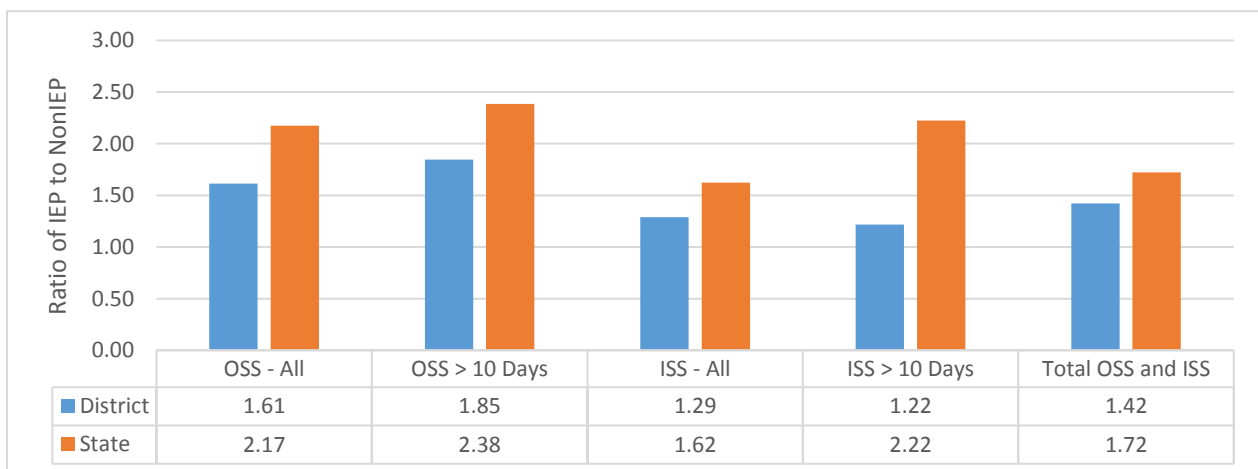
Exhibit 35. Educational Environment Risk Ratios by Race/Ethnicity



f. Suspensions and Discipline of Students with Disabilities

- In 2015-16, a relatively small number of students received an out-of-school suspension (OSS) overall, and even fewer had an OSS of 10 days or more. As shown in Exhibit 36, the risk ratio of out-of-school suspensions for students with disabilities compared to their non-IEP peers are all below 2.0.²¹ Moreover, the district risk ratios in each of the suspension categories are lower than the state’s ratios.

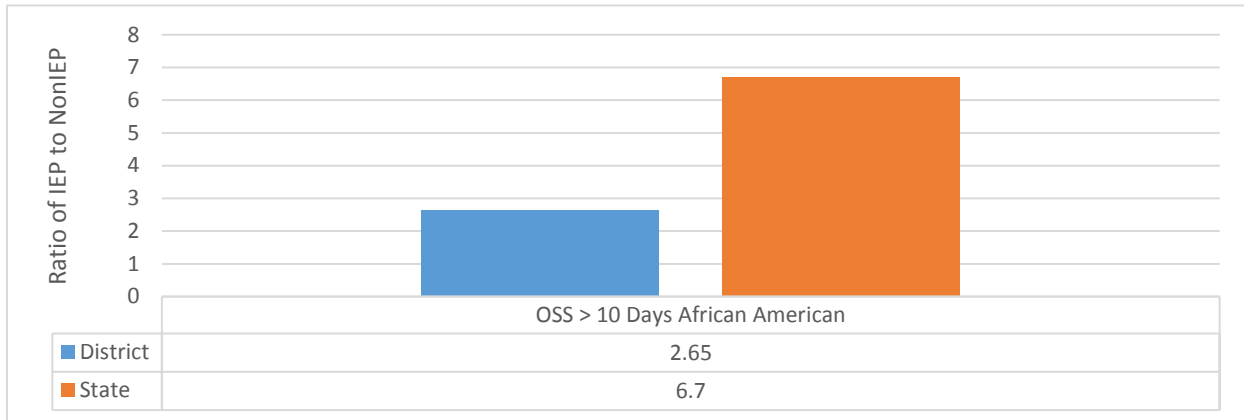
Exhibit 36. Out-of-School Suspension Risk Ratios for Students with IEPs



²¹ Missouri Department of Elementary and Secondary Education Special Education District Profile. Retrieved from <https://mcids.dese.mo.gov/guidedinquiry/Special%20Education/Special%20Education%20Profile%20Report%20-%20Public.aspx?rp:SchoolYear=2016&rp:DistrictCode=048078>

- Exhibit 37 shows that African American students with IEPs are 2.65 times more likely than other students to receive an OSS of ten days or more.¹⁴ Risk ratios for other racial/ethnic groups were not reported due to the small number of students from other groups suspended for 10 days or more. Again, the figure for African American students with IEPs was well below the state rate overall.

Exhibit 37. Out-of-School Suspension Risk Ratios for Students with IEPs by Race/Ethnicity



Accountability

- The district’s system by which it holds staff and teachers responsible for student outcomes was very weak.
- Teachers are evaluated on a series of standards and indicators that are summarized below.

	Standards	Indicators
Standard 1	Content knowledge aligned with appropriate instruction	Content knowledge and academic language
		Student engagement in subject matter
		Disciplinary research and inquiry methodologies
		Interdisciplinary instruction
		Diverse social and cultural perspective
Standard 2	Student Learning, Growth, and Development	Cognitive, social, emotional and physical development
		Student goals
		Theory of learning
		Differentiated lesson design
		Prior experiences, multiple intelligences, strengths, and needs
		Language, culture, family, and knowledge of community values

Standard 3	Curriculum Implementation	Implementation of curriculum standards
		Lessons for diverse learners
		Instructional goals and differentiated instructional strategies
Standard 4	Critical Thinking	Instructional strategies leading to student engagement in problem-solving and critical thinking
		Appropriate use of instructional resources to enhance student learning
		Cooperative, small group, and independent learning
Standard 5	Positive Classroom Environment	Classroom management techniques
		Management of time, space, transitions, and activities
		Classroom, school, and community culture
Standard 6	Effective Communication	Verbal and nonverbal communication
		Sensitivity to culture, gender, intellectual, and physical differences
		Learner expression in speaking, writing, and other media
		Technology and media communication tools
Standard 7	Student Assessment and Data Analysis	Effective use of assessments
		Assessment data to improve learning
		Student-led assessment strategies
		Effect of instruction on individual/class learning
		Communication of student progress and maintaining records
		Collaborative data analysis
Standard 8	Professionalism	Self-assessment and improvement
		Professional learning
		Professional rights, responsibilities, and ethical practices
		Follows policies and procedures
Standard 9	Professional Collaboration	Induction and collegial activities
		Collaborating to meet student needs
		Cooperative partnerships in support of student learning

- Teachers are rated as emerging, developing, proficient, or proficient plus. The process involves a pre-evaluation review, individual support plans, Student Growth Objectives, a

pre-classroom observation conference, a formal observation, a summative scoring, and a review of results.

- The team was told that the district allows teachers to choose which of several assessments to use to measure the student growth component of their evaluations. Students who do not have at least 10 percent attendance can be eliminated from the teacher evaluation assessments, as can be students with disabilities and ELL, for whom the teacher is not responsible for teaching the content for the Student Growth Objectives.²²
- Principals reported that evaluation scores were inconsistently applied to their evaluations.

	Standards	Indicators
Standard 1	Vision, Mission, and Goals	Develop, articulate, and implement a vision
Standard 2	Teaching and Learning	Promote positive school culture
		Provide an effective instructional program
Standard 3	Management and Organizational Systems	Manage the organizational structure
		Manage personnel
		Manage resources
Standard 4	Collaboration with Families and Community	Collaborate with families and other community members
		Mobilize community resources
Standard 5	Ethics and Integrity	Exercise personal and professional responsibility

- Principals are scored as unsatisfactory, needs improvement, developing, proficient, or distinguished.
- Central office staff are evaluated using a self-assessment form (the Employee CIS Self-Assessment) that apparently is being revised. Areas of self-assessment include: accomplishment and development actions over the last 12 months, success attributes and behaviors, strengths and needs, action steps, and potential next moves.
- The team saw little evidence that personnel were explicitly evaluated on such things as student discipline rates, achievement gaps, graduation rates, attendance, or the like.

²² The summative evaluation is based on student growth on two Student Growth Objectives. Exceptional growth means 57 percent or more students achieved the growth goal; acceptable growth means 41 to 56 percent of students achieved it; minimal growth means 26 to 41 percent of students achieved it; and insufficient growth means that 25 percent or fewer students met the growth goal.

Data and Assessments

- In general, the district does not have the data it needs to inform improvements in classroom practice or to provide administrators the information they need to help improve student outcomes.
- The district does not have program goals against which to evaluate effectiveness.
- The district does not have a true research and evaluation unit, although it has assessment staff who report to the CAAO. The department has a director of assessment, two assessment coordinators, a research assistant, and a core data analyst.
- The state has revised standards and changed tests multiple times in recent years, making it difficult for the district to create instructional coherence or accurately track performance.
- The district appears to place a great deal of emphasis on testing as a lever to improve student achievement (e.g., NWEA, STAR, Alpha Kids, QRI, Achievement Series—the ELA and math quarterlies, ACT practice tests, FLA, state test—the Missouri Assessment Program (MAP), EOCs, SGOs, ACCESS, 21st Century Skills Assessment, and various program-embedded assessments). Some tests were redundant, and it was not always clear why the district was administering them.
- The use of multiple assessments may be resulting in confusion over what needs to be taught. Teachers are responsible for reconciling or triangulating multiple test results and figuring out what to do in response to disparate student performance on them.
- The Achievement Series math test items are pulled from Pearson’s item bank, and are almost all one-step, multiple choice items and do not adequately align with the complexity or rigor of the standards. The district’s grade three quarterly math benchmark assessment consisted exclusively of one-step multiple-choice items.
- The district administers both pre-test and post-test quarterly benchmark exams. The pre- and post-test results on NWEA generally show that between 40 and 50 percent of students in each tested grade meet growth targets, but the targets do not appear to be well calibrated against the state test’s proficiency levels—meaning that there may be the appearance of improvement but a pattern where students in the district are actually falling farther behind state expectations.
- The district has interpreted “significant progress” to mean one year of progress on the NWEA exam, even if students are performing below grade level and need to grow more than one year to catch up.
- To analyze whether progress on NWEA was likely to get students to proficiency on the state test or result in further progress on accreditation, the Council used the Northwest Evaluation Association (NWEA) Assessment results from the 2014-15 and 2015-16 school years to develop fall, winter, and spring target scores associated with a passing score on

the MAP assessment. Those target scores were then compared to the district mean NWEA scores for their respective grades and years. The data targets used in this analysis link the NWEA scores to expectations based on the Missouri state assessment rather than NWEA norms.²³ Exhibit 38 illustrates that the math and reading norms for expected proficiency are progressively higher based on the state assessment than on the NWEA assessment. Consequently, setting expectations for growth or proficiency based on NWEA would leave the district well short of proficiency on the state assessment, and students would fall farther behind as they proceeded from one grade level to the next.

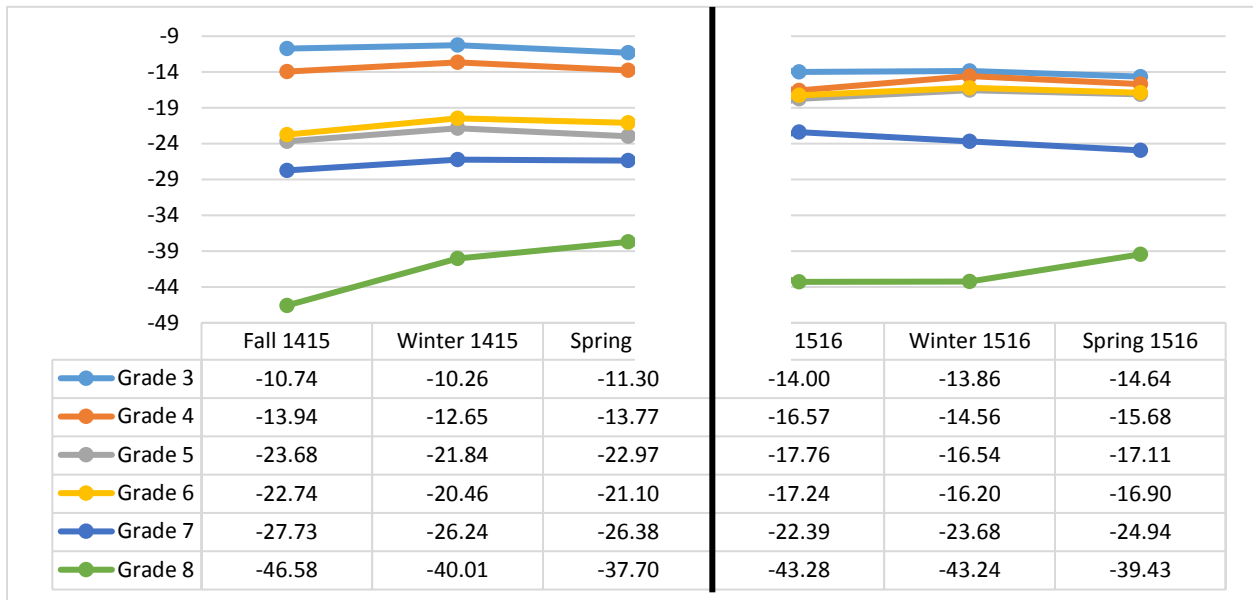
Exhibit 38. Math and Reading Norms for Expected Proficiency Based on State and NWEA Assessments, Grades Three through Seven

Grade	Math		Reading	
	Proficiency Target	NWEA Norm	Proficiency Target	NWEA Norm
3	194.3	190.0	189.7	188.0
4	208.6	202.0	197.5	198.0
5	216.6	211.0	204.3	206.0
6	221.5	218.0	209.5	211.0
7	232.9	223.0	217.0	214.0
8	252.8	226.0	219.3	217.0

- Exhibit 39 graphs the differences between the target scores and the district performance in mathematics. In 2014-15, third grade students began the year 10.74 scale score points below the NWEA target for expected proficiency on the spring MAP assessment. By spring, these students were 11.3 scale score points below expected proficiency on the spring MAP assessment. At the other grade levels, similar trends were observed; however, students in subsequent grade levels begin the school year with a greater gap between mean performance and expectations. During the same year, seventh and eighth grade students closed the gap between mean performance and expectations as the school year progressed (from 27.73 to 26.38 and from 46.58 to 37.7 points below expectations, respectively). Similar patterns were observed for the 2015-16 school year.
- It has been noted in this report that the district has set a number of goals for students meeting NWEA growth targets during the course of the year. The data previously shown indicates that students are meeting growth targets, but they are not closing the achievement gap between their performance and expected proficiency levels. Moreover, between grade three and grade eight, as students progress from one grade level to the next, they begin the year farther behind expectations. In other words, expected growth on NWEA is not sufficient to close the gap on the state’s definition of proficiency, making it harder for the district to see measurable gains on the state test and add more accreditation points.

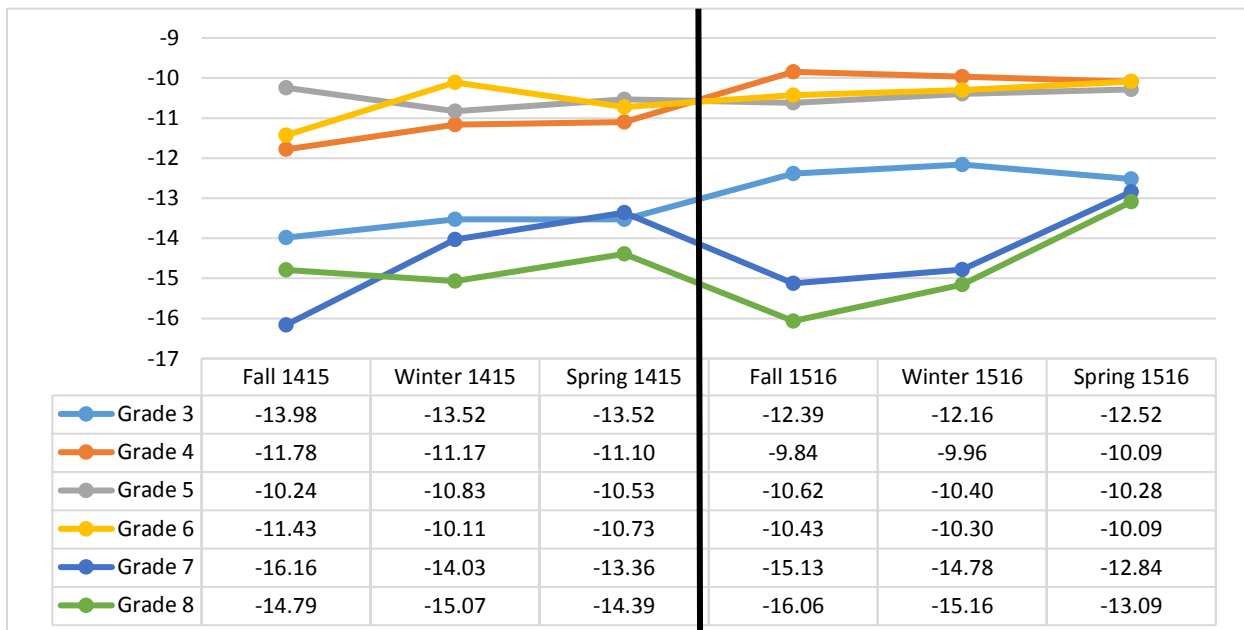
²³ NWEA 2015 Comparative Data to Inform Instructional Decisions. Fall Norms Retrieved from <https://www.nwea.org/content/uploads/2015/09/MAP-2015-Comparative-Data-to-Inform-Instruction-Decisions.pdf>

Exhibit 39. Difference Between NWEA Target Math Scores and the District Mean Scores on NWEA for the 2014-15 and 2015-16 Fall, Winter, and Spring Administrations.



- Exhibit 40 graphs the differences between the target scores and the district performance in reading. In 2014-15, third grade students began the year 13.98 scale score points below the NWEA target for expected proficiency on the spring MAP assessment. By the spring, these students were 13.52 scale score points below expected proficiency on the spring MAP assessment. The trends in reading were similar to the trends in mathematics.

Exhibit 40. Difference Between NWEA Target Reading Scores and the District Mean Scores on NWEA for the 2014-15 and 2015-16 Fall, Winter, and Spring Administrations.



Discipline and Behavior

- Discipline infractions and out-of-school suspension rates were unusually high compared with other major urban school systems, especially in seventh, eighth and ninth grades—and even higher among males of color.
- District surveys of elementary school students generally show that some 90 percent feel safe at school, an improvement from 82 percent in SY2011.
- Student reports of feeling safe at the high schools are reported on a Likert scale of 1 to 5. Results by school range from 3.17 (SY2015) at SWECC to 4.06 at Lincoln.
- There is a districtwide PBIS program, but it does not appear to be as effective as it could be. The team saw no explicit evaluation of the program.
- There is a general decline in student enrollment over the years, but the district shows a large bulge in ninth grade enrollment, probably because of the numbers of students who have not earned enough high school credits to move forward. Enrollment in 2016 in grade 8 was 916 students, grade 9 was 1,287, and grade 10 was 842 students.

Recommendations

General Organizational and Leadership

1. Charge the superintendent with making the case for change and improvement in the district and articulating the danger to the district's accreditation status of maintaining the academic status quo. Use examples of other major urban districts with similar populations that have made significant gains.
2. Build ownership for change among district stakeholders, including principals and teachers, along with key external stakeholders and business leaders as the district develops a new strategic plan for improvement.
3. Have the school board and superintendent voice loudly and repeatedly their high expectations for the achievement of all students in the school system and their expectation that staff will also demand high standards for student work and the central office will provide guidance on how it might be done.
4. Articulate a clear theory of action for district improvement that spells out what the district should hold tight and what the schools have flexibility to do.
5. Build a communications strategy that calls attention to the needed reforms but also features what the district under the new superintendent has done in response to concerns that teachers, parents, principals, and others have raised.

6. Examine other major urban school systems across the country that have substantially improved student achievement and learn what they have done to improve.
7. Charge all senior staff with working together collaboratively on academic improvement systemwide and hold them accountable for doing so.
8. Articulate a clear vision for what learning is essential and how to gauge student progress. (See Charlotte-Mecklenburg, DC, Boston, Des Moines, and Long Beach).
9. Create an actual department of research and evaluation, and have its director report to the superintendent or a chief of staff to the superintendent rather than to the CAAO.

Instructional Programming

Personnel

10. Reassign and realign senior instructional staff as necessary to ensure high quality instructional leadership in the school district.
11. Charge academic staff with working collaboratively with ELL and SPED units to ensure their ongoing inclusion in the development of all curriculum guidance and the selection of all instructional materials.
12. Reorient the work of the principal supervisors to focus more on instructional leadership. Provide the instructional professional development necessary for them to fulfill that role, and coordinate more closely with CIPD. (See work in Broward County, Long Beach, and Des Moines.)
13. Establish regular mechanisms by which principals meet with each other across grade spans to conduct and review instructional strategies and plan for greater instructional articulation.
14. Consider redeploying staff resources to provide a designated staff lead in the areas of social studies and science.
15. Consider redeploying Title I funds to support a districtwide cadre of reading and math instructional coaches for all eligible schools, and support their training using Title I or Title II funds.
16. Approach local universities for their assistance in improving the pipeline of talent in critical personnel shortage areas.

Curriculum, Materials, and Instruction

17. Fully align curriculum documents and instructional units grade by grade to the Missouri Learning Standards, and set district expectations to clarify the meaning of each standard in order to focus instruction on essential learning, so that all students will receive powerful

instruction to meet college and career readiness standards. It is the responsibility of the CIPD department to provide the guidance and support necessary to enable teachers to meet the needs of all students. General instruction, scaffolding and support, and recommended materials, along with interventions, should be built into all guidance documents.²⁴

18. Define and communicate a districtwide MTSS system with both academic and behavioral components that includes the following features:
 - A districtwide MTSS leadership team.
 - Written expectations for an MTSS framework in both academics and behavior (Tier I, Tier II, Tier III instruction, Restorative Justice, PBIS, etc.).
 - Universal design for learning (UDL) principles that are integrated into the MTSS framework (to the extent possible). Consider sending a team to the Harvard University UDL program.
 - A plan for researching the use of systemwide universal screeners appropriate at various grade levels and with differing levels of language acquisition.
 - A map of resources/gaps that would identify district intervention needs and plan for filling gaps with research-based academic and behavior interventions.
 - A plan for providing significant professional development to implement MTSS with fidelity.
 - Data supports that integrate academics and behavior.
19. Begin incorporating the use of Student Achievement Partners' IMET tools and the Council's GIMET and ELD 2.0 criteria into the vetting and selection of all districtwide instructional materials to ensure their compatibility with college- and career-readiness standards.
20. Develop a process by which school staff provide feedback on all new curriculum documents, strategies, and materials so that central office documents provide the proper level of detail that principals and teachers need and find useful.

English Language Arts/Literacy

21. Begin requiring the daily use of complex texts in classrooms during whole-group instruction. Provide short-term professional development for principals and weekly guidance for teachers on the use of complex texts, including how to ensure that all students reading below grade level have access to grade-level texts. Begin with read-alouds, and ask questions of students that compel them to return to the texts to answer those text-dependent questions and build understanding (not recall). Charge CIPD with sharing key characteristics of complex texts and how to select them. Provide sample high-level questions to pose to students based on the complex reading. Consider how to scale the tactic over time to larger numbers of teachers, students, and other subjects. (Collect testimonials from teachers on how the exercises worked, post them on the district's website, and incorporate them into later professional development.)

²⁴ Consider using any one of the Council's instructional, materials, and curriculum tools.

Involve the union. (This process would help with the change management process because it would serve as a warm-up to the adoption of a modified Readers/Writers Workshop program.)

Remember that Readers/Writers Workshop is an instructional framework and is designed to establish classroom routines and instructional approaches that allow teachers to employ small-group instruction based on reading levels. It is important to note that rigorous practice with grade-level texts for extended periods of time must be incorporated into this model if students are to make significant gains in their reading proficiency. The Missouri Learning Standards need to be clustered in a way that includes all features of the standards, including key ideas and details, craft and structure, integration of knowledge and ideas, research, and range of text complexity. Ensure that CIPD designs units and lesson plans that provide explicit guidance on how to teach the standards, not just list the standards. Guidance should include exemplars of student work showing differing levels of proficiency and depth of knowledge and the quality of instruction that was necessary to produce it. This work should be deeply embedded in the district's professional development and might involve help from the Council and SAP on how to do it. (Use GIMET to determine where the Workshop model needs augmenting in order to meet all standards.)

Mathematics

22. Similar to English Language Arts/Literacy, implement a parallel short-term strategy with math on the use of performance tasks that involve multiple steps and require students to construct viable arguments and critique the reasoning of others as they justify and defend solutions.
23. Develop a structured process to support students in comprehending rich mathematics tasks. Use a process where teachers and students use close reading of a complex word problem or task, which focuses students' attention on the meaning and structure of the task rather than on trying to find an answer or solution. Initially, students and teachers should read a complex word problem closely—three times—to understand the context of the problem as well as to uncover linguistic and mathematical clues to the problem. The teacher frames guiding questions to compel students to frequently revisit the task and grapple with the words and meaning contained in the problem. (This allows all students to gain access to the problem without the teacher overly simplifying or paraphrasing the text for groups of students). This is done in whole and small groups while the teacher gradually withdraws support over time so that students are able to solve these performance tasks independently. Charge CIPD with developing or identifying exemplars and initial training (see examples from San Francisco Unified on the Three Reads).
24. If the district retains its use of Envisions, then its revised curriculum and pacing guides will need to indicate how the text can create greater coherence within and across grades. (See the coherence map on Achievethecore.org.) Where there are deficits in Envision, according to EdReports, the district curriculum guidance should:
 - Build student understanding by linking concepts within and across grades.
 - Identify gaps in students' knowledge by tracing standards back to their logical prerequisites.

- Support teachers in visualizing and understanding how supporting standards relate to the major work of the grade.
25. Consider requiring four years of math for high school graduation. Create additional math course options above the pre-calculus level at all district high schools. Partner with local universities to provide a calculus-for-teachers course to build capacity of teachers who could then become AP certified. Expand the number of AP math courses in district high schools, beginning with AP calculus or AP computer science principles.
 26. Celebrate short-term successes as the district builds them and bolsters the skills of its principals and teachers to take on the work.

School Improvement Plans

27. Consider consolidating the school improvement plans and the accountability plans into a single document. Ensure that individual school goals roll up to districtwide goals and priorities,
28. Consider adding two additional columns to the school improvement plan templates, one focused on *Expected Outcomes* and the other on *Evidence of Success or Status*.
29. Develop a process where principal supervisors and CIPD routinely review the school improvement plans with school teams throughout the school year. This review should allow for discussion of the impact of strategies for improving student achievement—rather than on the plan’s compliance.

Early Childhood Education

30. Develop proactive strategies for increasing the numbers of students who participate in pre-K and who then enroll in Kansas City Public Schools (i.e., sharing with parents what the children will be provided in a quality kindergarten experience and how it will be done. Provide samples of newsletters, lesson plans, and work samples that illustrate quality of teaching and learning.)
31. Ensure that students in the early grades are receiving foundational reading instruction (print concepts, phonological awareness, phonics and word recognition, and fluency) that will enable to them to read with accuracy and fluency to support the comprehension of texts.

Gifted and Talented Programming

32. Establish a plan for increasing the number of certified Advanced Placement teachers and teachers with gifted and talented endorsements in elementary and middle school in order to substantially increase the opportunity for students to access Advanced Placement courses.
33. Revamp K-12 programming to build in honor’s courses to prepare students to successfully complete honors and AP courses

Technology

34. Provide a 1:1 laptop for every student in 1st through 12 grades—augmented with a program that supports standards implementation with home-school connections that reinforce learning and provides practice for gaining proficiency.

Professional Development and Capacity Building

35. Rethink and completely overhaul the district’s strategy for building the capacity, expertise, and talent of its people. Rebuild a coordinated professional development system for the district’s content leaders, PLCs, principal supervisors, principals, teachers, and coaches around effectively addressing the district’s academic priorities and students’ instructional needs.

Differentiate the district’s professional development around student needs, prior training, years of experience, grade level, etc. Ensure that training for principal supervisors, principals, and teachers is aligned and accessible to all instructional personnel.

36. Articulate “non-negotiables” into the district’s professional development system to clarify what everyone will have to participate in in order to rebuild the instructional capacity of the teaching force. Simultaneously, ensure that these experiences are of the highest quality so that the time spent in them is perceived as useful and effective.
37. Build a districtwide professional development system that will not only strengthen the capacity of current staff but will define a pipeline of talent across personnel levels in the system. (Look at the pipeline systems in Charlotte-Mecklenburg and Long Beach.)
38. Design ongoing and regular professional development for principals around (1) deepening their understanding of state standards, curriculum content, and assessments, and (2) coaching on how they can assist their teachers in raising the rigor of instruction and the quality of student work.
39. Build a system for regularly evaluating how well professional development is implemented and whether it has any effects on student outcomes.
40. Consider asking the Council of the Great City Schools and Student Achievement Partners to conduct professional development and give technical assistance to central office staff to begin implementing these reforms.

English Language Learners

41. Include the Director of ELLs as part of the superintendent’s cabinet to ensure that ELL program needs are considered at the outset of the district’s systemic planning.
42. Design and implement a districtwide instructional strategy and program for ELLs built around the twin goals of acquiring English proficiency and mastering content standards. The program should presume a shared responsibility of both general education and ESL staff. Build the

strategy around the precepts laid out in the Council’s publication, *A Framework for Raising Expectations and Instructional Rigor for English Language Learners* (ELD 2.0). The framework calls for two critical components: Focused Language Study (FLS) and Discipline-specific Academic Language Expansion (DALE).

43. Conduct a comprehensive needs analysis of newcomer students—numbers and needs. Then, determine the necessity for additional services and instructional programs, and identify schools that would require specific professional development in this area.
44. Incorporate ELL data in the district’s emerging data dashboard system or data warehouse to allow the central office to monitor the achievement of ELLs across the district.
45. Provide professional development for general and ESL teachers and school leaders on how to use ELL data to make instructional decisions.
46. Charge the ELL office and a new research office with tracking, analyzing, and reporting on ELL enrollments by ELP levels, time in program, services received, and content achievement, etc.

Special Education

47. Create a single point of entry systemwide and at the school level for determining whether students have a suspected disability. Include relevant teachers and behavioral/related services staff in the process.
48. Review local operating standards for determining eligibility to ensure that they are clear, user friendly, and accessible to all stakeholders, with supportive documents and forms.
49. Expect collaboration from the staff in curriculum and instruction, ELL, and Special Education units in determining eligibility.
50. Analyze staffing data (SPED teachers, psychologists, speech/language, etc.) to assess appropriate ratios of staff compared to other urban school districts across the county.
51. Establish a process for defining how schools will differentiate instruction for students with disabilities in general education classes—along with targeted professional development to support the effort.
52. Consider the feasibility of redeploying parts of school psychologists’ time to provide mental health services for students, using Medicaid to support mental health services, and partnering with community mental health agencies on school sites to address trauma and social/ emotional needs.

Accountability

53. Develop an accountability system for central office staff that ensures staff responsibility for progress on the district's academic goals and priorities and provides incentives to collaborate in cross-functional teams for jointly addressing major district challenges, e.g., the overhaul of professional development, the strengthening of Tier I instruction, and a revamping of data systems.
54. In the short-term, delay revamping the district's evaluation procedures for teachers and school-based staff until curriculum reforms take hold. At that point, the district should overhaul its personnel evaluation procedures to put greater and more concrete emphasis on improving student results, building teacher and principal capacity, and bolstering the quality of instruction.
55. Establish a calendar of regular program evaluations. Build an evaluation component into all initiatives.
56. Begin building a data analytic system to provide central office staff and school-based staff with better and more granular information on where students are struggling academically and where they are making progress. This system should use assessment and other data, but it should include differing kinds of analysis of that data to better inform instructional practice. This work ought to be a joint effort between the research office and the office of the chief academic officer and should include analysis of how various student groups are performing and why.
57. Conduct explicit evaluations of the district's various electronic instructional tools, e.g., Study Island, Imagine Learning, and Big Brain, and their impact on student achievement—not solely based on usage counts.

Data and Assessments

58. Gauge the redundancy of current assessments (e.g., STAR and NWEA), and eliminate overlapping tests.
59. Eliminate mandatory use of pre-tests in the Achievement Series in math and ELA.
60. Review the alignment of assessment items on the Achievement Series against the state standards by grade level and time of year.
61. Eliminate use of STAR for ELA testing. Begin developing parent-friendly reports on other assessments to communicate student progress.
62. Eliminate the third NWEA assessment next year since the district will have the state test results, which could be used to predict results from the first two administrations.

63. Ensure that the purposes of district-mandated assessments are clear at both district and school levels.

Discipline and Behavior

64. Implement a districtwide PBIS program that provides protocols for minimizing any loss of instructional time due to suspensions. This plan should explicitly address—

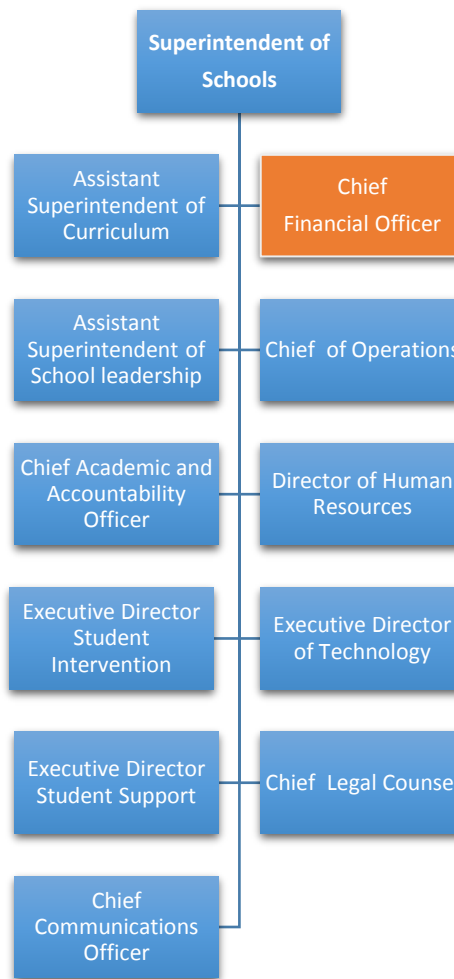
- Early childhood suspensions
- Disproportionality
- Long-term suspensions
- Short-term (1-3 day) suspensions

F. Financial Operations

The financial team conducted its fieldwork for the financial review during a four-day site visit to Kansas City, from November 1 through 4, 2016. This chapter presents the findings and recommendations of the team in the following areas: commendations, organization, leadership and management, and operations. Please note that the footnotes contained herein are an integral part of this report.

Exhibit 41 below shows the district’s overall organizational chart and the 11 direct reports to the superintendent, including the chief financial officer.

Exhibit 41. KCPS Organization Chart (As revised 9/9/2016)

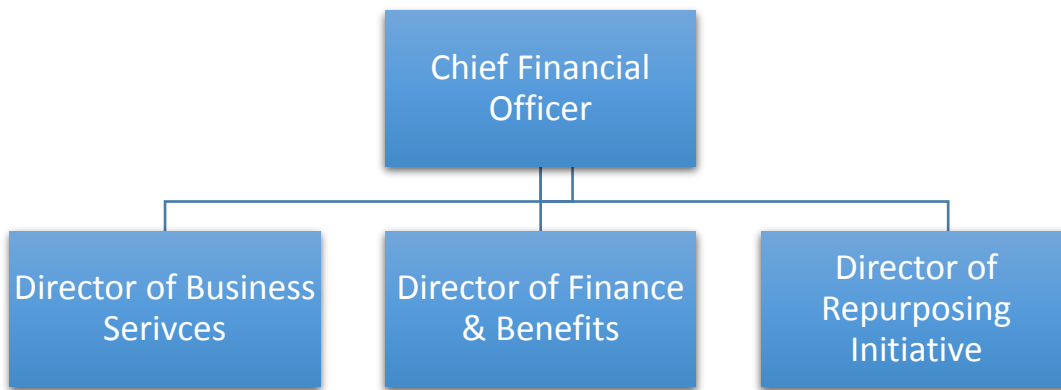


Source: Prepared by CGCS based on information provided by KCPS.

Exhibit 42 below shows the organization of the business and finance group. The chief financial officer (CFO), a direct report to the superintendent, heads the organization, which is comprised of three departments, as listed below. Each department is headed by a director.

- Business Services. This department includes budget development and management, procurement, the management of school bookkeepers, and financial training.
- Finance and Benefits. This department includes the treasury function, accounts payable, fixed asset management, employee health and medical benefits administration, and the wellness program.
- Repurposing Initiative. This unit is responsible for the administration of the district’s program to repurpose closed school facilities.

Exhibit 42. Business and Finance Organization Chart



Source: Prepared by CGCS based on information provided by KCPS

As of June 30, 2015 (the most recent Comprehensive Annual Financial Report [CAFR] posted on the district’s website), the district’s General Fund had an ending balance of \$57.8 million from actual revenues of \$211.3 million and actual expenditures of \$218.7 million in fiscal year 2014-15. Exhibit 43 below shows the beginning balances, revenues, expenditures, net gains (losses), and ending balances in the General Fund for the most recently reported three fiscal years.

Exhibit 43. General Fund Balances, Revenues, Expenditures, Net Operating Gain (Loss) and Transfers For School Years 2012-13 Through 2014-15 (in millions)

	2012-13	2013-14	2014-15
Beginning Fund Balance	\$63.8	\$65.6	\$73.2
Total Revenue	200.8	210.1	211.3
Total Expenditures	193.1	203.1	218.7
Net Operating Gain (Loss)	7.7	7.0	(7.4)
Transfers In (Out)	(5.9)	.6	(8.0)
Ending Fund Balance	\$65.6	\$73.2	\$57.8

Source: Prepared by CGCS from information contained in KCPS CAFRs

General Conclusion of the Business and Finance Review

The overall conclusion of the Council's Strategic Support Team is that, *over the past five years, the district has achieved greater financial stability and a solid fiscal grounding; yet there is additional progress that the district could make.*

Findings and Observations

Commendations

- The district has enjoyed General Fund ending balances of 34 percent, 36 percent, and 26 percent of expenditures for the three fiscal years 2012-13 to 2014-15 (see Exhibit 43 above), which has significantly contributed to the organization's fiscal stability.
- The district has been successful in reducing its external audit findings in the past four audits (FY 2012 through FY 2015).
- The Repurposing Initiative Department has instituted an urban planning approach, with excellent community involvement, in the decision-making processes for the disposal of excess properties.
- The district conducts an annual physical inventory of its fixed assets (furniture, fixtures, and equipment) using an outside contractor.
- The establishment of the bookkeeper position to directly assist schools has been helpful in supporting principals in executing their business and financial responsibilities.
- The team observed that many individuals in the various departments and units of the district's business and finance organization were skilled and dedicated, and that pockets of excellence were present.
- The district has negotiated a defined contribution plan for its employee health and medical benefits program, which limits the district's exposure to increasing costs in this area.
- The Master Plan portion of the district's annual budget is commendable, since it determines the strategic investments that should be applied to achieve the district's goals.
- All new principals must meet with the financial trainer prior to getting log-on credentials for the district's computer systems, ensuring a reasonable understanding of the capabilities and responsibilities of various applications.

Organization

- The district has no internal audit function or School Board Audit Committee.
- A number of functions and organizational units are misaligned or misplaced, preventing optimal efficiency and effectiveness. For example--

- Payroll is under the Human Resources Department rather than under the CFO.
- Payroll and Accounts Payable are not under a single controller of disbursements.
- Risk Management and Benefits Management report to two different chief-level positions.
- Mail delivery drivers are under Purchasing rather than Operations.
- Responsibility for attendance-accounting monitoring, a significant driver of district revenue, is in the instructional division rather than under the CFO.
- The team did not see that there has been any effort to right-size units within the business and finance group. There have been staff reductions over the last several years, but down-sizing and right-sizing are not the same things.
- The official organizational charts presented to the team for review contained disputed reporting relationships.
- Staffing levels in the business and finance organization appear to be generous based on other urban schools systems of comparable size, while salary levels appeared to be reasonable.

Leadership and Management

- The district does not have a succession plan to deal with potential retirements in mission-critical business, financial, and operations executive positions. The team found evidence of this in instances where incumbents in leadership roles lacked the appropriate experience or skill sets for their assignments.
- Neither the business and finance group nor any of its three departments have developed strategic business plans with goals and objectives, timelines, targets, performance measures (KPIs), benchmarks, and accountabilities.
- Neither the business and finance group nor any of its various departments and units are data-driven organizations. For example, the team saw no--
 - tracking of basic performance metrics or productivity data for any unit;
 - analysis of the cost to the district of the current high personnel turnover rates;
 - sustainability analysis of overall compensation costs;
 - spending analysis of the district's non-salary expenditures by vendor, object of expenditure, method of procurement, average transaction amount, and average transaction cost²⁵; or

²⁵ The district does develop data and reports relating to its spending with minority- and women-owned businesses.

- use of basic analytical tools to test assumptions, explore alternatives, validate decisions, or direct operations.
- The team identified several major issues with the district’s budget development and management processes. For example--
 - The team was told by multiple school principals and several senior staff that they have only limited engagement in the development of the annual budget. In addition, some principals reported to the team that they sometimes receive their allocations with limited input. The process was described by multiple interviewees as not transparent or collaborative.
 - There appears to be no formal evaluation of instructional programs in the budget development process.
 - The team was told that a new transportation policy, which reduced walk distances and increased costs, was funded from the facilities department budget, which one would assume affected its operations.
 - The team was told by senior management and staff that the district does not anticipate position vacancies and does not budget for salary lapses, which could result in over-budgeting of expenditures in major salary accounts.
 - There is little transparency in the methods and formulas that determine school-site resource allocations for basic staffing, special education (SPED) funding, English Language Learner (ELL) allocations, or custodial allotments.
 - The team heard that the budgets for utilities are not based on actual experience or realistic projections.
 - The ERP system is still being implemented and was only partly used in the budget development process alongside manual procedures.
 - The superintendent and the Board of Education are not provided the highest quality financial information that would be considered necessary to make informed decisions. For example, the interim financial reports lack useful management information because they fail to provide an analysis of major revenue and expenditure accounts comparing the adopted budgets to *projected* results.
- The team noted a number of acute weaknesses in internal controls. For example, in addition to the lack of an internal audit function (noted above):
 - There is little to no active management of enterprise-wide contracts, including—
 - the substitute teacher contract,
 - the student transportation management contract, and

- the school bus-fleet operations contracts.
- The position-control system has material gaps, permitting such errors as placing multiple employees into the same position and paying employees who are not assigned to a position.
- The team determined that there are several points of inappropriate access to the purchasing unit's vendor files, including access by accounts-payable personnel.
- The district has not conducted an employee-dependent eligibility audit in at least four years.
- It was reported that purchase orders are created after goods have been received in order to process payments.
- Budget personnel could provide no assurances that the counts used for attendance reports were accurate.
- The district has had the same external auditor for the past eight years and does not appear to have a rotation policy for the selection of its auditor.
- The district has not conducted an enterprise-wide risk assessment.
- The team saw no evidence that consideration and approval of grants was strategic or that grants are subject to a review for program compatibility or sustainability.
- The team found several concerns with information technology policies and systems in the district. For example--
 - There is no IT governance structure to determine systems priorities and resource allocations.
 - It does not appear that the district's ERP has been fully implemented.
 - There is no automated time and attendance system.
 - Report-writing capabilities have not been adequately developed in ERP-user departments.
- The business and finance group does not appear to value outside certifications or accreditations of qualifications. This formed part of the evidence that the team used to conclude that the district was very insular. (Other teams found the same.) For example—
 - The district has not applied for the Governmental Finance Officers Association's (GFOA) Certificate of Achievement for Excellence in Financial Reporting or the Association of School Business Officials International's (ASBO) Certificate of Excellence in Financial Reporting for its CAFR.

- None of the personnel performing procurement functions have professional certifications.²⁶
- The team noted several instances of poor communication, both internally and externally. For example--
 - Communications between the business and finance group and the HR Department was described by interviewees as “challenging.”
 - There was a general dearth of regularly scheduled *staff* meetings—except for weekly managers meetings--within the business and finance group.
 - There are no customer surveys to determine adequacy of service levels, satisfaction levels, or areas for improvement.
 - The business and finance group does not benefit from using outside advisory groups to the extent it could, such as --
 - a citizen’s budget review committee,
 - a principals’ business and budget advisory group,
 - outside professional advisors on an Investment Committee, or
 - a grant oversight committee.

Operations

- The board has established a broad set of recently updated (2013) governance policies; however, the district’s administration has not adequately followed up with specific procedures and documented processes to support these policies. For example--
 - There is no administrative guidance related to financial policies, such as the size of the ending balance, investment procedures, or budget processes.
 - The procurement procedures manual or handbook does not fully support the recently updated governance policies established by the board of education.
- The team saw no evidence that there has been an in-depth process review that could lead to automated systems improvements. For example--
 - It appears that people are thrown at problems rather than determining the process improvements that could resolve an issue.

²⁶ Several professional procurement organizations offer certification programs, including the Certified Public Procurement Officer (CPPO) and Certified Professional Public Buyer (CPPB) programs.

- The district manually processes low dollar value purchase orders, rather than utilizing its P-Card capabilities, and P-cards are not managed as part of a strategic supply chain administrative system.
- Procurement processes are so cumbersome that every bid solicitation requires a face-to-face meeting between purchasing staff and the district’s legal staff.
- It was reported to the team that external auditors helped prepare the financial statements contained in the district’s CAFR in 2016, which may be inappropriate—depending on what was done (as the auditor is expressing an opinion on the financial statements that they prepare).

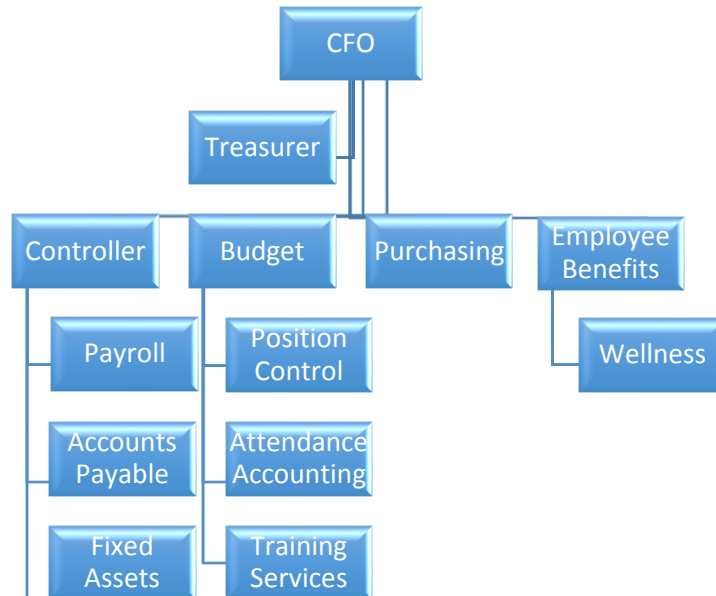
Recommendations

The Council’s Strategic Support Team has developed the following recommendations in an effort to help improve efficiency and effectiveness of the organization, leadership and management, and operations of the business and finance functions of Kansas City Public Schools.

1. Reorganize the business and finance group into a functional organization, as follows:
 - a. Create a treasury function reporting directly to the CFO responsible for cash-flow projections, investments, and debt management.
 - b. Establish a controller’s office responsible for all cash disbursements (including payroll and accounts payable), general ledger, financial reporting, grant accounting, and the accounting for fixed assets.
 - c. Construct a budget development and management function that includes building and maintaining the annual budget, position control, training of school personnel on the use of business systems, and managing and monitoring pupil attendance systems.
 - d. Institute a procurement unit that is driven by strategic supply-chain management, effective utilization of P-Card resources, and documented standardized procedures.
 - e. Set up an employee benefits unit to manage the district’s health insurance and wellness programs.

Exhibit 44 below shows a proposed sample business and finance organizational chart by function.

Exhibit 44. Sample Business and Finance Organization Chart by Function



2. Examine the staffing levels and workloads of each unit in the new business and finance group to ensure that it is right-sized, that is has defined all roles and clearly assigned responsibilities, and that each function has qualified people with the applicable skill-sets and appropriate experience for the assignment.
3. With the participation of staff and other stakeholders, develop strategic multi-year business plans for the business and finance group and each of its subunits that are specifically linked to the district’s strategic vision and contain measurable goals, objectives, timelines, KPIs, and accountabilities.
4. Establish an internal audit function under the guidance of an audit committee consisting of both School Board members and community members with financial and auditing experience.
5. Develop succession planning for mission-critical executive positions in business, financial, and operations areas.
6. Turn the business and finance unit into a data-driven organization that relies on fact-based and analysis-centric justifications for decisions, including the use of such tools and techniques as—
 - a. Basic budget, finance, accounting, investment, purchasing, expenditure, and benefits statistics, metrics, and management information.
 - b. Key Performance Indicators (KPIs) and benchmarks to measure and compare performance and effectiveness (see the Council’s extensive array of KPIs).
 - c. Application of return-on-investment (ROI), disaggregated spend analysis, business case justification, and other analytical methodologies to support decision-making.
7. Enhance the budget development and management processes with---

- a. More inclusive involvement of senior management and school principals in the development of budget priorities.
 - b. Rigorous evaluation of continuing programs in the ongoing budget.
 - c. Greater transparency in the formulae and methods used for allocating budgeted resources.
 - d. Budgeting for salary lapse (unfilled positions) to free-up additional resources.
 - e. Development of a strategic budget plan that would include the gradual spending down of the district's ending balances to more reasonable levels.
8. Improve interim financial reporting by including updated projected revenues and expenditures compared to projected outcomes.
 9. Conduct a comprehensive review of internal controls within the business and finance areas, including these steps:
 - a. Conduct an enterprise-wide risk assessment.
 - b. Adopt an anti-fraud policy.
 - c. Establish active management and accountability for enterprise-wide contracts.
 - d. Establish a viable position-control system.
 - e. Secure access to the district's vendor files.
 - f. Conduct a dependent-eligibility audit.
 - g. Rotate the external auditor.
 10. Establish a pre-approval review process for grants to ensure they are compatible with current programs and are sustainable in the future.
 11. Enhance the information technology operations by establishing policies and processes for--
 - a. an IT governance structure to help establish priorities and resource allocations,
 - b. more comprehensive implementation of the district's ERP (including an automated time and attendance system), and
 - c. development of greater report writing and query capabilities in user departments.
 12. Consider adopting GFOA and ASBO budgeting and reporting standards and applying for their certificates of excellence.
 13. Develop and execute a business and finance communication plan that provides for the following:

- a. The dissemination of School Board policies and administrative procedures relating to budget development, payroll, benefits, purchasing, attendance accounting, and other business and finance functions.
 - b. Regular all-hands meetings with business and finance staff to share information and identify issues.
 - c. Establishment of a citizen's budget review committee.
 - d. An investment committee that includes outside treasury professionals and corporate finance experts.
 - e. Surveys of employee concerns and satisfaction levels.
 - f. Collection of inquiry data and posting of FAQs on the district's website.
14. Create a body of documented administrative procedures and processes that provide updated support for School Board policies.
 15. Establish an ongoing process-improvement program that encourages new ideas and innovation.
 16. Expand the use of the P-Card program to eventually eliminate the processing of low-value purchase orders.

G. Human Resource Operations

The Council team conducted its fieldwork for the human resources review during a four-day site visit to Kansas City, October 2-5, 2016. This chapter presents the team’s specific findings and observations. They are organized into four general areas: Commendations, Organization, Leadership and Management, and Operations. The footnotes contained herein are an integral part of this report.

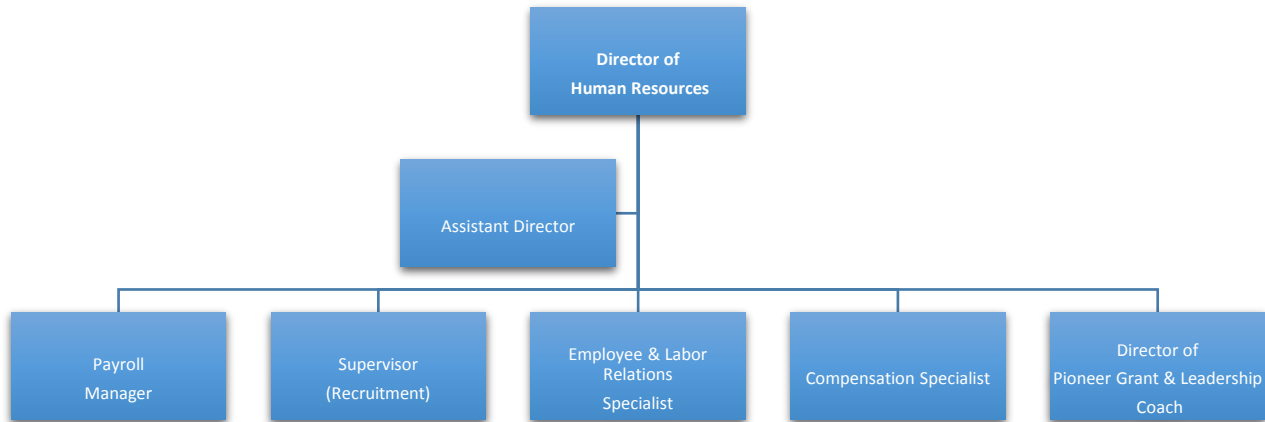
Exhibit 45 below shows the overall district organization and the 11 direct reports to the superintendent, including the Director of Human Resources.

Exhibit 45. KCPS Organizational Chart (Revised 9/9/2016)



Exhibit 46 below displays the organization of the Human Resources (HR) Department. The director of HR has an assistant director and five additional reports.

Exhibit 46. Human Resources Organizational Chart (Revised 9/9/2016)



The Human Resources budget for 2016-17, as described in the district's *FY17 Comprehensive Budget*, included 14 full-time equivalent positions (FTEs) and a total budget of \$1,810,693.²⁷

General Conclusion of the Human Resources Review

The overall conclusion of the Council's Strategic Support Team is that *KCPS faces a critical teacher shortage because a large proportion of its workforce is approaching retirement, but the district is unable to recruit and retain new teachers and has few real plans to address the problem.*

Findings and Observations

Commendations

- The director of HR is now a member of the superintendent's executive leadership team and, therefore, is consulted on many significant issues and decisions with districtwide impact.
- Stakeholders report that the staff of the HR Department is friendly and helpful and that HR services have improved over the past year.
- The team was told that 100 percent of employees are on automated payroll deposit and that pay-stub information is available on-line.
- The legal department reported a reduction in the number of employees on leave pending disciplinary actions, as well as a reduction in the length of such leaves.
- The district has negotiated a defined contribution to its sponsored health and medical programs, limiting future exposure to increases in the cost of these benefits.

²⁷ *Approved FY17 Comprehensive Budget, May 25, 2016, page 87, program #014*

- The district reports an exit interview completion rate²⁸ of 39.2 percent compared to a median of 14.0 percent rate among other reporting Council school districts.²⁹

Organization

- The HR department appears to be sufficiently staffed, compared to other urban school districts of comparable size. However, much of its work seems to be transactional in nature rather than providing strategic support and resources to schools.
- The HR department is not organized around the three key functions of on-boarding (including recruitment and placement), employee services (including organizational and professional development), and exiting (including transitional and retirement counseling) that define best practices in other major urban school systems.
- The inclusion of payroll in the HR organization constitutes an internal control weakness by having the pay-rate setting and pay-processing functions within the same department.
- Job duties of personnel in HR are not clear to customers, and there appear to be few distinctions between the roles of the director and the assistant director of HR.
- The distinction was unclear between the role of the employee and labor relations specialist in HR and the activities of the legal department.
- The team was unable to evaluate the quality of HR job descriptions because they were not provided in a timely manner.³⁰
- Disciplinary matters and ADA/AA accommodation functions are performed by the same person, which could create the appearance that an accommodation is a disciplinary action.
- The district's risk management efforts and functions are dispersed throughout the organization (including legal, finance, and various operating departments) with inadequate coordination or oversight to ensure a comprehensive enterprise-wide risk mitigation approach and strategy.³¹

Leadership and Management

- Turnover at the top levels of management (including the superintendent and the director of HR) has hindered the district's ability to set a cohesive direction and has contributed significantly to some of the situations described in these findings.

²⁸ Total number of exit interviews completed, divided by the total number of annual employee separations (including retirement, resignation and termination) in the district.

²⁹ *Managing for Results in America's Great City Schools*, Results from Fiscal Year 2014-15, CGCS, October 2016.

³⁰ The Council requested certain HR information from the district in advance of the site visit, but the information was not provided before the team arrived. Emails requesting information were sent to the district on September 19 and 25.

³¹ For additional information on Enterprise Risk Management, see the Council's report "Enterprise Risk Management for Public School Districts" (2016).

- KCPS faces a critical teacher shortage because a large proportion of its workforce is approaching retirement, the district is unable to recruit and retain new teachers, and it has no real plan to address the problem. For example--
 - The team was able to determine that 27 percent of teachers are at the top of their respective salary schedules, which indicates tenure with the district of 20 years or more, and that many of these teachers are near retirement eligibility.³²
 - KCPS self-reported teacher retention data ³³ indicates that--
 - Only 54 percent of new teachers remain with the district after one year, compared to a Council median of 76 percent.
 - Only 27 percent of new teachers remain after two years, compared to a Council median of 68 percent.
 - Only 8 percent of new teachers remain after three years, compared to a Council median of 60 percent.
 - Only 6 percent of new teachers remain after four years, compared to a Council median of 54 percent.
 - Only 6 percent of new teachers remain after five years, compared to a Council median of 48 percent.
 - The district hires approximately 200 new teachers per year. Applying the above retention rates, only 12 of these new hires would still be with the district after four years.
- There does not appear to be an understanding of HR's role in the broader organization, and there does not seem to be a sense of urgency in its work. For example--
 - The professional development function is not an integral part of HR, and the professional development that does exist appears to be dispersed throughout the district.
 - HR does not have an organizational development function.
 - There are no service-level standards within the district; employee productivity is not measured; and there is no attempt to distinguish or identify efforts that add value to the enterprise.
 - HR does not appear to be involved in systemic succession planning for mission-critical positions across the district. Having personnel who are second in command in major departments attending cabinet meetings is a step in the right direction, but it does not constitute an adequate succession plan per se.

³² Data on teaching staff by age was not available to further support this analysis.

³³ *Managing for Results in America's Great City Schools*, Results from Fiscal Year 2014-15, CGCS, October 2016.

- HR staff reported that they receive three to four disputes each day, but the unit does not appear to identify the underlying causes of these disputes beyond those involving employment-relations issues. (After the team’s site visit, the Department reported that it had done some employment-relations training at one school and in the child nutrition, IT, and facilities units.)
- Some individuals in leadership roles do not seem to have the requisite experience or skill sets, while others appear to be underutilized, and HR employees in general are not empowered to make decisions or changes. For example--
 - There appear to be tasks, responsibilities, and decisions that reside with HR leadership that should be delegated.
 - HR has contracted for a compensation study that could have been completed by in-house staff.
- Neither the HR department nor the individual units within the organization have business plans with goals, objectives, benchmarks, milestones and accountabilities that are aligned with the district’s overall strategic vision.
- There is no recruitment plan for hard-to-staff positions, and there is no action plan to develop internal and external pipelines for teacher candidates.
- The Human Resources function is not data-driven. For example –
 - Data are not used to actuate decisions.
 - Basic HR statistical and management information is not readily available or regularly analyzed. This information includes--
 - vacancy rates by job classification and location,
 - turnover rates by job classification and location,
 - absentee rates by location and job classification,
 - substitute usage and cost by job type and location, and
 - recruitment data (e.g., number of applicants by field, location, source, gender, ethnicity, and education level).
 - Metrics, such as the Council’s Key Performance Indicators (KPIs), are not used to measure and compare the performance and effectiveness of HR or its subunits with other major urban school districts.
- The team saw no evidence of cross-training of HR employees or of career pathway opportunities.

- HR customers are dissatisfied with the quality of the teacher-candidate pool. For example—
 - Some customers believe that the pre-screening processes and background checks for new employees are not well performed or are not rigorous enough.
 - The team was advised that KCPS’s starting salaries are at the median in the Kansas City metropolitan area, but they need to be more competitive to attract and retain higher quality teachers.
 - Some customers believe that HR is not proactive and does not venture out of the immediate area to recruit new teachers.
- The district has not built on its relationship with the teachers’ union to create a more robust mentorship program for new teachers and has not worked with labor groups to develop processes to resolve grievances at a lower level in the district’s organization. (The district is not alone among other urban school systems on this issue.)
- HR’s internal and external communications are inadequate. For example –
 - There is no HR communication plan to inform employees of HR services or district personnel policies.
 - Communications between HR and other departments and divisions appear to be limited.
 - HR has not regularly worked with the unions to develop processes to resolve grievances systemically.
 - Embedded organizational silos within HR impede communications, and staff meetings are infrequent.
- The district has no project-management office or project-management methodology, and projects and initiatives do not have specific executive sponsors.
- There is no evaluation system for classified employees that incorporates agreed-upon performance expectations and contains linkage to professional growth strategies.

Operations

- The office environment in HR is not conducive to the discussion of sensitive personnel issues and does not appear to secure confidential employee information.
- HR technology support is not integrated and does not provide the management tools to effectively automate workflow. For example –
 - Three new HR applications have been implemented in the past year (an applicant tracking system, an evaluations system, and a new HRIS system); however, these systems are not integrated with one another.

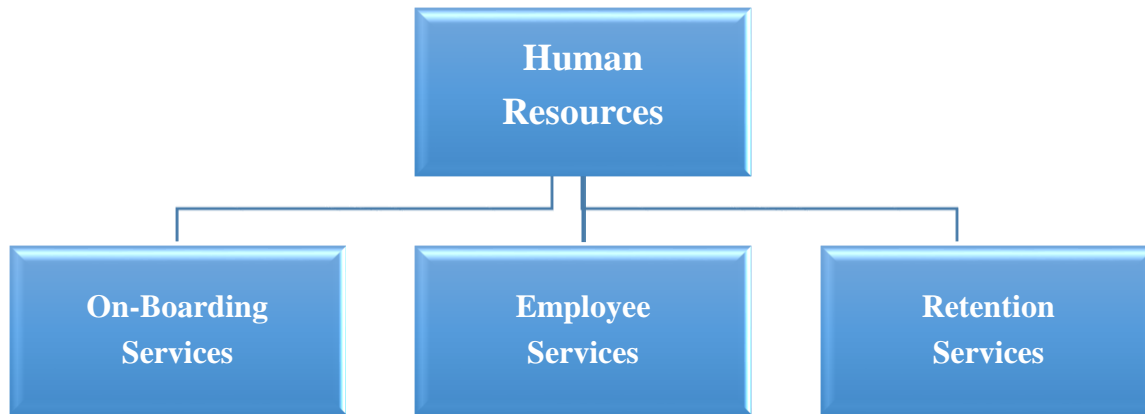
- There is no automated time and attendance system.
- Specific responsibilities for data integrity have not been assigned in HR.
- There are no user-driven report-generation utilities to develop management information.
- Employee exit surveys are not automated.
- There appear to be no consistent or automated systems for initiating requests or approvals for filling positions. (It was reported to the team that if a position becomes vacant it is closed.)
- There are duplications of effort and redundant paper trails.
- There appeared to be a general lack of documented HR procedures and processes, along with a lack of handbooks for supervisors or employees.
- HR is known as a paper-intensive operation and suffers from a reputation for losing files and documents.
- The HR director has no authority or management control over the substitute teacher system, although coordination of this system is listed in the director's job description.
- The team was unable to determine if payments for substitute teacher services are validated by independent usage reports from schools or if substitute usage is correlated with teacher absences.
- HR is the collection point for required annual classified employee evaluations, but it does not monitor or enforce the requirement.
- Changes in employment status, work location, or assignment are said to result in payroll errors.

Recommendations

With the overall goals of improving the HR department's organization, leadership and management, and operations and enhancing HR's strategic value to the district, the Council team offers the following recommendations:

1. Reorganize the Human Resources Department according to basic functions: on-boarding (i.e., recruiting, vetting, and placement of new employees), employee services (i.e., labor relations, employee assistance, and organizational development), and retention services (i.e., professional growth, evaluations, and separation processing). Responsibilities for payroll processing should be reassigned to the CFO. Exhibit 47 below shows a sample organization chart by function.

Exhibit 47. Sample Human Resources Functional Organizational Chart



Prepared by CGCS

2. Examine staffing levels and workloads of each unit in the new Human Resources Department to ensure that each unit is right-sized, establishes uniform titles, defines all roles, clearly assigns responsibilities, and ensures that HR functions have qualified people, with applicable skill sets in the appropriate positions.
3. With the participation of staff and other stakeholders, develop strategic business plans for the HR Department and each of its subunits that are specifically linked to the district's strategic vision and contain measurable goals, objectives, timelines, and accountabilities.
4. Working with stakeholders, create a workforce needs assessment and a recruitment, selection, placement, and retention master plan that includes--
 - a. A personnel cycle calendar that provides an annual workforce forecasting process, the early identification of needs and allocations, and the timely authorization for issuance of new employment contracts.
 - b. A marketing program to attract potential candidates to Kansas City.
 - c. Clearly defined procedures and processes for the recruitment, selection, and placement of all staff.
 - d. Specific strategies and tactics for filling hard-to-staff positions.
 - e. Pipeline programs with local university partners to recruit future teachers.
 - f. Examination of starting salary levels compared with others to determine competitiveness.
 - g. Processes for reporting recruiting and hiring results to stakeholder groups.

- h. Efforts for improving the retention of new teachers, including enhanced orientation and intensified mentorship programs.
5. Establish Human Resources as a strategic partner in the management of the district by recognizing HR's broader role in organizational and professional development and also by taking the following steps:
- a. Design and implement a districtwide professional development plan that engages all employees (certificated and classified) and includes--
 - i. comprehensive orientation and job specific on-boarding for new hires,
 - ii. ongoing professional development to enhance job skills and promotional opportunities for continuing employees, and
 - iii. a process for analyzing and correlating employee evaluation data with school performance to provide direction for professional development programs.
 - b. Provide organizational development services that result in the establishment of departmental service-level standards and employee productivity measures.
 - c. Establish succession planning for mission-critical positions.
 - d. Recognize and address issues in the district's culture that give rise to interpersonal relationship disputes that distract from the district's mission and consume scarce resources.
6. Create a data-driven organization that relies upon fact-based and analysis-centric justifications for decisions, including the use of tools and techniques, such as –
- a. Basic HR statistics, metrics, and management information, including disaggregated turnover rates, absentee rates, substitute usage, vacancy rates, and recruitment data.
 - b. Salary surveys to measure competitiveness and equity.
 - c. Key Performance Indicators (KPIs) and benchmarks to measure and compare performance and effectiveness with other major urban school systems.
7. Develop and execute an HR communications plan that provides for –
- a. The dissemination in a clear and user-friendly manner of federal and state laws, School Board policies, and administrative procedures relating to staffing formulas, recruitment, salary schedules, leave programs, required training, promotional opportunities, and employee benefits.
 - b. Regular meetings with school principals to address their concerns.
 - c. Regular all-hands meetings with HR staff to share information and identify issues.

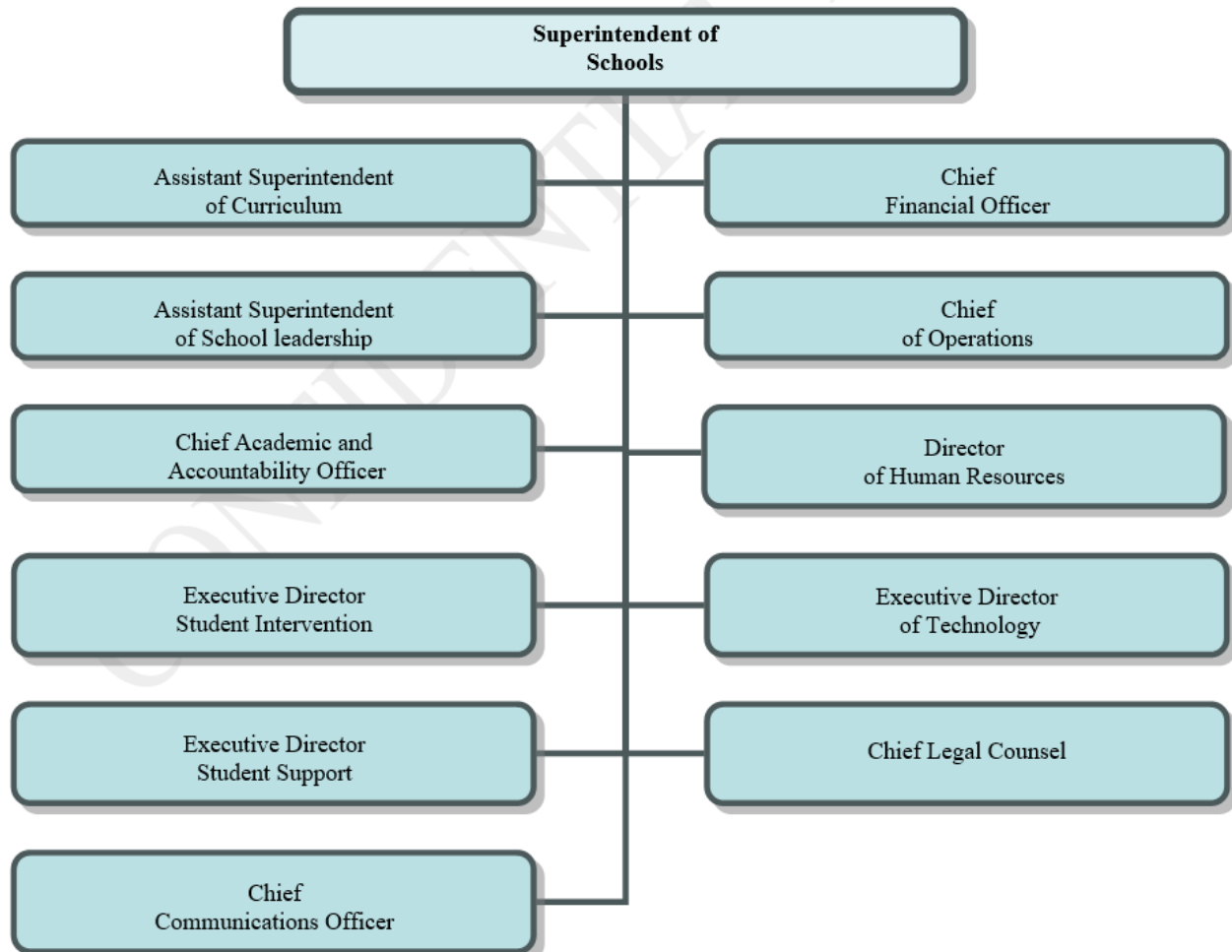
- d. Labor-management meetings to resolve or mitigate issues systemically before they become grievances.
 - e. Surveys of employee concerns and satisfaction levels.
 - f. Collection of inquiry data and posting of FAQs on the HR website.
8. Establish standardized classified-employee evaluation instruments and processes to incorporate expectations, performance measures, and professional growth strategies, and train supervisors on the effective use of evaluations.
 9. Conduct workflow mapping of HR systems to document processes, identify opportunities to improve efficiency, and develop procedures manuals and handbooks.
 10. Develop cross-training and career pathway opportunities for HR employees.
 11. Reconfigure the HR workplace to make it more conducive to sensitive personnel discussions, and create a secure environment for confidential employee records.
 12. Ensure there are adequate internal controls over usage of and payment for substitute teacher services.
 13. Continue the effort to establish an enterprise-wide fully integrated Enterprise Resource Planning (ERP) system that incorporates
 - a. automated interfaces between the applicant tracking system, HRIS, the teacher evaluation system, and the ERP system,
 - b. an automated time and attendance system,
 - c. processes to ensure the integrity of each application's data.
 - d. efficient and documented work flows, and
 - e. user-driven report generation utilities to develop management information.
 14. Establish an enterprise-wide Risk Management Office under the superintendent or COO, and consolidate workers' compensation, self-insured employee benefits programs, and all other risk management and insurance functions.
 15. Explore the development of an enterprise-wide Project Management Office (PMO) charged with coordinating, monitoring, and reporting on all initiatives and district-level projects using a standardized project management and reporting methodology.

H. Transportation

This chapter presents the team’s specific findings and observations on transportation. In addition, the team reviewed documents provided by the district prior to a four-day site visit to Kansas City, October 11-14, 2016. The footnotes contained herein are an integral part of this report.

Exhibit 48 below shows the overall district organization and the 11 direct reports to the Superintendent.

Exhibit 48. KCPS Organizational Chart (Revised 9/9/2016)

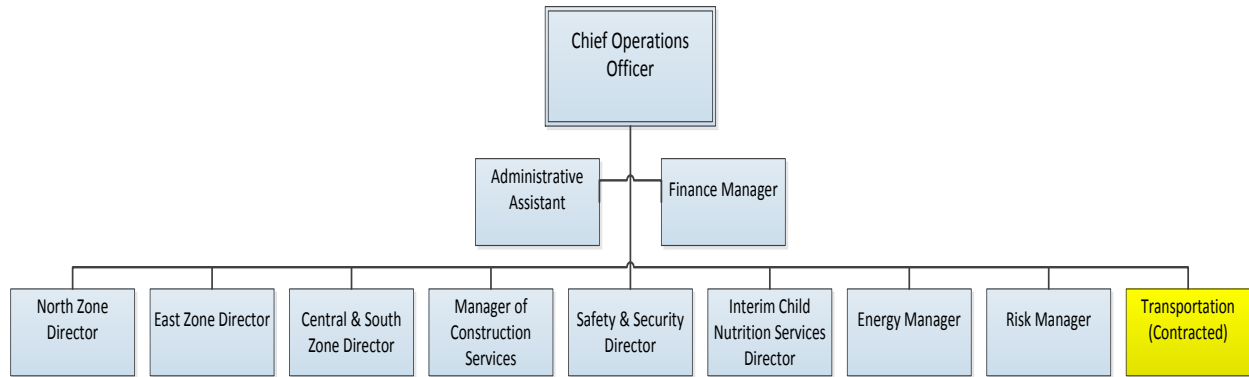


Source: Prepared by CGCS based on information provided by KCPS

The chief operations officer (COO), who is a direct report to the superintendent, has responsibility for facility services (three zones), construction services, safety and security, child nutrition services, energy management, risk management, and student transportation.³⁴ The chief operations officer’s organization is shown below in Exhibit 49.

³⁴ Transportation service is entirely contracted out.

Exhibit 49. KCPS Chief Operations Officer Organizational Chart

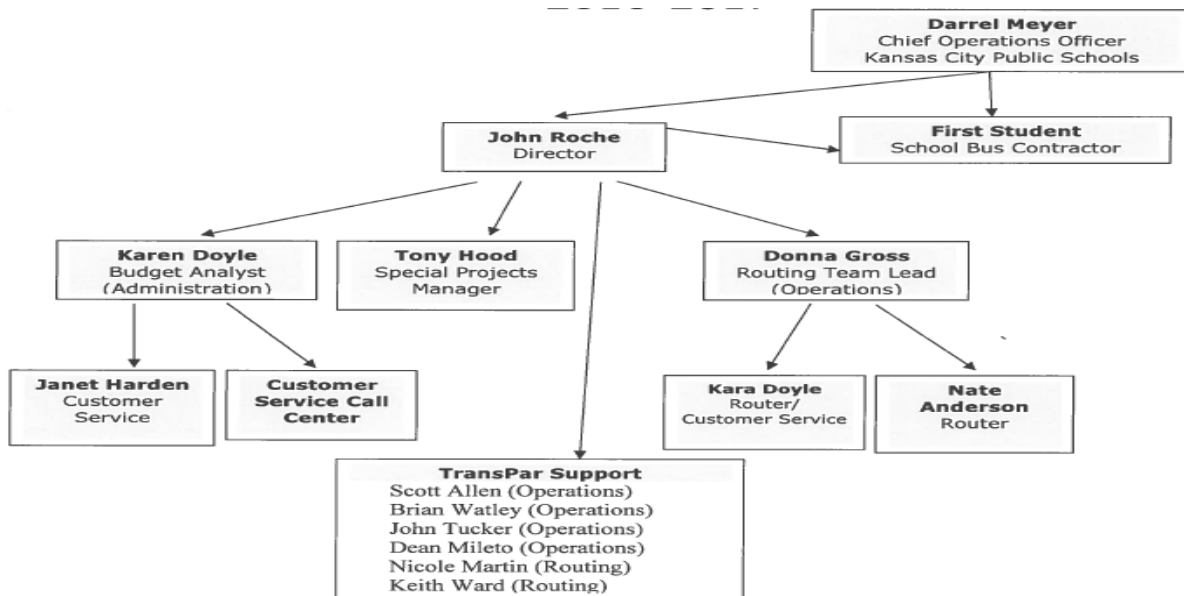


Source: Prepared by CGCS based on information provided by KCPS

Student Transportation Services

In 1999, KCPS made a business decision to outsource to the TransPar Group, LLC (TransPar)³⁵ the day-to-day management and oversight of the district’s transportation operations. TransPar has been under contract with KCPS continuously since 1999. TransPar’s responsibilities include the day-to-day oversight of the district’s current school bus service provider, First Student, Inc. The TransPar and First Student contracts are managed by the COO. Exhibit 50 below shows TransPar’s organizational structure relative to KCPS.

Exhibit 50. TransPar KCPS Organizational Chart



Source: TransPar Group, LLC

³⁵ Per the current TransPar contract with KCPS, TransPar will be receive \$563,352 for services provided in the 2016-17 school year.

The approved FY17 transportation budget is \$15,874,147, which is 6.98 percent of the district’s general budget. Exhibit 51 below compares transportation budget allocations to actual expenses for the past five fiscal years.

Exhibit 51. Transportation Allocated Budget vs. Actual Expense³⁶

Fiscal Year	Budget	Actual
2011-12	\$14,059,807	\$13,439,837
2012-13	13,231,363	13,147,406
2013-14	12,648,572	12,534,077
2014-15	13,515,437	13,389,533
2015-16	14,168,566	13,744,926
2016-17	15,874,147	

Source: KCPS Budget Web Page

TransPar is responsible for the daily transportation of over 12,000 students³⁷ (78.06 percent of total district enrollment) who are currently transported on 177 contractor-operated buses and 53 contracted taxicabs to 35 schools and centers and to private agencies. School buses traveled over 3,000,000³⁸ miles in FY16 picking up and dropping off students at approximately 3,560 stops. The district also provides designated KCPS students with summer transportation services to selected schools and private agencies,³⁹ and field and athletic trips--all processed by TransPar.

General Conclusion of the Transportation Review

The overall conclusion of the Council’s Strategic Support Team is that the *KCPS transportation program is plagued by a number of governance, management, and operational problems of long standing.*

Findings and Observations

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

Commendations

- KCPS—with guidance from TransPar—has been proactive in pursuing Medicaid reimbursement for qualifying services. To date, KCPS has been reimbursed in excess of \$700,000.

³⁶ KCPS budget web page: <http://kcpublicschools.org/Page/4675>

³⁷ TransPar

³⁸ Ibid.

³⁹ For summer 2016, TransPar reported that 2,275 students were transported to nine KCPS schools and eight private agencies on 74 buses and 29 cabs.

- Former KCPS employees that currently work for TransPar exhibit a high level of commitment and expertise.
- School-site administrators have an excellent online resource available, the *KCPS School Transportation Administrator's Handbook*,⁴⁰ which guides site administrators through the KCPS student transportation process.
- All principals responding to the annual service survey indicated that they have safe bus loading/unloading areas.⁴¹

Leadership and Management

- Recommendations from two prior KCPS transportation reviews were not fully implemented.⁴² One review was conducted by the Council of the Great City Schools (2006) and the other by MGT of America, Inc. (2015). Exhibit 52 below summarizes⁴³ recommendations from these studies, and the status of each.

Exhibit 52. Status of Previous Transportation Recommendations⁴⁴

CGCS 2006 Recommendations	Status	MGT 2015 Recommendations	Status
Manage the transportation program proactively	Not Implemented	Establish specific bus stop locations for each route and direct students to these stops	Implemented
Improve contracting procedures	Not Implemented	Eliminate/reduce walking distance policy requirement	Implemented
Reduce transportation requirements through better school utilization	Not Implemented	Upgrade routing software	Implemented
Provide student and routing information to bus operators	Not Fully Implemented	Review district transportation policies and contracts.	Reviewed Annually
Review alternatives to school bus transportation	Not Implemented	Increase the number of three-tiered routes	Not Fully Implemented
Review and reduce the number of bus attendants	Not Implemented	Revise school bell times	Reviewed Annually
Improve pupil data	Not Fully Implemented	Review the use of Radio Frequency Identification (RFID) tools	Not Implemented
		Review school attendance zones and boundaries	Not Implemented

Source: CGCS 2006 Review and MGT 2015 Review

⁴⁰ Available online at:

http://www.kcpublicschools.org/cms/lib6/MO01001840/Centricity/domain/4/transportation/KCPS2015-16_SchoolTransportationAdministratorsHandbook101816.pdf.

⁴¹ TransPar, *Principals' Survey for Transportation Services*, 2016.

⁴² These reviews included other KCPS disciplines in addition to student transportation.

⁴³ Attachment F contains the full text of the recommendations noted above.

⁴⁴ Council of the Great City Schools, *Review of the Instructional Program and Operations of the Kansas City (Missouri) School District*, 2006; and MGT of America, Inc., *Kansas City Public Schools Final Master Plan Report*, June 5, 2015.

- The late release of the last school bus RFP resulted in only one (the current) vendor’s responding. (RFPs should be released six months or so prior to the start of the contract.) Other potential bidders told KCPS that the bid award came too late to acquire requisite buses and property. ⁴⁵
- The KCPS transportation eligibility policy requires significantly less distance than Missouri State statutes require. As a result –
 - More students are transported to their resident school than is required by state statutes. However --
 - Students who reside less than one mile from their resident school are not state funded⁴⁶
 - Currently, 2,529 transported students⁴⁷ reside less than one mile from their resident school. Exhibit 53 below illustrates eligibility requirements.

Exhibit 53. Eligibility for Transportation

Student Attends Resident School	All Grade Levels
State Eligibility Requirements	3.5 miles
2016-17 KCPS Eligibility Requirements	0.5 miles
Previous KCPS Eligibility Requirements	1.5 miles

Source: Missouri Department of Elementary and Secondary Education and KCPS Transportation Eligibility Requirements

- In addition to the shortage of drivers, the 2016-17 startup was plagued by numerous other problems, for several reasons:
 - The late implementation of new routing software and the lack of training for staff using it.
 - Significant changes to existing route construction that were needed to accommodate the new KCPS transportation eligibility requirements and additional students that resulted from the changes.
 - The decrease in the walk-to-stop distance from six blocks to two blocks.
 - The lack of communications to stakeholders about impending changes in the delivery of transportation services
 - The late delivery of routing information to First Student.

⁴⁵ Responding on behalf of the district, the vendor (TransPar) indicated that the lack of responses was also due to the shortage of drivers in the metro area, but driver shortages are a national problem that does not prevent multiple companies from responding to RFPs in other cities.

⁴⁶ Source: <https://dese.mo.gov/sites/default/files/fas-TransportationOverview-11-9-15.pdf>.

⁴⁷ Source: TransPar.

- There was a lack of communication, information, and collaboration between First Student, TransPar, principals, and parents. For example--
 - Affected parents were not informed that a new service provider, Daye Transportation, would be transporting their children. As a result, many parents refused to allow their children to ride Daye Transportation buses.
 - Principals interviewed feel that they are on their own in handling transportation- related matters and that they lack administrative support in their effort to resolve transportation issues. Further, they were surprised that--
 - Daye Transportation would be providing services to their school;
 - new routing software, which could have a negative impact on service the first few days of school, was being implemented; and
 - TransPar employees oversee day-to-day transportation operations, not KCPS employees.
 - Transportation does not have direct access to the KCPS *School Messenger*⁴⁸ communication system to quickly notify parents of route delays.
- The KCPS contract with TransPar lacks written performance standards, penalties, or incentives. As a result –
 - The team questions the continued benefit of having an outside contractor manage the district’s transportation operations.
 - There is minimal KCPS oversight of the contract, and the team was unable to verify that all deliverables and staffing levels were met.
 - A “revolving door” of on-site TransPar leadership has led to a lack of continuity in managing the contract. For example, there have been at least four different on-site TransPar General Managers to administer the KCPS contract in the past two years.
- Even though First Student has failed to meet all contractual requirements this school year,
 - no liquidated damages have yet to be assessed, and
 - the cost of taxicabs needed to transport KCPS students due to the First Student driver shortage has not been deducted from amounts owed to First Student.

⁴⁸ School Messenger is a mass communication program that provides notifications to recipients *via* text message, email, voice, social media, or any combination thereof. Typical notifications regarding transportation could include route delays, emergencies, severe weather, substitute buses, and other related information.

- The district *may* be in violation of *least restrictive environment* requirements⁴⁹ under IDEA due to the large percent of students with IEPs who were coded as needing door-to-door transportation and were not riding with regular education students.⁵⁰ (Additional review is suggested to ensure compliance.)
- Implementation, at the start of this school year, of the new routing software, Versatrans,⁵¹ was poorly executed. For example--
 - Routing staff lacked appropriate hands-on training on the new software prior to implementation.
 - The new Jackson County routing map required extensive correction in order to produce viable routing.
 - The best practice of extensive “stress testing” of all functions⁵² prior to going live was ignored.
 - The routes delivered to First Student prior to the start of school were several days late and lacked afternoon routing detail.⁵³
 - Students needed to be rerouted in September 2016 because more than 1,500 students had been dropped from transportation rosters since the start of school.
 - Fewer runs⁵⁴ were able to be paired/tiered.⁵⁵
 - Siblings attending the same school were assigned to different buses.⁵⁶

⁴⁹ Pursuant to the U.S. Individuals with Disabilities Education Act, the least restrictive environment [LRE] is a principle that governs the education of students with disabilities and other special needs. LRE means that a student who has a disability should have the opportunity to be educated with non-disabled peers, to the greatest extent appropriate. These students should have access to the general education curriculum, extracurricular activities, or any other program that non-disabled peers would be able to access.

⁵⁰ The vendor indicated after the site visit that approximately 890 students with IEPs were assigned transportation and that some 88 percent of these students were coded by the Exceptional Education Department as needing door-to-door transportation. Some 180 students were riding with regular education students and 690 were assigned to dedicated routes.

⁵¹ Versatrans is one of several school bus routing software systems used in the school bus industry. TransPar procured this software at no additional cost to the district.

⁵² Successful transitions to new routing software historically require, at a minimum, map and travel times cleanup, stop cleanup, student assignment testing, route simulation, and parallel systems testing. This process generally takes 12-18 months prior to going live.

⁵³ The team was told by First Student that afternoon routing was received just prior to our site visit.

⁵⁴ A bus run is one component of a bus route. A bus route is comprised of multiple bus runs, such as one, two, or three runs in the morning transporting students to school, and one, two, or three runs in the afternoon returning students to their home or home areas.

⁵⁵ For example, if bus #1 bus picks up students and delivers them to school that starts at 7:30 a.m. and then picks different students and delivers them to a different school that starts at 8:45 a.m., the bus has completed two runs/tiers. Placing multiple runs together on the same bus/route reduces the total number of buses and expense.

⁵⁶ Source: Interviews with principals.

- First Student staff continued to be unable to print route sheets at their facility,⁵⁷ and they lacked read-only access to the routing software.
- The team noted a lack of district-initiated communications and collaboration between TransPar and First Student. For example –
 - The team was told that it has been at least three years since representatives from KCPS, TransPar, and First Student have sat at the same table to discuss and resolve transportation related issues.
 - TransPar and First Student point to each other as the cause of transportation problems.
 - First Student management believes they have no path to redress concerns other than through TransPar.

Organization

- KCPS lacks a centralized contract monitoring and compliance office needed for internal control and management of contracted services. As a result –
 - There is inconsistent contract enforcement and vendor evaluation. For example, the team found few instances where current transportation vendors were formally evaluated.
 - The team was told that KCPS lacks a clear procedure to deal with contract issues.
 - There is no process in place to ensure that contractors’ insurance and performance bonds are up to date.
 - Critical timelines are not enforced. For example, the current school bus vendor reported that they have never received the new school year routes on or before the date contractually required.

Operations

- An error implementing the intended walk-to-stop distance to two-blocks resulted in many students walking a maximum of one-block to a stop. Exhibit 54 below illustrates the increase in the number of transported students and stops because of eligibility and walk-to-stop distance changes.
- The high on-time service performance rates reported by TransPar’s *Progress in Motion* is inconsistent with TransPar principal surveys.⁵⁸ For example --
 - The last *Progress in Motion* annual report stated that school buses were on time 99.84 percent of the time in 2015-16, and 99.75 percent in 2014-15. The last principal surveys

⁵⁷ At the time of the team’s site visit on October 13, 2016, First Student was still unable to print route sheets.

⁵⁸ TransPar, *Principals’ Survey for Transportation Services*, 2016, and TransPar, *Progress in Motion*, 2015-16 Annual Report.

for the same time periods, however, report that only 53 percent of principals responding were satisfied to very satisfied with on-time performance, which was up from 45 percent in 2015

- Only 27 percent of principals responding were satisfied or very satisfied with on-time performance of taxicabs, which was up from 20 percent in 2015.

Exhibit 54. Transported Students and Stops⁵⁹

Program	FY2015	FY2016	FY2017
Regular ED	9,126	9,159	11,114
Students with Disabilities	677	748	426
Others	72	81	69
Early ED	141	131	112
Subtotal on Buses	10,016	10,119	11,721
Alternate Mode Vehicle	428	345	295
Total Students	10,444	10,464	12,016
Total Buses	146	156	177
Total Stops	3,193	3,564	4,802

Source: TransPar

- Principals expressed high levels of frustration about transportation operations. Principals told the team that --

- When they call the transportation (TransPar) office for assistance in the afternoon, the calls often go unanswered. To evaluate this concern--

At 4:15 p.m. on Thursday, October 13, 2016, the team speaker-phoned the published transportation telephone number (816-418-8825), and a recorded message stated that the transportation office was closed and to call back during normal business hours⁶⁰

- Principals have been directed not to call First Student directly but to call only the “transportation number” for problem resolution.
- Delays in processing new students for transportation and late arriving buses are causing students to miss breakfast and/or instructional time. As a result –

The loss of instructional time is negatively affecting KCPS’s ability to meet the Missouri School Improvement Program attendance target of 90 percent of students in attendance at least 90 percent of the time⁶¹

- Buses return late from field trips, delaying on-time bus departures, and causing student management problems in the afternoon.

⁵⁹ TransPar was unable to explain reasons for the significant reduction of SWD in FY2017.

⁶⁰ A number of KCPS schools dismiss at 4:00 p.m.

⁶¹ <https://dese.mo.gov/sites/default/files/MSIP-5-Performance-Standard-Appendix-A.pdf>

- Student route information provided to schools at the start of the school year was confusing, and in some cases, in a different format than previously received⁶²
- There appear to be fewer bus monitors present than in previous years.
- There is inadequate bus loading time to ensure students are on the correct bus prior to afternoon departure.
- When asked to rate overall transportation service, using a scale of 1-10 (10 being high), principals interviewed rated the service between 0 and 6.
- The team heard several concerns about the use of taxicabs to transport students. These concerns included--
 - Inappropriate driver conduct toward students.
 - Incidents between students riding in the same taxicab.
 - Students participating in athletics being transported by taxicab.
 - Multiple taxicabs “hovering” around school loading zones in the afternoon creating unsafe conditions.
 - A lack of clear guidelines and support for the use of taxicabs.
 - The cost of taxicab service, which in September 2016 was \$114,523 for 973 cabs (average daily taxicab usage: 46 taxicabs per day).⁶³
- The team was told that not all First Student buses were equipped with working radios or GPS units, a comment that First Student disputed. However, during the team’s site visit to First Student, the team observed fire extinguishers on buses that appear to be expired. Exhibit 55 below provides examples.
- The KCPS cost per transported student and the KCPS cost per bus are considerably higher when compared to the median costs of other major urban school districts reported in the Council’s 2014-15 Key Performance Indicators (KPI) Report.⁶⁴ Exhibit 56 below illustrates these cost comparisons.

⁶² Several principals commented that the route list they received for their school appeared to contain routing information for all 12,000 traveling students.

⁶³ Source: TransPar

⁶⁴ The Council’s *Managing for Results* report is a Performance Measurement and Benchmarking Project that identifies performance measures, key indicators, and best practices that can guide the improvement of non-instructional operations in urban school districts across the nation.

Exhibit 55. Expired Fire Extinguishers



Source: CGCS Team Site Visit

Exhibit 56. Transportation Costs⁶⁵

Fiscal Year	# Students Transported	Number of Buses	CGCS Median Cost per Student	KCPS Cost per Student	CGCS Median Cost per Bus	KCPS Cost per Bus
2011-12	8,358	183	\$1,072	\$1,608	\$58,240	\$73,442
2012-13	10,299	160	1,009	1,277	57,466	82,171
2013-14	10,127	150	1,123	1,238	58,727	83,561
2014-15	10,444	146	962	1,282	56,360	91,709
2015-16	10,464	156	NA	1,314	NA	88,109
2016-17	12,016	177		1,321		89,684

Source: Interviews, TransPar, and CGCS 2014-2015 KPI Report

- Although KCPS utilizes a three-tier⁶⁶ bell schedule system, the tiers are not organized to maximize routing efficiency and decrease cost. For example--
 - Currently, 53 routes/buses⁶⁷ service only one tier (extremely inefficient), 60 routes/buses service two tiers, and 64 routes/buses service three tiers (highest efficiency)
 - The CGCS 2014-15 KPI survey median for *Daily Runs per Bus* was 4.23. KCPS reported 2.28 *Daily Runs per Bus* in 2014-15.

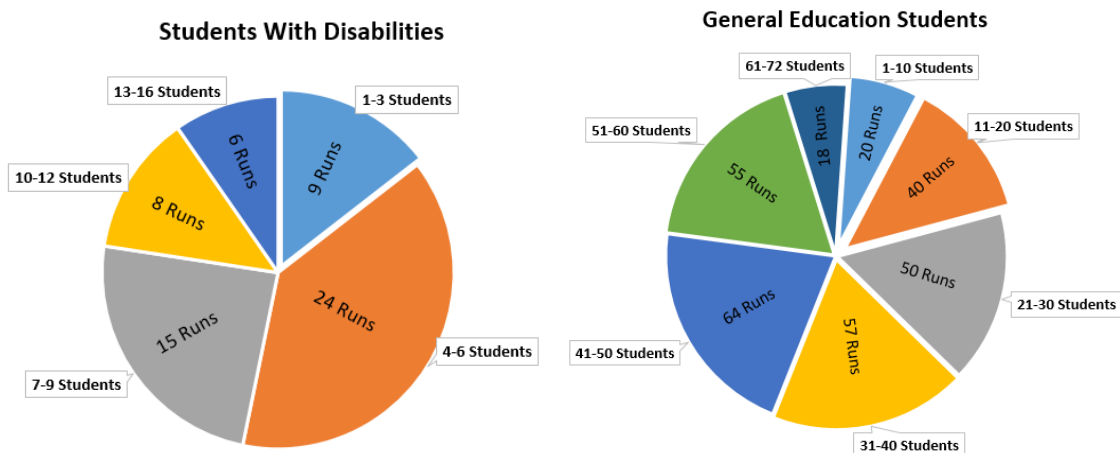
⁶⁵ Includes all students transported by bus or taxicab.

⁶⁶ Three (3) separate staggered school starting times with the goal of buses/routes in the morning performing three (3) runs each, and in the afternoon performing three (3) runs, each accommodating all transported students.

⁶⁷ This is up from 27 in FY16.

- There is inconsistent information from school site staff and First Student regarding student discipline. For example –
 - First Student reported that most schools do not respond to disciplinary referrals sent to schools *via* email.⁶⁸
 - Principals indicated they do not receive referral notifications from First Student related to student management issues.
 - As a result of this disconnect--
 - student safety is jeopardized,
 - there is increased risk and liability,
 - driver morale is impacted,
 - driver attrition increases, and
 - buses will continue to depart late from school in the afternoon.
- Fifty-three percent (53 percent) of SWD runs have six (6) or fewer students assigned to the bus. Twenty percent (20 percent) of general education (non-SWD) student runs have 20 or fewer students assigned.⁶⁹ Exhibit 57 below shows the number of students assigned to runs.

Exhibit 57. Students Assigned to Runs



Source: TransPar

Recommendations

1. Convene--with a sense of urgency--ongoing meetings with appropriate department heads to review, prioritize, and implement previous recommendations shown in Exhibit 5. Based on findings described in this current review, the team considers the Council's 2006

⁶⁸ First Student reported approximately 2,000 student-incident referrals were emailed to principals, of which only 10 percent were responded to.

⁶⁹ The vendor (TransPar) asserts that the reason for the low ridership on some buses is due to the large number of choice schools and programs.

recommendations and those by MGT as important now as they were then. Use these recommendations as “road maps” to develop business plans, cost/benefit analyses, and timelines and assign project owners to move the recommendations forward.

2. Evaluate the benefit of returning management—and possibly day-to-day operations—of the district’s transportation services back in-house. Prepare an impact analysis that includes goals, staffing levels, costs, and a realistic transition timeline for administrative consideration.
3. Develop a timeline for internal review and release of transportation-related RFPs to ensure that contracts are awarded at least six (6) months prior to the date the contract begins.
4. Create a committee comprised of leaders from transportation and the Exceptional Education Department to confer on issues of mutual concern. At a minimum, these discussions should include--
 - a. Establishing when a transportation representative should be present at an IEP⁷⁰ meeting to determine specialized equipment or services a student might require.
 - b. Identifying opportunities to ensure a *least restrictive environment* whenever possible by—
 - i. identifying students who can be integrated on buses with their non-disabled peers and
 - ii. designing runs that will safely accommodate both corner and curb-to-curb stops.
5. Convene a team of stakeholders, including key instructional staff, special education staff, transportation staff, and a consultant that specializes in bell-time optimization to identify changes necessary to maximize three-tier bell schedule efficiencies and route planning strategies. The finished plan should--
 - a. align schools so that an equal number of buses are scheduled on each of the three bell tiers,
 - b. allow reasonable travel time between tiers and appropriate bus loading and unloading times at schools,
 - c. allow tier assignment changes or exchanges, and
 - d. allow for the inclusion of early release schedules.
6. Require all routers to be thoroughly trained on all functions of the routing software prior to routing students for summer and fall 2017 sessions. After receiving this training, routers should--
 - a. Thoroughly “stress test” routing software in a testing environment in order to identify and resolve problem areas prior to the start of the 2017-18 routing process.

⁷⁰ An Individualized Education Program (IEP) is a written education plan designed to meet a child’s learning needs.

- b. Evaluate the impact of the two-block walk-to-stop routing error by identifying the number of stops and students involved and associated costs, and seek district administrative direction for inclusion or exclusion of these stops for the next school year.
- 7. Ensure that all permits are up-to-date. Continue leveraging existing GPS technology on buses to monitor on-time performance to ensure that transportation is assisting KCPS in meeting or exceeding the Missouri School Improvement Program attendance target of 90 percent of the students in attendance 90 percent of the time.
- 8. Identify opportunities to improve student safety and reduce risk and liability by –
 - a. Enhancing appropriate and timely responses to student discipline issues that occur on buses and in bus loading zones, and ensuring that students are held accountable for violations of the disciplinary code.
 - b. Requiring all drivers of KCPS students and operations staff to receive ongoing training on KCPS policies and to be held accountable for required responses to bus/taxicab accidents, breakdowns, buses/taxicabs running late, unauthorized individuals attempting to board buses/taxicabs, smoking on the bus/taxicab, reported weapons on the bus/taxicab, and all other student safety-related situations.
- 9. Review annually KCPS transportation-eligibility requirements and fiscally quantify the encroachment on the district’s General Fund of transporting students who reside less than one (1) mile from their resident school. Seek yearly approval from the district’s administration to continue this level of service.
- 10. Begin a comprehensive review of all routing processes to identify opportunities to improve routing outcomes.⁷¹ KCPS should--
 - a. Establish an annual interdepartmental routing timeline committee that will develop appropriate and acceptable deadlines for the submission of data and completion of tasks. This committee should be comprised of key staff from the departments of information technology, exceptional education, and transportation and other departments deemed appropriate. The committee should ensure the following:
 - i. Routing staff have sufficient time to prepare summer and fall routes that are efficient and cost-effective.
 - ii. The timeline includes contractor meetings, and contractors have adequate time for recruiting/hiring/training of drivers and monitors and reviewing contractor backgrounds and driving records, as well as for dry run(s), and vehicle maintenance in preparation for the start of the school year
 - iii. Contractors receive routes on time and can review routing, suggest pairings, and provide feedback prior to the opening of school.

⁷¹ The vendor (TransPar) asserts that this effort is underway.

- iv. Student routing information provided to schools prior to the opening of school is received in a timely manner and presented in a clear and logical format.
 - b. Use—to the greatest extent possible—the previous school year’s ending routing configuration as the starting point for next year’s routing.
 - c. Consider transporting students into two nearby schools on the same bus, such as a middle school and a nearby high school, simultaneously. (Make sure that safety considerations are taken into account.)
 - d. Maximize the use of allowable ride times, earliest pickup times, and seating capacity to minimize the number of buses required.
 - e. Design a strategy for improving the monitoring of actual ridership throughout the school year with the goal of aggressively identifying stops, runs, and, ultimately, buses that could be consolidated or eliminated.
11. Expand the use of *School Messenger* and allow transportation to notify parents, school site administrators, and, as appropriate, students, of route delays and other critical transportation-related information on a timely basis.⁷²
12. Strengthen contract administration by creating a KCPS central office function whose primary responsibility is to monitor district contract management, deliverables, compliance, and best practices. This office should be responsible for--
- a. making contract oversight and enforcement a districtwide priority;
 - b. developing training for key staff on best practices in contract administration;
 - c. designing and monitoring performance indicators to ensure vendor compliance to all terms, conditions, and damage clauses agreed to by the parties; and
 - d. ensuring that *Vendor Performance Evaluations* are written and issued on a regular basis, maintained in a centralized location, and used as a factor in allowing vendors to bid on future contracts.
13. Improve district oversight of communications between TransPar and First Student, with regularly scheduled meetings that rotate between KCPS offices and First Student’s offices. Require the presence of key operations staff at these meetings. Agenda items should be submitted by both teams with the following goals--
- a. Improve the communications among students, parents, school site administrators, TransPar, and First Student.
 - b. Expand the office hours of transportation service staff to ensure that callers receive prompt and courteous assistance any time buses are on the road.

⁷² The vendor (TransPar) indicates that this recommendation has now been implemented.

- c. Identify opportunities to deliver the highest possible level of service to KCPS students by
 - i. Sharing resources, including, but not limited to –
 - a) Allowing First Student read-only access to KCPS routing⁷³
 - b) Sharing GPS summary data with TransPar⁷⁴
 - c) The timely exchange of relevant information
 - d) The timely notification of route modifications to parents and schools.
 - ii. Require a transportation presence at principals’ meetings to address concerns and reassure site administrators of transportation’s commitment to providing quality transportation service and support.
 - iii. Continue to meet with parents and school staff to address and resolve problem areas.
14. Conduct—with appropriate KCPS and legal staff at the table—an in-depth review and analysis of the existing service contracts with TransPar and First Student. This process should involve these actions:
- a. Review transportation-related contracts utilized in similar-sized or larger school districts throughout the country to note “best practice” contract language that ought to be incorporated into future KCPS contracts. (The Council can provide sample contracts.)
 - b. Identify and strengthen existing contract language that is ambiguous or difficult to enforce, lacks performance standards and consequences for failure to perform, or lacks language regarding the confidentiality of student information.
 - c. Review or add, as appropriate, liquidated damages and performance incentive language in contracts.
 - d. Review current contracts to identify opportunities to apply liquidated damages that were not appropriately enforced, including other reimbursements to which KCPS is contractually entitled.
 - e. Identify opportunities to contract for smaller buses to reduce dependency on taxicabs.
15. Perform—as is allowed in the current First Student contract—an immediate inspection of all KCPS buses and driver records to ensure updated compliance with –
- a. Vehicle maintenance and inspection requirements.
 - b. Driver background, training, and testing requirements.
 - c. Proper equipment or signage requirements on/in buses, including, but not limited to--

⁷³ The vendor (TransPar) indicates that this part of the recommendation has been implemented.

⁷⁴ The vendor (TransPar) indicates that this part of the recommendation has been implemented.

- i. empty bus signage;
- ii. working two-way radios, GPS units, and digital cameras;
- iii. working air conditioning on selected SWD buses;
- iv. working seat belts on SWD buses; and
- v. fire extinguishers, first aid kits, three-triangle reflectors, and body fluid cleanup kit compliance.⁷⁵

⁷⁵ The vendor (TransPar) indicates that the state conducts inspections and that First Student will earn awards for the results. The team did not believe that this negates the recommendation.

I. Food Services

The team conducted its fieldwork for the food services review during a four-day site visit to Kansas City, October 25-28, 2016. This chapter presents the team’s specific findings and observations. They are organized into four general areas: commendations, leadership and management, organization, and operations. These findings and observations are followed by the recommendations of the team. The footnotes contained herein are an integral part of this report.

The Child Nutrition Services Department

The district is qualified under the USDA’s Community Eligibility Provision (CEP)⁷⁶ to provide breakfast, lunch, and dinner at no cost to all enrolled students without the burden of collecting household applications. The district’s enrollment is approximately 15,000 students in 35 schools, centers, and programs.

In the district’s Comprehensive Annual Financial Report (CAFR), the Child Nutrition Services Fund is used to account for the operation and administration of school cafeterias. As of June 30, 2015 (the most recent CAFR posted to the district’s website), the Child Nutrition Services program had an ending balance of \$2.9 million from actual revenues of \$12.1 million, actual expenditures of \$10.7 million, and \$1.1 million in transfers-out in the 2014-15 fiscal year. Exhibit 58 below shows the revenues, expenditures, net income, and balances in the program for the most recently reported three fiscal years.

Exhibit 58. Child Nutrition Services Fund Balances, Revenues, Expenditures, Net Operating Income and Transfers for School Years 2012-13 thru 2014-15 (in millions)

	2012-13	20103-14	2014-15
Beginning Fund Balance	\$1.1	\$1.9	\$2.6
Total Revenue	10.6	11.0	12.1
Total Expenditures	9.7	10.4	10.7
Net Operating Income	.8	.7	1.5
Transfers out	0	0	1.1
Ending Fund Balance	1.1	2.6	\$2.9

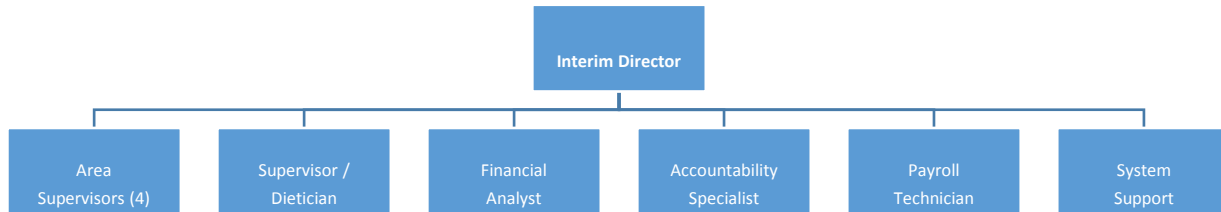
Source: Prepared by CGCS from information contained in KCPS CAFRs.

The Child Nutrition Service Department is headed by an interim director, who reports to the chief operating officer (COO).⁷⁷ The administrative organization of the department is shown below in Exhibit 59.

⁷⁶ A provision of The Healthy, Hunger Free Kids Act (HHFKA), Public Law 111-296, December 13, 2010.

⁷⁷ Gwen Childs was hired as Director on November 11, 2016, following the team’s site visit.

Exhibit 59. Child Nutrition Services Organization Chart (Revised 10/12/16)



Source: Prepared by CGCS based on information provided by the KCPS Child Nutrition Services Department

The interim director's direct reports include the following –

- Four area supervisors – Each of the area supervisors is responsible for five to 10 school-site cafeterias, including the supervision of cafeteria managers and other food service personnel. The area supervisor with nine schools carries the informal title of “chef” and coordinates the district’s satellite and catering operations. Two of the other area supervisors manage nine elementary schools each, and the fourth area supervisor (vacant) manages 10 secondary schools.
- Supervisor/dietitian – The incumbent, a registered dietitian, oversees two schools and is responsible for the development of regular and special menus and feeding in special programs, such as Head Start.
- Financial analyst – This position, vacant at the time of the site visit, is responsible for financial and management reporting for the food service enterprise.
- Payroll technician – This position oversees payroll activities for food service employees.
- System support – This position is responsible for the operation of all food service hardware and software systems, including the POS (point-of-sales) and back-of-the-house (accounting) applications.

General Conclusion of the Food Services Review

The overall conclusion of the Council’s Strategic Support Team is that *KCPS has established a culture that makes the comprehensive student meals program a priority.*

Findings and Observations

Commendations

- School administrators interviewed by the team and those encountered during school-site visits were extraordinarily supportive of the food service program.⁷⁸

⁷⁸ The team visited six school-site cafeterias in addition to interviewing a focus group of randomly selected principals.

- Based on the limited financial information made available to the team, it appears that the Food Service program enjoys a healthy fund balance and increasing revenues and net income (see Exhibit 58 above).
- The district has achieved high participation rates in its food service programs. For example-
 - KCPS reported a districtwide breakfast participation rate of 63.4 percent compared to the median among reporting Council districts of 34.8 percent.⁷⁹
 - KCPS reported the highest districtwide lunch participation rate of 87.5% among all reporting Council districts (compared to the median among reporting CGCS districts of 64.7 percent).⁸⁰
- The team had the following positive observations about school-cafeteria operations based on its school-site visits⁸¹--
 - Cafeteria employees seemed to be hardworking, competent, and dedicated.
 - Food services staff seemed passionate about their work and articulated a clear understanding of the importance of their impact on students.
 - Cafeterias and kitchens were clean, and food service equipment appeared to be in good working condition.
 - Cafeteria employees wore attractive standardized uniforms, which were clean and orderly.
 - Food service and other school personnel were polite and dealt with students in a professional manner.
 - The operations of cafeteria-service lines were well organized.
 - Meal participation is fostered by arriving students being guided directly to the school cafeterias for breakfast and by closed campuses at all schools for lunch.
- The interim director indicated that she meets regularly with union representatives to promote communication.

Leadership and Management

- Turnover at the top levels of management (including the superintendent and the director of Child Nutrition Services) and the failure to fill other critical vacancies have hindered the department's ability to set a cohesive direction. The turnover has also contributed to some of the situations described below. At the time when the team made its site visit--

⁷⁹ *Managing for Results in America's Great City Schools*, Results from Fiscal Year 2014-15, CGCS, October 2016.

⁸⁰ *Ibid.*

⁸¹ The school-site cafeterias visited by the team included three elementary, one middle school, and two high school academies.

- The interim director of Child Nutrition Services had been in a temporary assignment for some time. (She was previously the Assistant Director of CNS; and was appointed to fill the director position on November 11, 2016.)
- The financial analyst position was vacant, which reportedly has resulted in many management reports not being prepared. The position was posted after the team’s site visit.
- The position of area supervisor over secondary food services operations was vacant, resulting in 10 cafeteria managers reporting directly to the interim director.
- The team noted that neither of these vacancies nor the interim position had been posted by the Human Resources Department at the time of its site visit. (The team understands that the financial and area supervisor positions have now been posted, but no viable candidates have applied for the latter.)
- The Child Nutrition Services Department lacked an organizational vision because the interim director was not strategically focused. This may, in part, be a result of the vacancies noted above in the positions of secondary area supervisor and the financial analyst. (The position was filled after the team’ site visit, which presents the unit with the opportunity to improve vision and focus moving forward.)
- The department has no business plan with measurable goals, objectives, benchmarks, milestones, and accountabilities.⁸²
- The central office staff of the food service program was not working as a team under the previous Director, and tension among staff members appeared to impede the efficiency and effectiveness of central operations.
- The Child Nutrition Services Department’s management is not data driven, and it does not use analytical tools to guide decision making. For example –
 - The department does not have adequate dashboard metrics or financial reporting because central management, area supervisors, school-site cafeteria managers, and school principals do not have individual cafeteria monthly profit and loss statements, and disaggregated participation data are not readily available. This was due, in part, to the lack of a financial manager.
 - The assumption by food service management that increased *a la carte* sales in schools is a path to greater profitability is not supported by any cost analysis that considers resulting losses in reimbursable meals. (After the site visit, CNS staff indicated that moving towards more *a la carte* meals in secondary schools was in response to requests

⁸² The team was provided an undated meeting agenda that contained several stated “measures for success” and challenges; however, the Department does not have the ability to measure many of the items listed and does not have any specific plans for how to achieve these measures. None of the other staff interviewed were aware of the existence of these measures.

- from students and parents, particularly those at Lincoln Prep. Either way, the move could be a money losing effort without a clear and objective cost analysis.)
- The department has not developed a business case for having a central kitchen with satellite serving locations, a warehouse and distribution operation, or the provision of catering services. (After the site visit, CNS staff indicated that the decision was based on wanting to provide higher quality food from site-level kitchens. Still, the department has not prepared a business case for either a central kitchen or site-based kitchens.)
 - The department has not conducted a local salary comparability study to determine the reasonableness of its wage and benefits levels, and salary increases are dictated by factors other than comparability, fiscal capability, and enterprise sustainability. (After the site visit, CNS indicated that it receives a salary study from a local industry group, but this does not adequately address the team’s finding.)
 - While it was reported that some school locations have excessively high staff turnover rates, the team found that CNS did not routinely review and act on the data kept by HR. In addition, the team’s review of the HR department found it to be inadequately data-driven. (See finding on page 90.)
 - The team saw no evidence that ongoing repair vs. replacement analyses are conducted on whether cafeteria equipment should be repaired or replaced prior to the fact. The district may do this analysis when it encounters a piece of broken equipment, but it does not do the analysis in a proactive way.
- There was a pervasive lack of planning within the Child Nutrition Services Department. For example, in addition to the lack of a business plan noted above, the department has no—
 - nutrition education plan for the schools;
 - marketing plan to increase meal participation by using social media, school open houses, community engagement, or promotion of services offered; (After the team’s site visit, the district held its *first* student food tasting event with the assistance of the communications office, IT, and food vendors.)
 - plan or approach to expanding the vendor base to achieve greater procurement opportunities;
 - succession planning or cross training for positions requiring higher levels of technical knowledge; (Similar situations are seen in other urban school districts.)
 - ongoing comprehensive process-improvement program to encourage innovation.
 - There were no performance standards in place for school-site operations relating to profitability, participation, or food quality.

- The department lacks effective internal and external communication structures. For example –
 - Central office departments do not seem to have any formal interconnectivity.
 - Units within the Child Nutrition Services Department operated in organizational silos. This may change under a new Director, but it will require time and diligence.
 - Area supervisors have not proactively engage with or solicited feedback from principals in the past. (The district reports that since the site visit the new CNS director is requiring supervisors to have quarterly meetings with principals in their zones, but this practice did not exist when the team made its site visit.)
 - Child Nutrition Services, as a department, has not actively engaged with the community it serves in the past.
 - The department does not appear to be pro-active in promoting its positive accomplishments.
- The team saw no evidence that the department uses regular districtwide surveys or focus groups of students to gather information on preferences and suggestions for improvements. Furthermore, there was no indication that formal systemwide plate-waste studies are regularly conducted or that direct feedback is received from students in any formalized way systemwide.
- CNS staff members are evaluated using standardized forms provided by HR, but the forms do not include established, quantifiable goals, and area supervisors do not consult with school principals on cafeteria manager evaluations.

Organization

- The food service organization, as a whole, appears generously staffed, although there are areas of critical shortage. For example –
 - The number of schools per area supervisor (five to 10, as described in the background narrative) appears to be lower than other comparable large urban school systems.
 - The critical lack of financial expertise and analytical abilities has put the department at risk.
- The department is not organized by function to optimize effectiveness; nor does it have clear lines of responsibility, authority, and accountability. For example –
 - Food service operations, including food production, meal service, and reporting, are not integrated into a single responsible unit.
 - Food-service business services, including finance, payroll, technology, and equipment repair and replacement, were not effectively coordinated as a single support unit.

- Implementation of standard safety and sanitation procedures is not housed under the CNS dietician, which is considered best practice..

Operations

- The team had the following observations of school cafeteria operations, based on its limited number of site visits:
 - Menus on the department’s website, the mobile app, and posted in cafeteria kitchens did not match actual meals being served to students.
 - The team did not observe menus regularly posted in languages other than English, and menus did not appear to cater to a diverse student population. (The team took photographs of sample school menus.)
 - The team saw potential inaccuracies in the counting of meals, such as--
 - students bypassing the POS register and not entering their student identification number and
 - students being counted in the POS system when they did not have all the required meal components.
 - The team did not consistently observe “offer versus serve,” which allows students to decline some of the food items offered, with the goal of reducing food waste, and permits students to choose foods they want to eat.
 - The team noticed inconsistency in the application of food safety and sanitation practices, as evidenced by
 - items heated in the warmer for extended periods of time,
 - lack of hair nets on some cafeteria staff, and
 - lack of temperature logs for chilling and heating equipment.
 - Recipes were either not in use or not being followed.
 - Portions sizes were not monitored to be age appropriate.
 - Principals appeared to be unaware of the USDA restrictions on competitive food sales for fundraisers.
- The team saw no indication that systemwide standard operating procedures were transparent, as evidenced by—
 - the absence of posted safety and sanitation guidelines, (The district indicated that SOP notebooks were kept in the manager’s office at each school—not a best practice in transparency.)

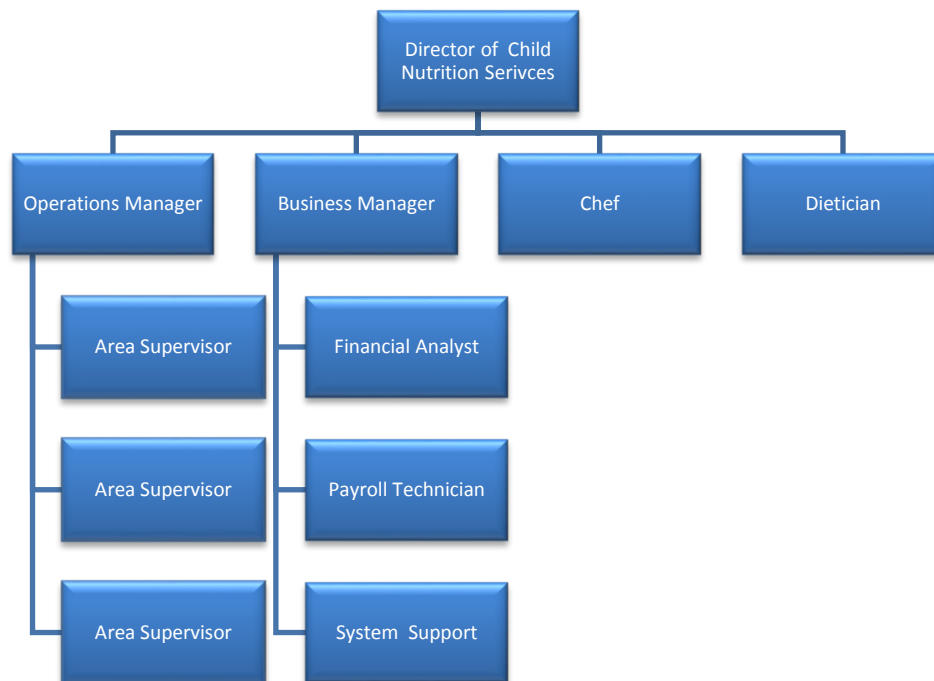
- the lack of staff knowledge about how to manage special diets at school sites, and
- area supervisors not having consistent practices in the review of labor hours or food orders from area supervisor to area supervisor.
- The department does not utilize an automated time and attendance reporting system.
- There appears to be a lack of financial policies governing food-service operations; the actual total cost of the food service program is not apparent. For example –
 - The team saw no evidence of written accounting policies regarding direct or indirect charges to the food service program.
 - The cost of custodial services, trash pickup, utilities, payroll processing, or accounts payable processing are not charged back to CNS. The team considers CNS as an enterprise program where these services should be charged back to CNS.
- In the judgement of the team, a disproportionate emphasis appears to be placed on the catering program, which is not the department’s core function and has questionable financial viability.
- The department has not explored the potential opportunities of providing food services to charter schools or the expansion of summer meal programs to parks, libraries, and community centers.
- The team noted several potential weaknesses in internal controls, such as:
 - Food service cash receipts were transported by inter-office mail in unlocked bags, and there were no sign-offs at some hand-off points—although the department asserts that funds can be tracked through the POS system. The team was not confident in the security of cash transfers.
 - Monthly food and supply inventory counts at school sites are not reconciled to purchases and meals served. (The district indicated after the site visit that it tracks food and supply items, but it did not specify whether it reconciled inventory counts, purchases, or meals served.)

Recommendations

The Council’s Strategic Support Team has developed the following recommendations in an effort to help improve the efficiency and effectiveness of the district’s food service program, its organization, leadership and management, and operations.

1. Reorganize the Child Nutrition Services Department to optimize effectiveness, sharpen its focus, and promote clear lines of responsibility, authority, and accountability. Exhibit 60 below illustrates a sample functional organization for the department.⁸³

Exhibit 60. Sample Child Nutrition Services Organization by Function



Prepared by CGCS

Highlights of this proposed functional organization include ---

- a. A director of child nutrition services, who would be responsible for the development of the direction and vision of the organization and the development of accountability plans for each of the managers listed below.
- b. An operations manager with responsibilities for all school-site cafeteria operations and reporting. The manager would be supported by three area supervisors: one for the 10 secondary schools and two elementary school supervisors with about 12 schools each.
- c. A business manager responsible for all financial, analytical, payroll, and systems (POS and accounting applications) support.
- d. A chef responsible for menu development, new products and recipes, plate and menu costing, food preparation training, and product specifications.

⁸³ This sample organization is not intended to be inclusive of all food service potential activities but is intended to set an organizational tone for further development and tailoring to the specific requirements of KCPS.

- e. A dietitian responsible for ensuring menu compliance with nutritional and portion standards, developing standard operating procedures, implementing a marketing plan, and developing special-diet menus.
2. Establish job requirements for the redefined management positions above, particularly the director, the operations manager, and business manager.
 3. Evaluate personnel within the department and determine whose skills match the requirements of management in the new organization and which positions would need to be filled expeditiously from outside the current organization.
 4. Develop a strategic vision for the food service organization, and establish an operational business plan that includes measurable goals, objectives, activities, timelines, performance indicators, benchmarks, and accountabilities.
 5. Create a data-driven organization that relies upon fact-based and analysis-centric justifications for decisions, including the use of tools and techniques such as--
 - a. Basic food service statistics, dashboard metrics, and management information, including disaggregated meal participation rates (by school and by service⁸⁴), meals per labor hour (by service, by school, and by supervisory area), disaggregated cost per meal (by school and service, breaking out labor, food, and supply costs), and reimbursement rates by service.
 - b. Basic profit and loss statements for each school cafeteria and program.
 - c. Key Performance Indicators (KPIs) and benchmarks to measure and compare performance and effectiveness with other major urban school systems.
 - d. Basic personnel information, including disaggregated absentee and vacancy rates by site, along with related substitute usage.
 - e. Formal and regular salary surveys to measure competitiveness and equity of compensation.
 - f. A meals-per-labor-hour staffing formula that adjusts staff hours at regular intervals, based on actual meals served.
 - g. A menu-driven process that determines and controls food and labor costs, equipment requirements, and the overall viability of the program.
 - h. Feasibility analyses for--
 - i. a central kitchen to produce pre-packaged meals or partially pre-manufactured bulk ingredients and
 - ii. a central warehouse to store and distribute food, supplies, and equipment,

⁸⁴ “By service” defined here as breakfast, lunch, dinner, or snack service.

- i. The use of return on investment (ROI) and business-case justifications to review proposed program expansions.
 - j. The application of proactive repair vs. replacement analyses to drive regular equipment acquisition decisions.
6. Create a proactive culture of planning and execution, including--
- a. The development of nutrition education plans for schools.
 - b. A marketing plan focused on increasing participation by emphasizing nutritious and attractive meals and utilizing social media.
 - c. A plan to enhance procurement opportunities by expanding the department's vendor base through vendor outreach and pre-bid vendor meetings.
 - d. A comprehensive training and staff development plan that includes an in-depth new employee orientation, the opportunity for current employees to enhance their skills, and functional cross-training to ensure uninterrupted continuity of technical skills in the department.
 - e. A capital improvement plan, coordinated with the district's Facilities Department, to include a plant assessment of each school cafeteria.
 - f. An ongoing departmental process improvement program to encourage innovation.
7. Establish performance standards for school-site operations relating to profitability, participation, and food quality.
8. Establish an external communications structure that might include--
- a. Interaction and feedback from school and central administrators on cafeteria issues.
 - b. A forum to gather information and ideas from community, advocacy, and parent groups regarding the program and their satisfaction with it.
 - c. The use of formal and regular surveys and focus groups to gather student preferences and suggestions.
 - d. A regular department publication to communicate its accomplishments in nutrition and program operations to students, school staff, parents, and the community.
9. Establish an internal communications structure that includes regular staff meetings. (See Sample Child Nutrition Services Department Communications Matrix in Exhibit 61 below.)

Exhibit 61. Sample Department Communications Matrix

Annually	Quarterly	Bi-Monthly	Weekly
Department All-Employee Meeting	Department Central Staff Meeting	Department Leadership Team Meeting	Direct Report Meetings
Purpose: Provide team-building, mandatory training, and common vision.	Purpose: Provide central staff with team-building, interdepartmental updates, introduction of new staff, and review safety and emergency procedures.	Purpose: Provide department supervisory staff the opportunity to share information on department projects, status reports, priority issues and problems, and personnel updates.	Purpose: Identify concerns and issues that affect unit and department and require support or action plans.
Who attends: All Child Nutrition Service Department staff	Who attends: All food service central office staff and area supervisors	Who attends: Director, managers, chef, and dietician	Who attends: Managers and area supervisors/direct reports

Prepared by CGCS.

10. Develop and implement personnel evaluation practices based on systemwide measurable goals and performance metrics, and include input from school principals on school cafeteria manager evaluations.
11. Improve the management of school-site cafeterias as follows:
 - a. Ensure that published menus are actually served on the days advertised.
 - b. Develop and publish multilingual menus as appropriate to service-area communities.
 - c. Monitor POS processes and procedures to ensure accurate meal counts and compliance with applicable rules and regulations.
 - d. Implement “offer vs. serve” options to students.
 - e. Monitor food safety and sanitation practices and their compliance with applicable laws, rules, and regulations.
 - f. Ensure adherence to adopted recipes and portion sizes.
 - g. Inform school-site administrators of USDA restrictions regarding competitive food sales.

12. Develop and publish standard operating procedures that cover all aspects of cafeteria operations, including safety, sanitation, production protocols and records, special diets, portion sizes, and management of labor hours and food orders.
13. Develop and document food service financial policies, including the identification of direct and indirect charges that will be made to the program.
14. Enhance food-service financial procedures and processes to ensure that adequate internal controls are in place, particularly in the areas of cash handling, inventory control, and accounts payable processing.
15. Implement an automated time and attendance system that is electronically linked to the payroll system.
16. Explore opportunities to provide food services to charter schools and expand the summer feeding program.

J. Synopsis and Discussion

The Kansas City (MO) Public Schools has struggled for a good many years to improve and to regain the public's confidence. Three recent developments will help move the school system along toward that goal. The first is that the school district gained enough points to be considered for state accreditation. This was an important development, but the district and the public should know that the system's foothold on accreditation is very fragile. The school system could easily slip back into a provisional status or worse with the change of only a few measures. Second, the school board has worked hard over the years to improve the way it governed the system. In fact, many of its operations serve as best practices for other major urban school systems across the country. Third, the school board recently hired a talented, energetic, and determined superintendent who is committed to staying in the city and improving the public schools.

The school system also has a number of other important assets. It has many talented and highly skilled people, who unfortunately have not always received the support or direction they needed to be as effective as they could be. But their expertise was often amply displayed as the Council of the Great City Schools' teams conducted their interviews and made their site visits. The district has also put into place a number of promising practices. The new superintendent is about to embark on a much-needed strategic planning process. The district has a good number of talented school principals around whom he can take the next steps in improving student achievement.

In addition, the school system is in much better financial condition than it was when the Council conducted a similar review some 10 years ago. The district has sizable fund balances—may be too large--and it has substantially reduced audit exceptions over the years. It has a better handle on its fixed assets than in the past, and it has gained better control of its benefits programs. It has also seen some improvements in human resource operations and payroll systems. There have also been some improvements in Medicaid claiming to reimburse the district for transporting students with disabilities. Finally the food services provided by the district have shown significant improvements and many strengths.

At the same time, the district is facing significant challenges, some of which could place its accreditation at risk if not addressed. These challenges exist on both the academic and the operational sides of the house.

First, in academics, it is clear to the Council's team that the school system has substantial room for improvement. It was painfully clear to the Council team that the school system's instructional program is unusually weak. Its materials are not clear, its instructional models used from school-to-school are sometimes inconsistent. In fact, most district materials devote more space to articulating various routines and procedures it wants teachers to follow than to emphasizing the standards or what should be taught. And there is little in the school system's curriculum documents to indicate depth of understanding at which students are to master various concepts. In many cases, the schools simply devise their own materials and tools because of their lack of confidence in what the district has developed. The district also lacks a strategy for turning around its lowest-performing schools or helping English language learners acquire English.

In addition, the district has no mechanism by which it can boost the instructional capacity of its staff and teachers. Its professional development systems are incoherent and weak; they are not evaluated for effectiveness or built around the academic needs of the district's students. Most

of the professional development offered by the district appears geared more toward providing continuing education credits to staff than boosting their instructional capacity.

It was also clear to the Council's team that the district's use of tests to boost student performance was counterproductive. The amount of redundancy in the tests also wasted time, and few of the results were adequately used to inform classroom practice. Moreover, it does not appear that anything in the district is evaluated for its effects on student learning. Finally, it was clear that the district is unwittingly looking at the wrong targets as it assesses the growth and progress that it is making.

The combination of a weak instructional program, the inability of the system to enhance the capacity of its teachers and staff, and its poor use of data make it unlikely that the district as a whole will see the kind of substantial improvements the public wants without significant changes.

The result of current practice is a student body that is poorly prepared for the future. Achievement levels have shown only small improvements over the last several years. Course-taking patterns are weak, suspension rates are high, absenteeism is high, and graduation rates are low.

On the operational side of the house, significant progress has been made in strengthening the district's finances. Still, the budget-development process is not very strong, significant internal control issues remain, and the position control system has major gaps. In the area of human resources, the district is facing major personnel shortages but lacks a convincing plan or strategy for dealing with them.

Unfortunately, the district's transportation systems are about as weak as when the Council reviewed them a decade ago. Clearly, too little has been done to improve an operation that the public sees every day and counts on to get its children to school on time. Major reforms continue to be needed in this area. In the area of food services, the Council teams found much that the school system could feel good about, but there were also significant opportunities for improvement.

Overall, the Council's teams were struck by the general sense of insularity in the district. It did not appear that the school system was looking outside of itself much to take advantage of best practices in other major urban school systems. Much of the report that the Council has crafted for the school system borrows heavily from those best practices to lay out a major blueprint for improving the school system under its new superintendent.

The organization stands ready to help the district and its leadership at every turn as it works to improve. There is simply no reason why the school district can't be making significantly more progress for its children.

Attachment A. Comparisons of Kansas City and Other Great City School Systems on Academic KPIs

Exhibit A-1. Absentee Rates for All 3rd Grade Students by the Total Days Absent for the School Year

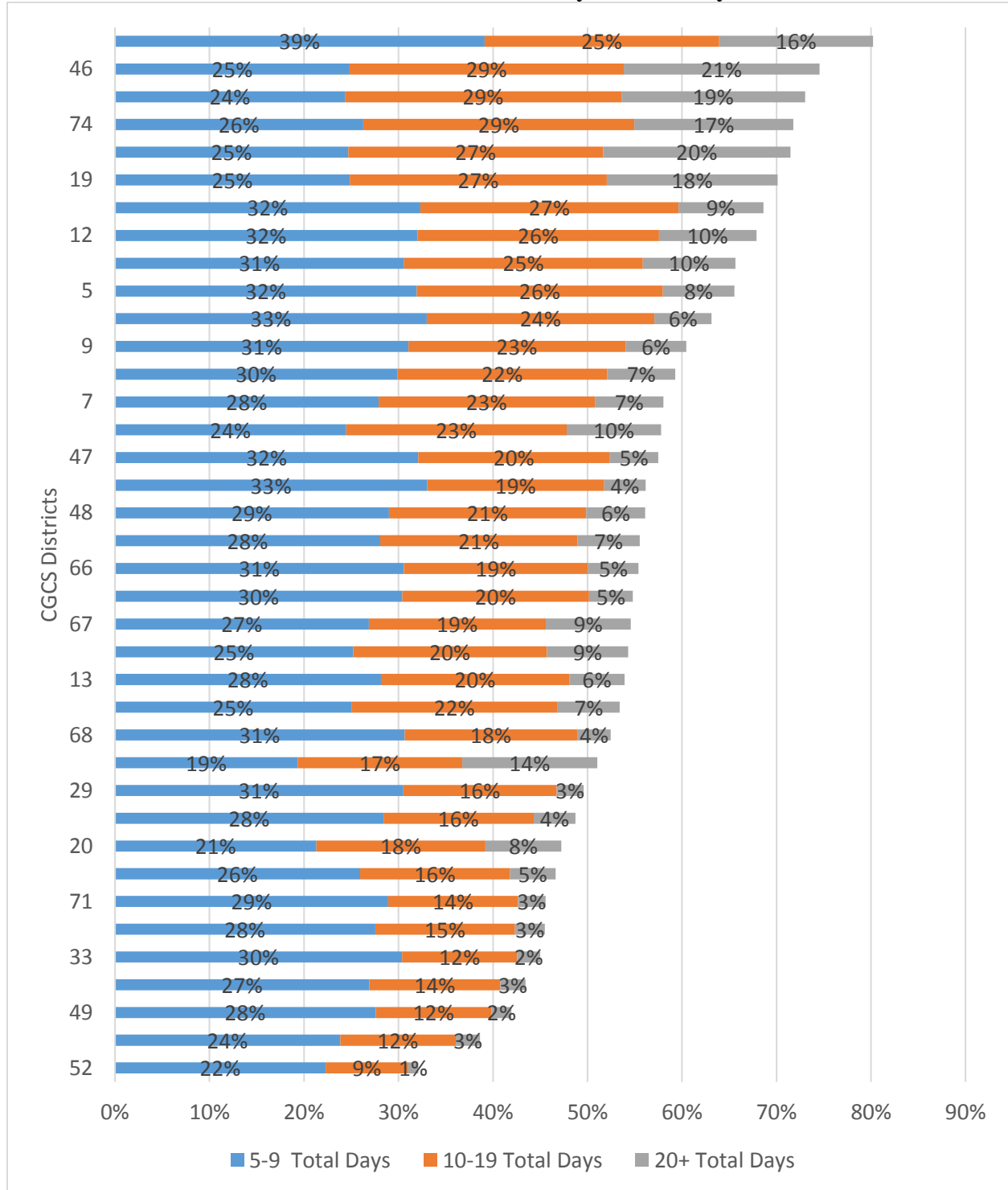


Exhibit A-2. Absentee Rates for All 6th Grade Students by the Total Days Absent for the School Year

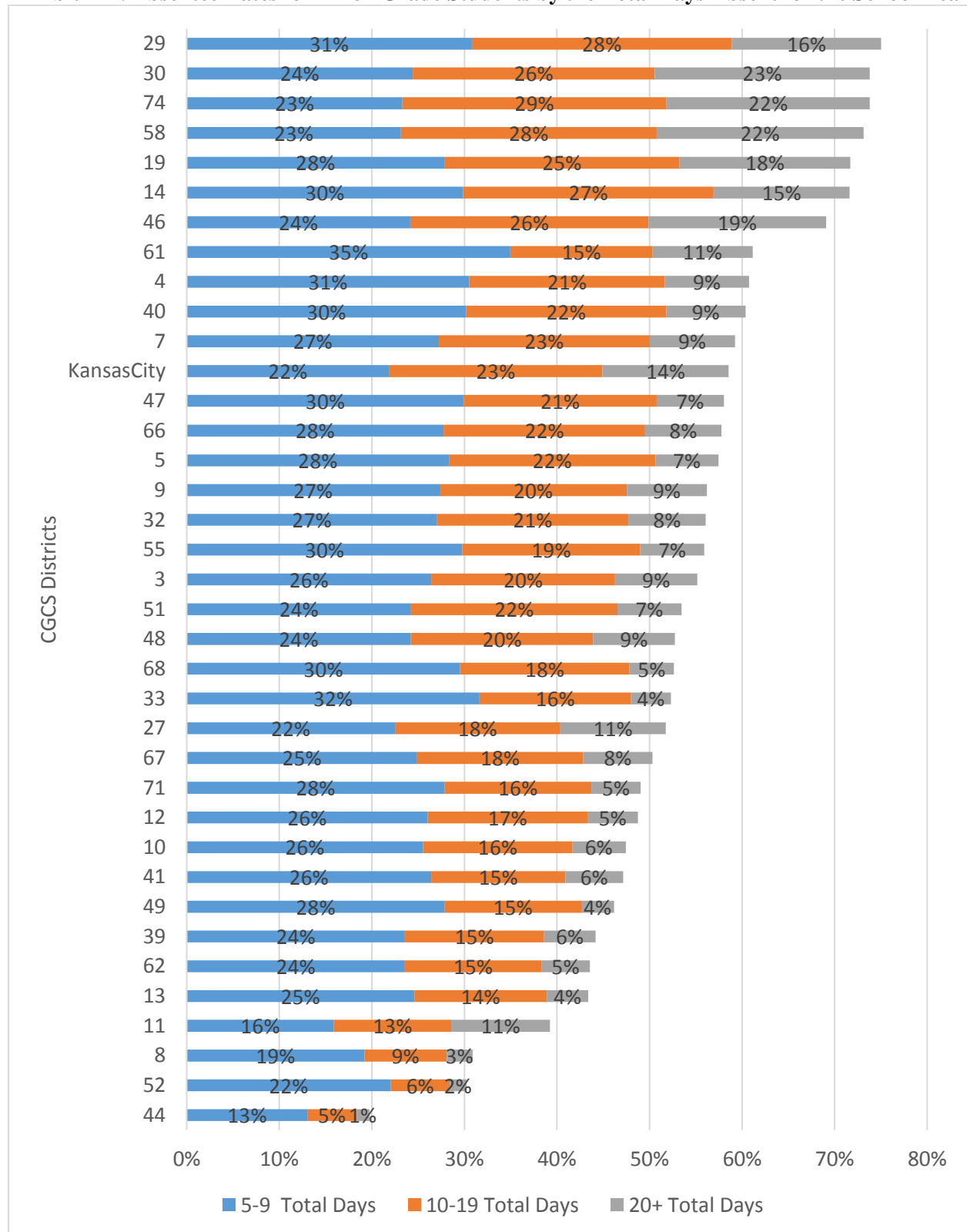


Exhibit A-3. Absentee Rates for All 8th Grade Students by the Total Days Absent for the School Year

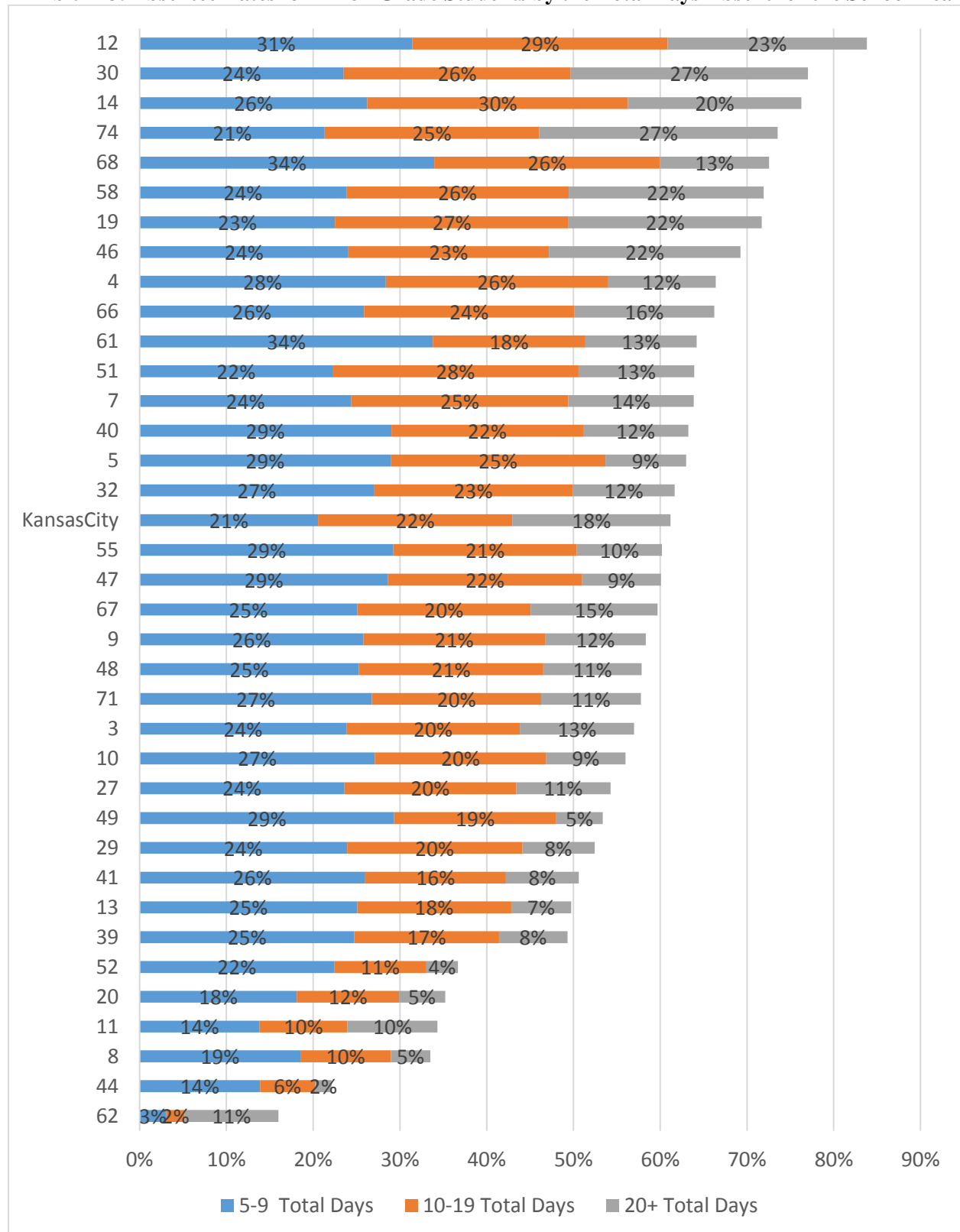


Exhibit A-4. Absentee Rates for All 9th Grade Students by the Total Days Absent for the School Year

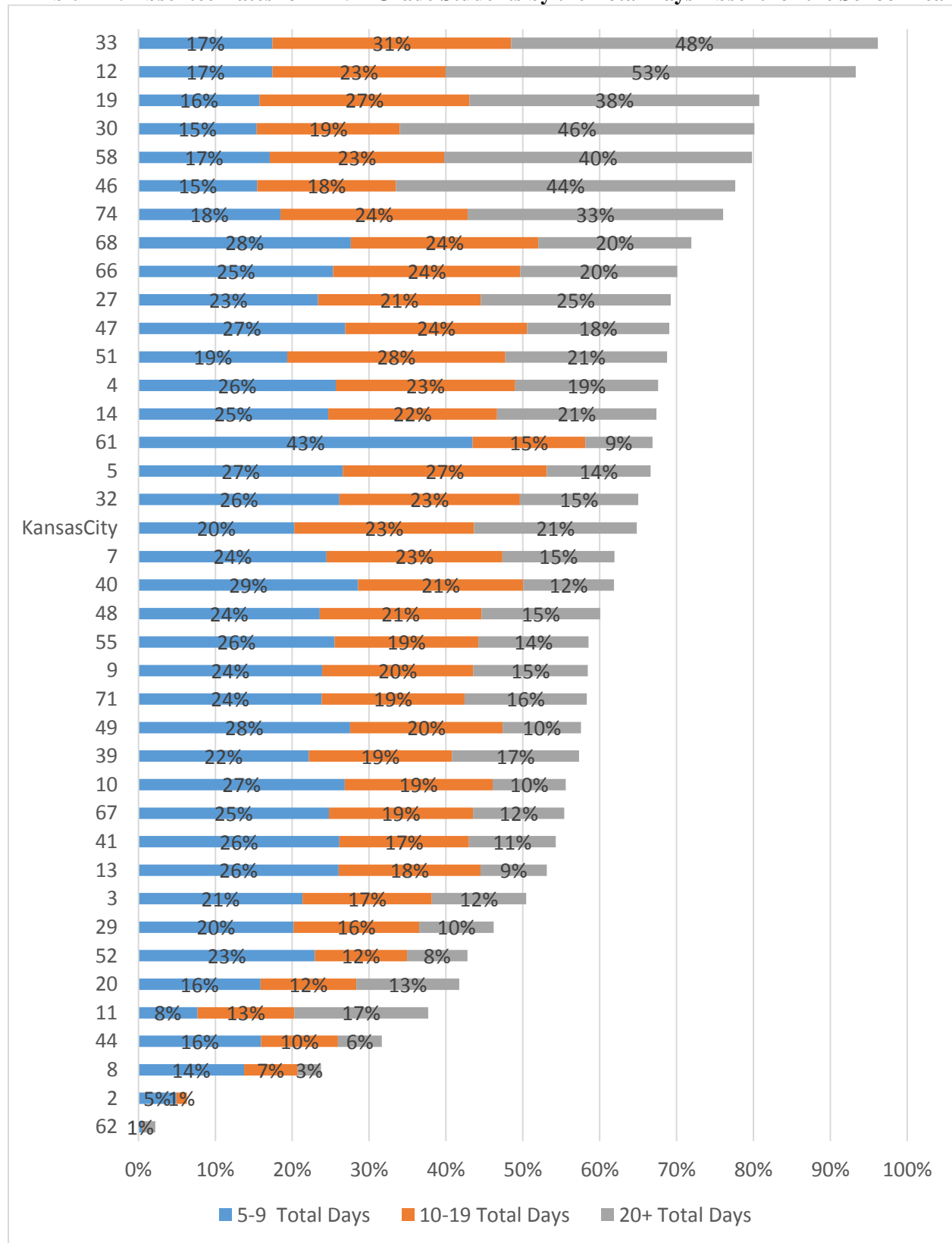


Exhibit A-5. Percentage of Students Suspended by Number of Days Suspended, 2014-15

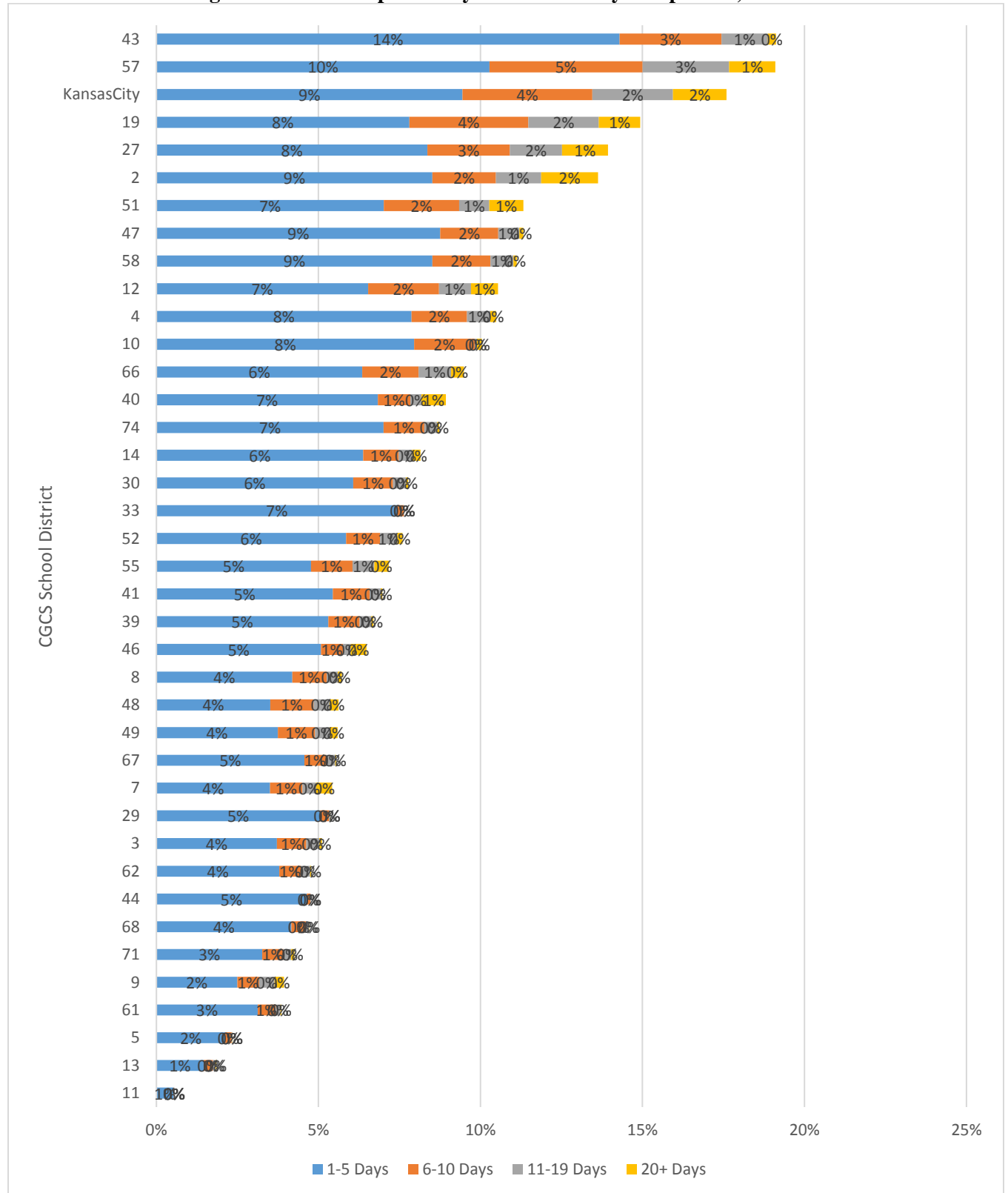


Exhibit A-6. Instructional Days Missed per 100 Students, 2014-15

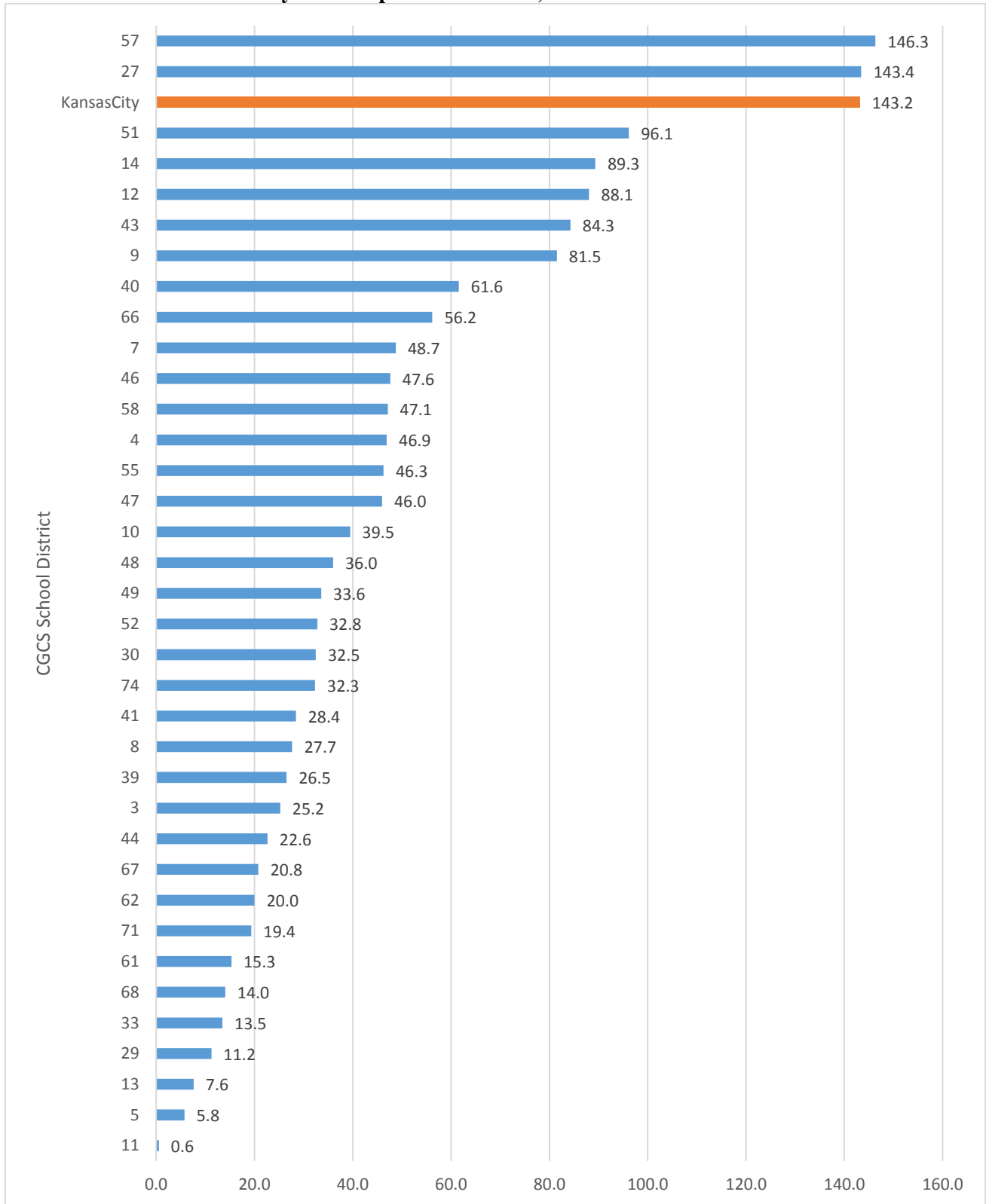


Exhibit A-7. Percentage of Ninth-grade Students Who Failed One Core Course or More

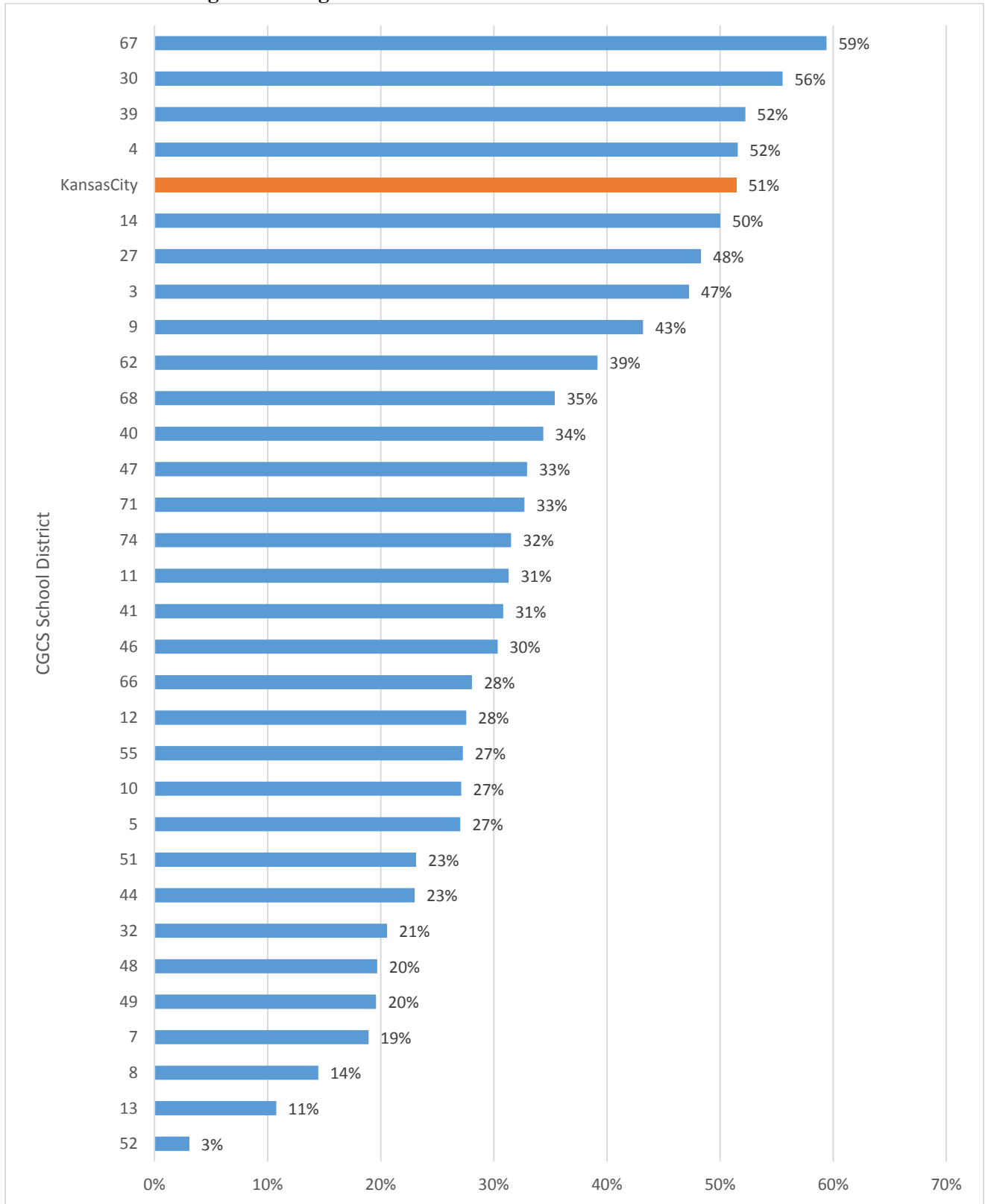


Exhibit A-8. Percentage of Students in Grades Nine Through 12 Who Took One or More AP courses

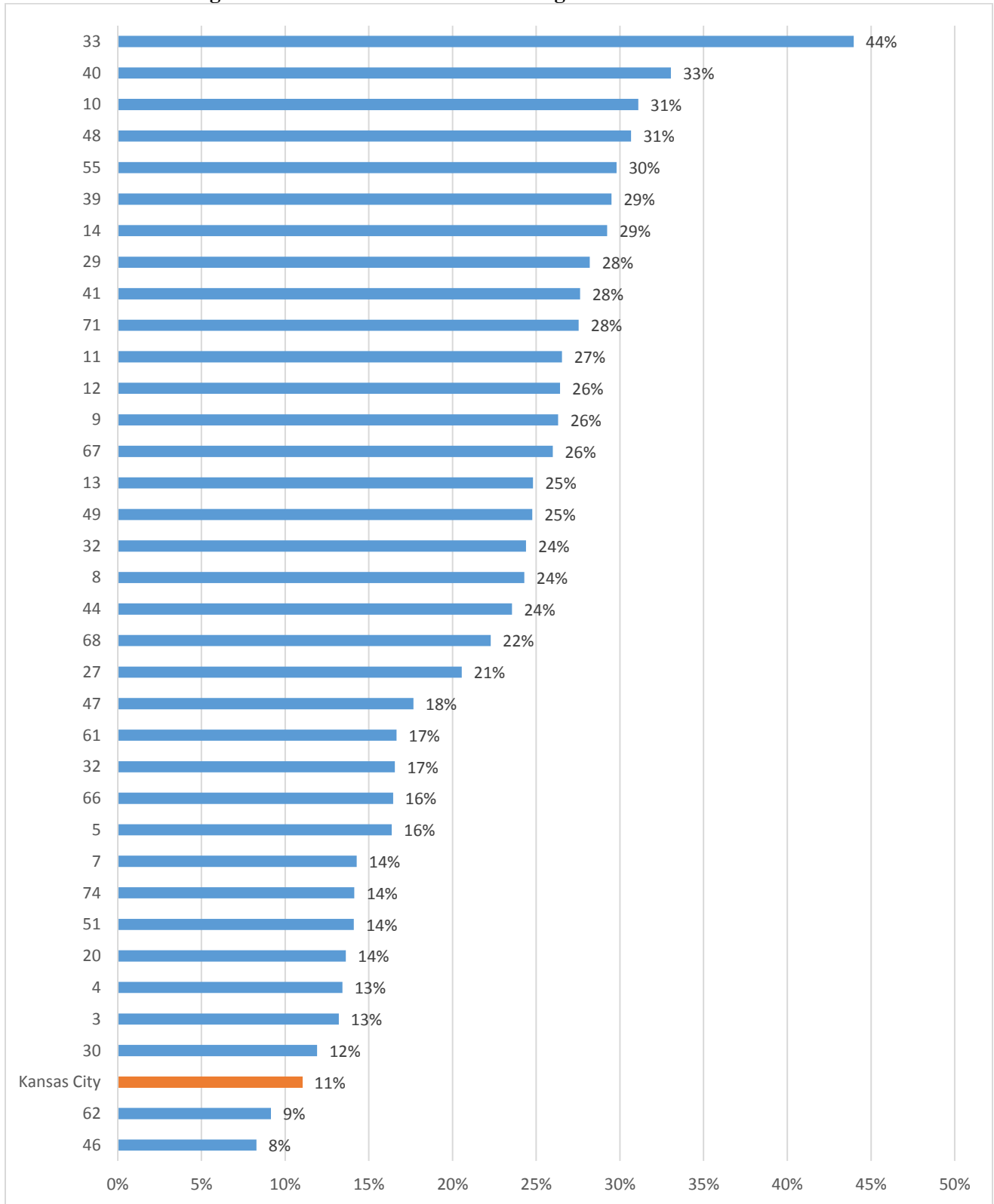


Exhibit A-9. Percentage of AP Exam Scores that Were Three or Higher

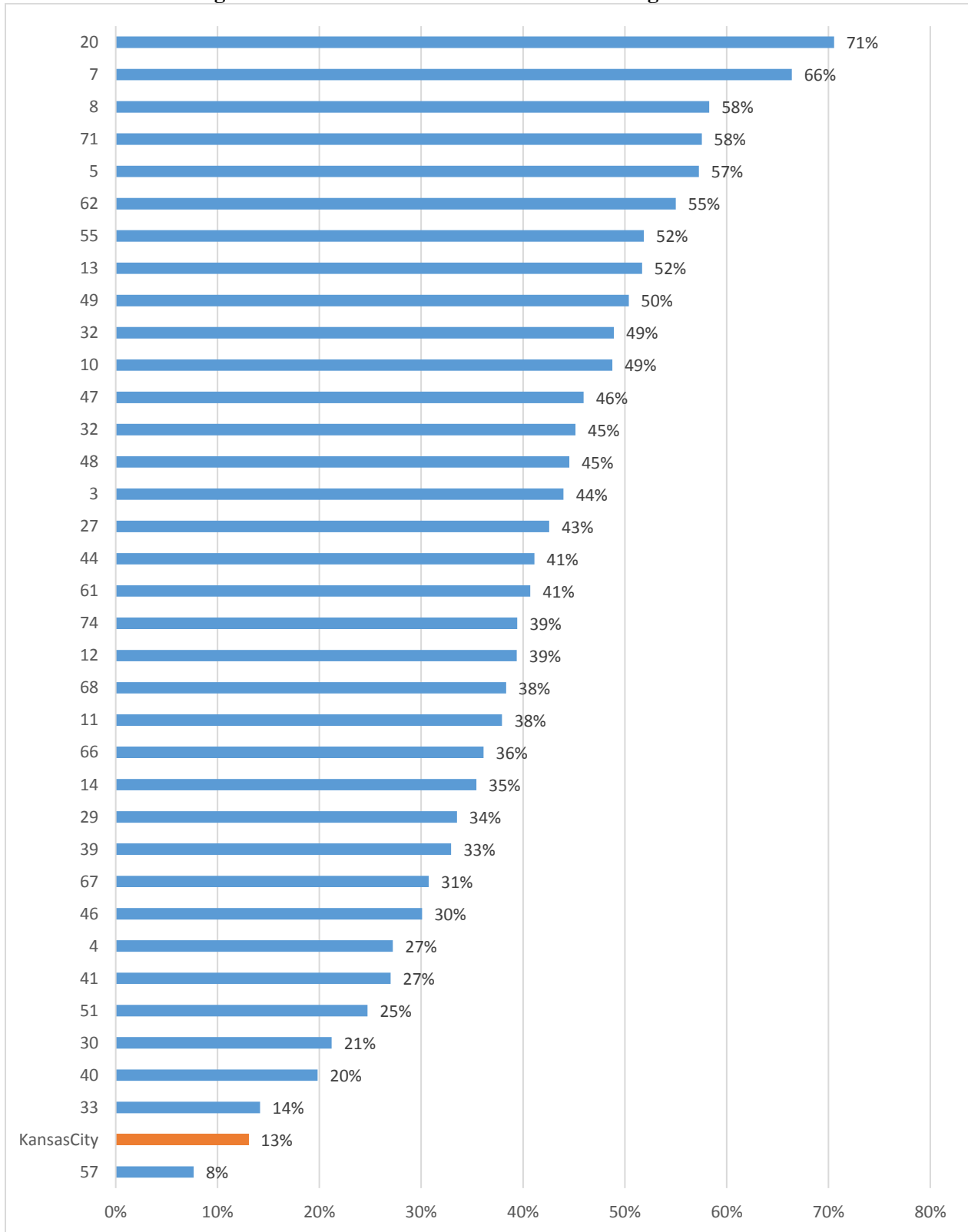


Exhibit A-10. Algebra I/Integrated Math I Completion Rates by Grade Completed

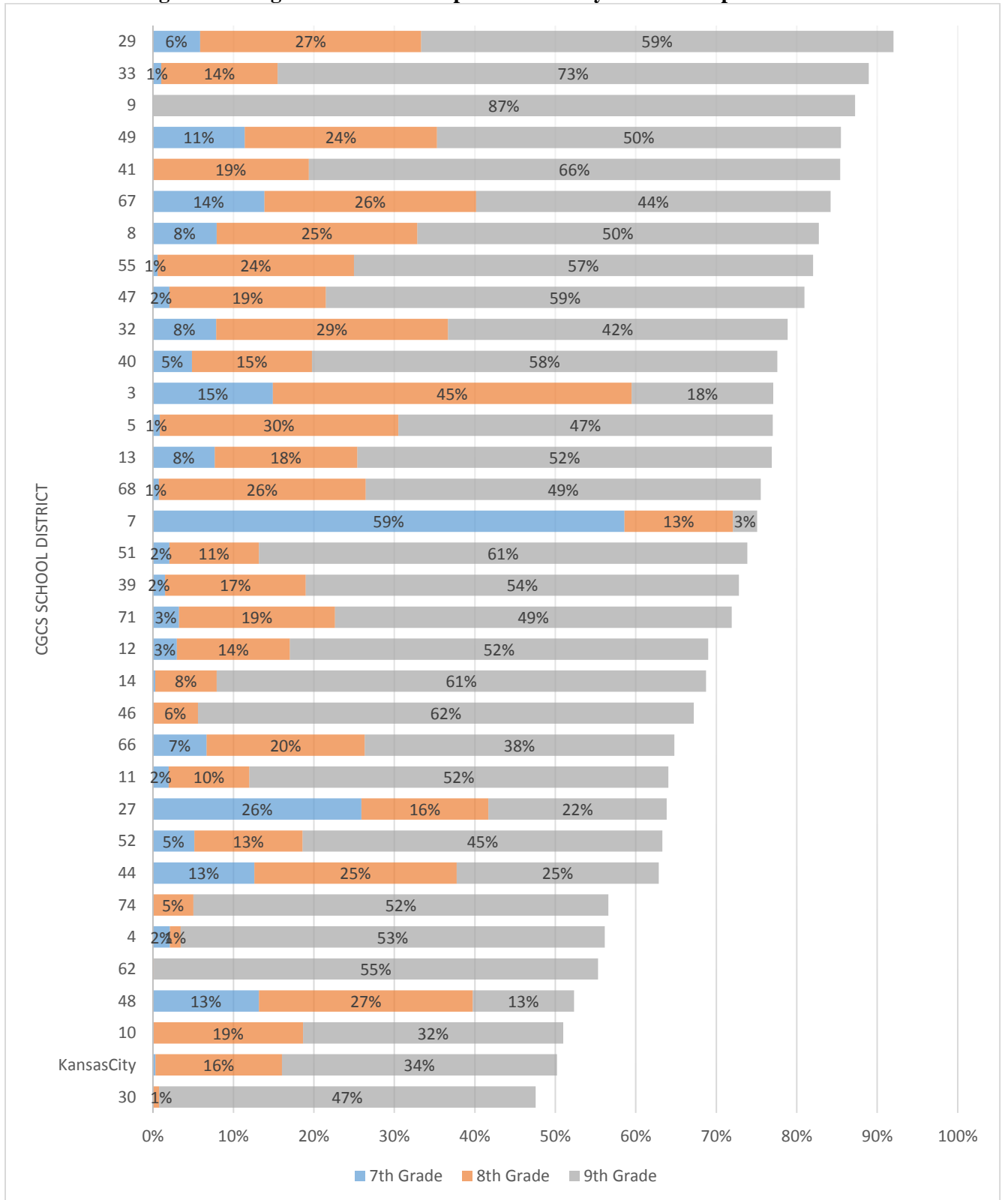


Exhibit A-11. Percentage of Students in Grades 9-12 Enrolled in College Credit-Earning Courses

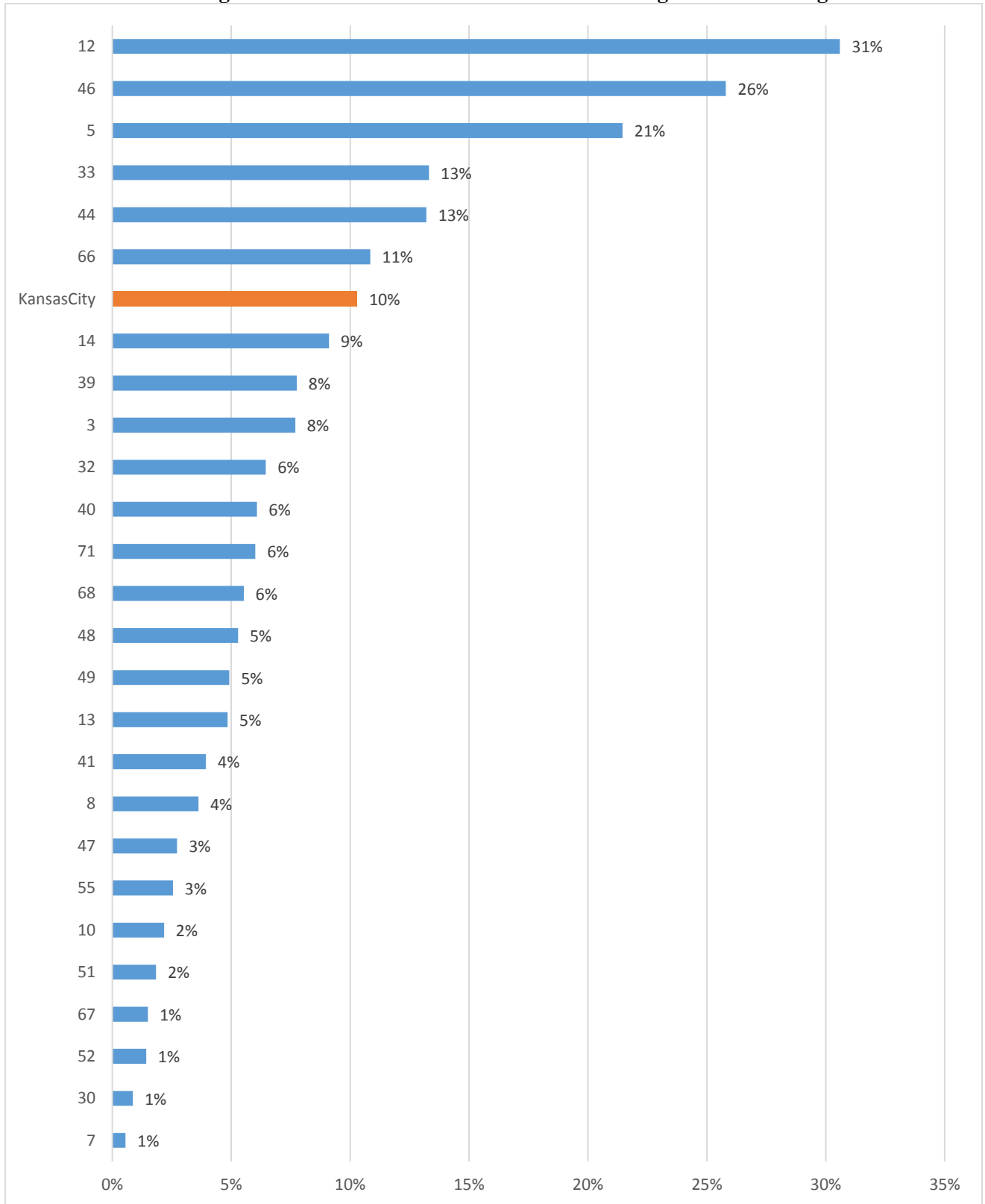


Exhibit A-12. Percentage of Students Who Graduated After Being in Grades 9-12 for Four Years

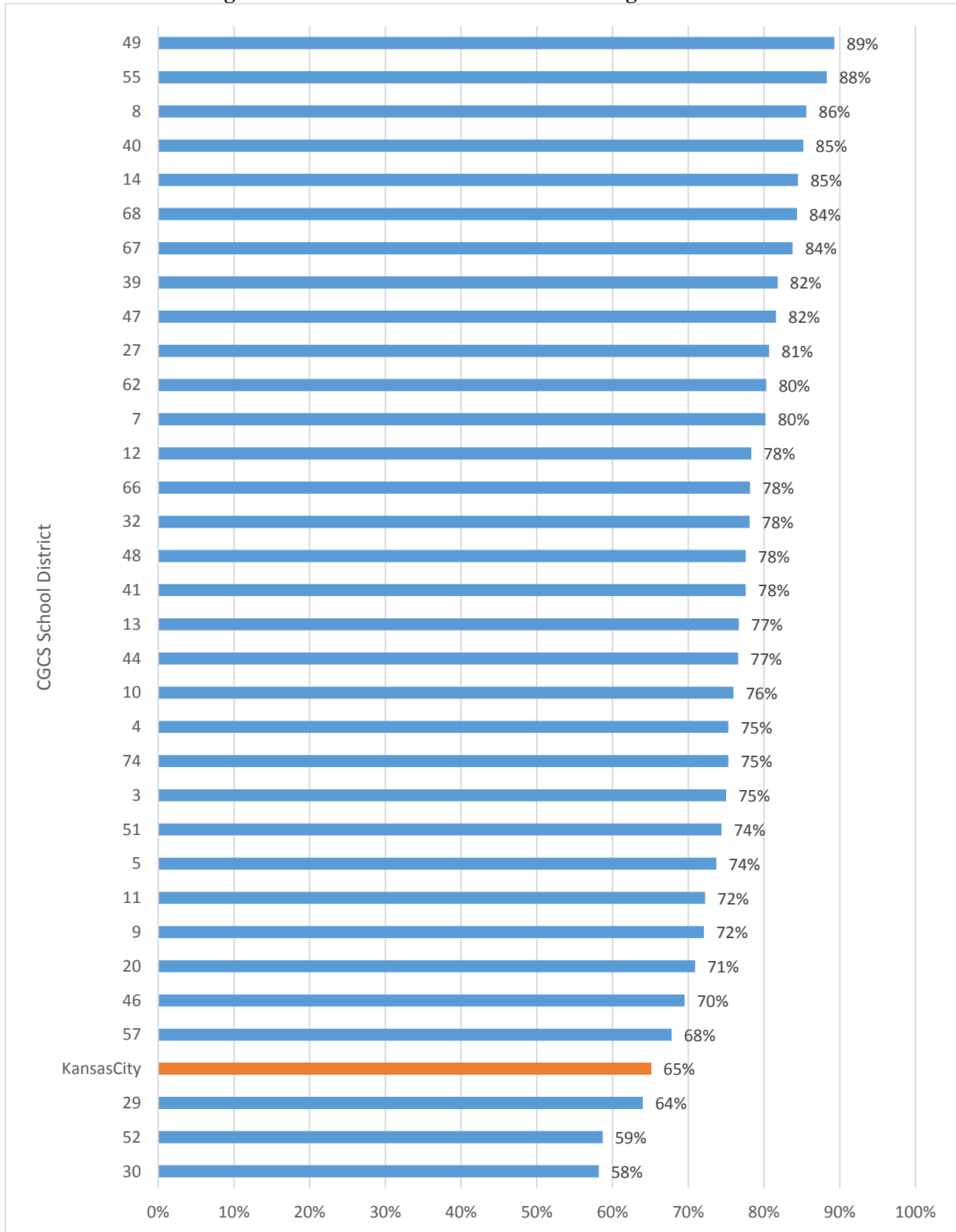


Exhibit A-13. Relationship between 9th Grade Completion Percentage and 4-Year Graduation Rate

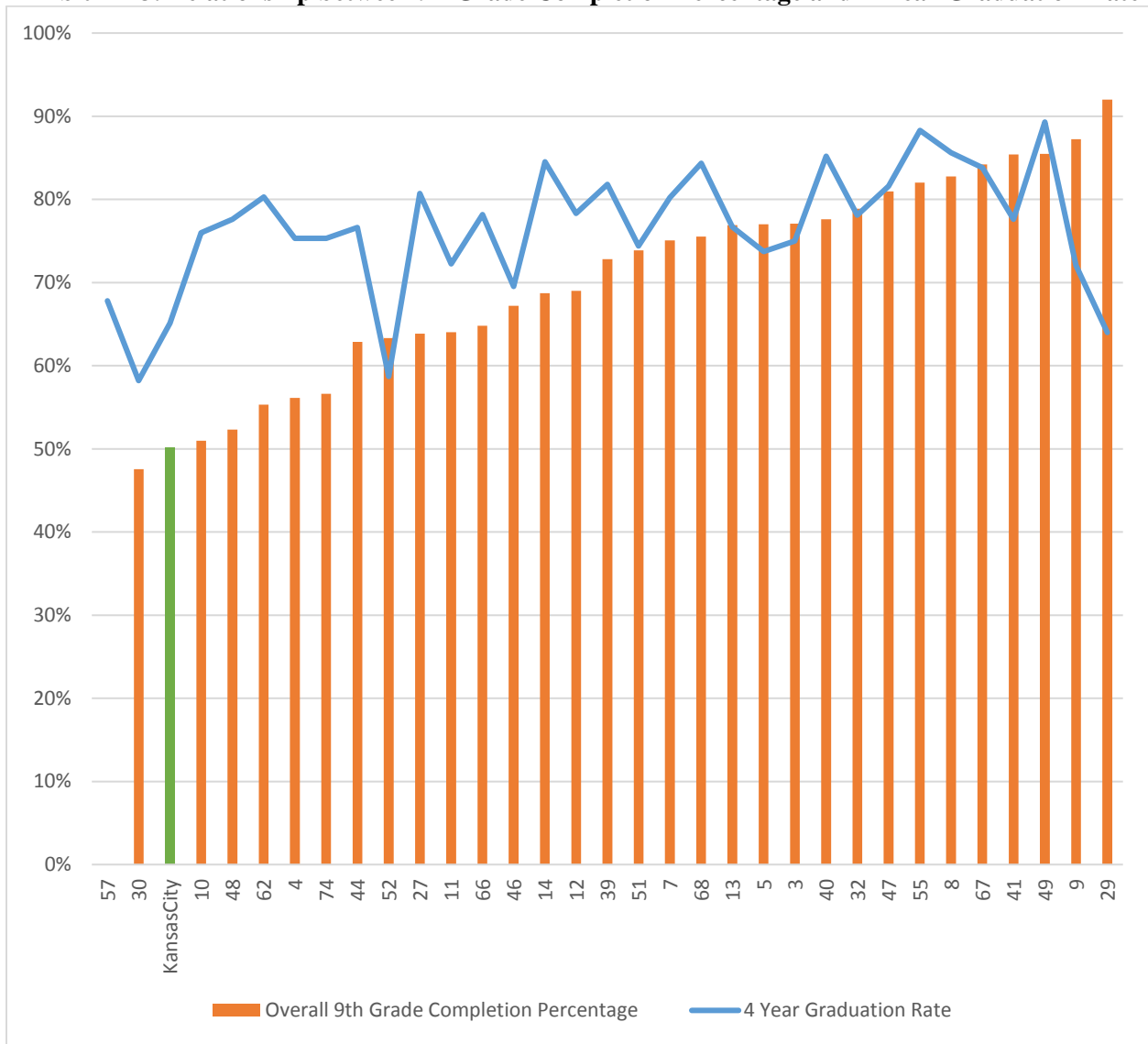
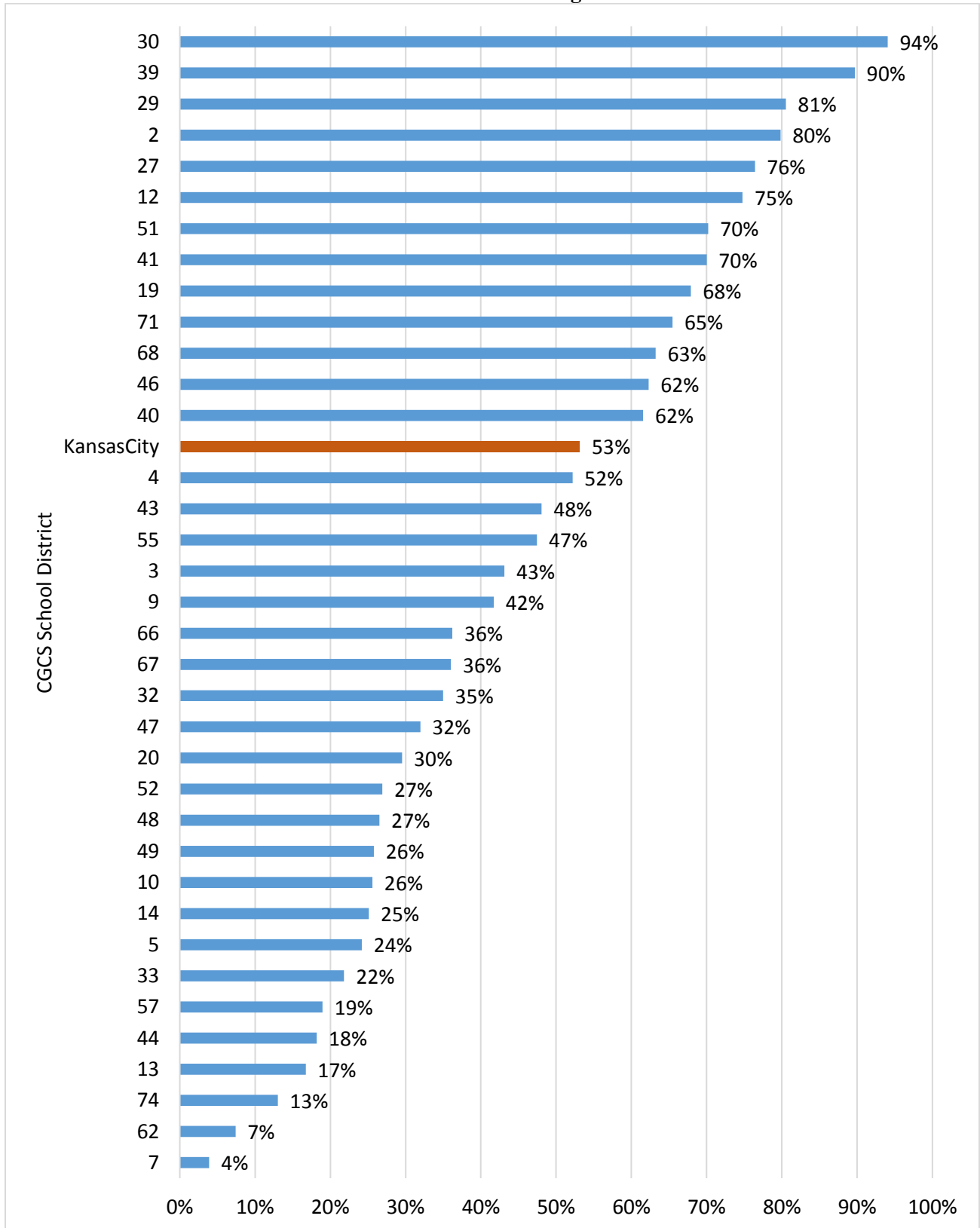


Exhibit A-14. Size of Pre-K Class as a Percent of the Kindergarten Class.



Attachment B. Strategic Support Teams

Instructional Team

Michael Casserly

Michael Casserly has served as Executive Director of the Council of the Great City Schools since January 1992. He also served as the organization's director of legislation and research for 15 years before assuming his current position. As head of the urban school group, Dr. Casserly unified big city schools nationwide around a vision of reform and improvement, led the nation's largest urban school districts to volunteer for the National Assessment of Educational Progress (NAEP), guided the organization to be the first national education-membership group to call for the Common Core Standards, initiated an aggressive technical assistance program to improve urban education, directed the development of public education's first performance management system, and led the first national study of common practices among the nation's fastest improving urban school districts. He is currently spearheading efforts to boost academic performance in the nation's big city schools, strengthen management and operations, and improve the public's image of urban education. An article in *USA Today* some years ago called him a "Crusader for Urban Schools." He is a U.S. Army veteran, and holds a Ph.D. from the University of Maryland and B.A. from Villanova University.

Robin Hall

Dr. **Robin Hall** is the Director of Language Arts and Literacy for the Council of the Great City Schools. She keeps members informed about research on systems and successful strategies for improving student achievement. Dr. Hall also provides support for development and dissemination of information and tools to implement the Common Core State Standards. She has served in various capacities for Atlanta Public Schools, including executive director of K-8 schools, principal, K-12 language arts coordinator, instructional liaison specialist, language arts department chairperson, and high school language arts teacher, totaling over 25 years of educational experience. Dr. Hall has also served on the Council of Great City Schools support teams in the areas of curriculum, instruction, and professional development. In 2006, Dr. Hall was nominated to the National Assessment Governing Board by Secretary Margaret Spellings. Among the board's responsibilities are selecting the content of the NAEP test, selecting the subjects to be tested, identifying learning objectives for each grade tested, identifying appropriate achievement goals, and ensuring that all items selected for use in the assessment are free from racial, cultural, gender, and regional biases. She received her B.A. degree in English from Vassar College and her M.A. and D.A.H. degrees from Clark Atlanta University. Dr. Hall is married with two daughters, a granddaughter and a grandson.

Denise Walston

Denise M. Walston is the Director of Mathematics for the Council of the Great City Schools. Her work focuses on supporting member districts in their implementation of college-and career-readiness standards, assisting with the development of resources and tools to support implementation, and providing ongoing support for the improvement of student achievement. Ms. Walston retired from Norfolk Public Schools as the senior coordinator of K-12 mathematics. Her responsibilities included developing a K-12 mathematics curriculum; providing job-embedded professional development; and leveraging resources to provide quality professional development for teachers, teacher leaders, and administrators. During her tenure, Norfolk Public Schools embarked on an Algebra For ALL initiative which resulted in more than 50 percent of students completing algebra by the end of grade eight, while simultaneously improving student achievement and closing achievement gaps in mathematics. She is an active member of several statewide committees that assisted in the development of Virginia's statewide mathematics specialist program. She has served as an adjunct instructor for The University of Virginia and Old Dominion University. She has served in several leadership positions in mathematics education, including first vice-president of the National Council for Mathematics Supervision, past president of the Virginia Council for Mathematics Supervision, southeast regional director of the Benjamin Banneker Society, and a board member for the Virginia Mathematics and Science Coalition. Additionally, she is also past president of the Beta chapter of Delta Kappa Gamma, a professional honorary society of women educators. Ms. Walston received her B.A. degree in mathematics and history from The University of North Carolina at Greensboro and her M.Ed. in mathematics education from Old Dominion University. She has completed additional study at the Woodrow Wilson Institute at Princeton University and the College of William and Mary.

Ray Hart

Raymond Hart is currently the Director of Research for the Council of the Great City Schools. Dr. Hart has more than 20 years of experience in research and evaluation. His work has spanned policy areas such as postsecondary success and college readiness, school improvement, teacher effectiveness, early childhood education, and adult and workforce literacy. He recently led the Analytic Technical Support Task Force of the Regional Educational Laboratory–Mid Atlantic. He served as the executive director of research, planning and accountability for the Atlanta Public School District, and as an assistant professor of research, measurement, and statistics at Georgia State University. His career began in 1989 as a program director for African American, Hispanic, and Native American students in engineering and science. Dr. Hart holds a Ph.D. in evaluation and measurement from Kent State University, a M.Ed. with a focus on curriculum and instruction and educational research from Cleveland State University, and a bachelor's degree in industrial and systems engineering from the Georgia Institute of Technology.

Financial Operations Team

Robert Carlson

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

David W. Koch

David Koch is the former chief administrative officer for the Los Angeles Unified School District (LAUSD). The LAUSD is the nation's second largest public school system. Mr. Koch's responsibilities encompassed virtually all non-instructional operations of the District, including finance, facilities, information technology, and all of the business service functions. Mr. Koch also served the LAUSD as business manager, executive director of information services, and deputy controller. Mr. Koch was also business manager for the Kansas City, Missouri Public School District and was with Arthur Young and Company prior to entering public school service. He is a graduate of the University of Missouri and a Certified Public Accountant in the states of California, Missouri, and Kansas. Mr. Koch is a recipient of the Council of Great City School's Bill Wise CFO Award for Innovation and Excellence. Currently a resident of Long Beach, California, Mr. Koch provides consulting services to public sector clients and companies doing business with public sector agencies.

Pam Capretta

Pam Capretta is the executive director of finance/facilities for the Pittsburgh Public Schools.

Kenneth Gotsch

Kenneth Gotsch is the retired assistant superintendent for business and finance for the Seattle Public Schools and was appointed to the King County Investment Pool Advisory Committee, which over sees \$9 billion in public funds. He was also appointed and then elected as a Supervisory Committee member of the \$1 billion Washington School Employees Credit Union. Previously, over the course of 25 years, he was the chief financial officer for several large urban colleges and school districts, including the City Colleges of Chicago, Los Angeles Unified School District, and the Chicago Public Schools. Mr. Gotsch is a recipient of the Council of Great City School's Bill Wise CFO Award for Innovation and Excellence.

Nicholas Lenhardt

Nicholas Lenhardt is the controller for the Des Moines Independent Community School District located in Des Moines, Iowa. In this position he oversees the finance, accounting, payroll, accounts payable, employee and information data center functions, as well as other functions as needed. Prior to his tenure at Des Moines he held several leadership positions at PricewaterhouseCoopers, American Red Cross, and Marsh and McLennan Companies. Mr. Lenhardt is a Certified Public Accountant as well as a School Business Official. He holds both a bachelor's degree and a master's degree in accounting from the University of Missouri - Kansas City. Mr. Lenhardt also chairs the finance committee for LifeServe, a large blood center located in Des Moines, Iowa. He serves as a regional director for the Iowa Association of School Business Officials

Judith M. Marte

Judith M. Marte is the chief financial officer of Miami Dade County Public Schools, the fourth largest school system in the nation. Prior to relocating with her family to Miami 13 years ago, Ms. Marte was the executive director, business services for the Lawrence Public Schools in Massachusetts where she was responsible for all finance functions, technology, food services, student transportation, custodial services, facilities development, and school safety. Ms. Marte began her career at a large CPA firm in Boston where she worked in auditing and consulting services. She received her MBA from University of New Hampshire and her Bachelor of Science in Business Administration (Accounting) from Merrimack College. Ms. Marte completed, with Achievement, the first Council of Great City School Executive Education Program in 2012 and now acts as a mentor to incoming participants. Ms. Marte is the 2016 recipient of the Council of Great City School's Bill Wise CFO Award for Innovation and Excellence.

John McDonough

John McDonough is the retired chief finance officer and former interim superintendent of the Boston Public Schools. Mr. McDonough is a recipient of the Council of Great City School's Bill Wise CFO Award for Innovation and Excellence.

Human Resource Operations Team

Robert Carlson

Robert Carlson is Director of Management Services for the Council of the Great City Schools. In that capacity, he provides Strategic Support Teams and manages operational reviews for superintendents and senior managers; convenes annual meetings of chief financial officers, chief operating officers, transportation directors, and chief information officers and technology directors; fields hundreds of requests for management information; and has developed and maintains a web-based management library. Prior to joining the Council, Dr. Carlson was an executive assistant in the Office of the Superintendent of the District of Columbia Public Schools. He holds doctoral and master's degrees in administration from The Catholic University of America

and a B.A. degree in political science from Ohio Wesleyan University. He has done advanced graduate work in political science at Syracuse University and the State Universities of New York.

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David Koch is the former chief administrative officer for the Los Angeles Unified School District (LAUSD). The LAUSD is the nation's second largest public school system. Mr. Koch's responsibilities encompassed virtually all non-instructional operations of the District, including finance, facilities, information technology, and all of the business service functions. Mr. Koch also served the LAUSD as business manager, executive director of information services, and deputy controller. Mr. Koch was also business manager for the Kansas City, Missouri Public School District and was with Arthur Young and Company prior to entering public school service. He is a graduate of the University of Missouri and a Certified Public Accountant in the states of California, Missouri, and Kansas. Mr. Koch is a recipient of the Council of Great City School's Bill Wise CFO Award for Innovation and Excellence. Currently a resident of Long Beach, California, Mr. Koch provides consulting services to public sector clients and companies doing business with public sector agencies.

Dawn Huckaby

Dawn Huckaby has an extensive 20 year career in Human Resources management. She has worked in HR management for Hilton Corporation, Eldorado Hotel/Casino in Reno, NV and has been with the Washoe County School District for 13 years in Human Resources, serving 5 years as Chief Human Resources Officer. Dawn has a Master's degree in Speech Communication and is SHRM-CP certified, a member of Society for Human Resource Management (SHRM), Northern Nevada Human Resources Association (NNHRA), Nevada Association of School Administrators (NASA) and the American Association of School Personnel Administrators (AASPA). She serves on the Board of the Neighborhood Mediation Center for alternative dispute resolution.

Deborah Ignagni

Deborah Ignagni is the retired deputy chief of human resources officer of the Los Angeles Unified School District (LAUSD). After serving the District as a teacher, assistant principal and principal, Ms. Ignagni transitioned to the LAUSD's Human Resources Division where she served in several leadership roles before becoming the deputy chief human resources officer of the second largest school district in the nation. As director of the Certificated Recruitment and Selection Office, Ms. Ignagni led the team that developed the district's first strategic recruitment and staffing plan that included key performance indicators for success. With a focus on customer service and strategic planning, Ms. Ignagni assisted the Division in becoming the top-rated division in the District as measured by an annual survey of over 800 school principals. Ms. Ignagni has a bachelor's degree in education and a master's degree in educational administration.

Karen Rudys

Karen Rudys is the assistant superintendent, human resources for the Albuquerque Public Schools. Ms. Rudys has over 20 years of leadership experience in human resources administration, training, and technical expertise with 14 years of progressive human resources responsibility in an educational setting, focused on dispute resolution, compliance and staffing, benefits and compensation, and labor relations. Ms. Rudys has worked in the Albuquerque Public Schools Human Resources Department since 2001. Prior to the assistant superintendent position, Ms. Rudys was the executive director of employee relations and staffing and chief negotiator for eight bargaining units. Ms. Rudys worked for over 15 years in the private sector as an HR generalist with a focus on labor relations, employment law, and training/employee development. Ms. Rudys has a master's degree in organizational management, a master's degree in educational leadership, bachelor's degree in education, and a bachelor's degree in international relations.

Charles Wakefield

Charles Wakefield joined Omaha Public Schools August 2015 and is serving as the chief human resources officer. Prior to assuming this role with Omaha Public Schools, he served as director of recruitment, staffing, and talent management for USD 259 (Wichita, KS) for two years. During Mr. Wakefield's 18 years in Wichita KS, he taught for five years in an inner city middle school in Wichita Public Schools, spent an additional three years as an assistant principal, and then served as a middle school principal for eight years, prior to moving to human resources. As director of recruitment, staffing, and talent management, Mr. Wakefield was involved in automating the hiring process and moving to paperless hiring for Wichita Public Schools through integrating the ATS with the HRIS software used by the district. He was also the lead for the roll-out of their new automated evaluation system that debuted this school year. In Omaha, he is involved in the automation of many HR functions, including the technical support for district staff as they use the Talent Ed Perform to hire teachers, the adoption of electronic records, and the creation of a paperless hiring system, the roll-out of a new substitute placement system, the roll-out of a new evaluation system, and the development of a strategic approach to hiring principals and creating a principal pipeline. A Kansas native, Mr. Wakefield has a bachelor's degree in business administration from Wichita State University, A bachelor's degree in secondary education from Newman University, and a master's degree in school leadership from Newman University. Prior to his work in public education Mr. Wakefield worked in both retail management and financial services.

Transportation Team

Robert Carlson

Robert Carlson is Director of Management Services for the Council of the Great City Schools. In that capacity, he provides Strategic Support Teams and manages operational reviews for superintendents and senior managers; convenes annual meetings of chief financial officers, chief operating officers, transportation directors, and chief information officers and technology directors; fields hundreds of requests for management information; and has developed and

maintains a web-based management library. Prior to joining the Council, Dr. Carlson was an executive assistant in the Office of the Superintendent of the District of Columbia Public Schools. He holds doctoral and master's degrees in administration from The Catholic University of America and a B.A. degree in political science from Ohio Wesleyan University. He has done advanced graduate work in political science at Syracuse University and the State Universities of New York.

David M. Palmer

David Palmer, deputy director of transportation (retired), Los Angeles Unified School District, is a 40-year veteran of the school bus industry. Mr. Palmer's executive responsibilities included the management and oversight of bus operations (transportation of over 75,000 students on 2,500 school buses into over 850 schools and centers), fleet maintenance (3,300+ vehicles), strategic planning and execution, budget development and oversight, and contract administration. Mr. Palmer oversaw the design and implementation of performance standards, benchmarks, and accountabilities for department staff and advised the Council of Great City Schools on the *Key Performance Indicator* project. Mr. Palmer also instructs the transportation component in the School Business Management Certificate Program at the University of Southern California. Mr. Palmer currently provides consulting services for school districts and providers.

James Beekman

James Beekman is the general manager of transportation for Hillsborough County (Florida) Public Schools (HCPS). HCPS is currently the eighth largest school district in the nation, servicing over 205,000 students. Mr. Beekman began his career in student transportation in 1983 and has been in a leadership role since 1989. He has been active in the Florida Association of Pupil Transportation where he served as a regional director and as president and has chaired numerous committees both in operations and in fleet and school bus specifications. He was recognized by *School Bus Fleet Magazine* as the national 2014 Administrator of the Year. In his role at HCPS, he directs the daily operation of Transportation Services, which transports over 90,000 students daily on 996 routes that cover an annual total of 17 million miles. In addition to yellow bus, Transportation Services also maintains over 600 vehicles in its white fleet used by a variety of departments in the District. He is a graduate of Florida Southern College in Lakeland with a B.S. in business.

Tom Burr

Tom Burr, director of transportation, St. Paul Public Schools, is a 32-year veteran in the school bus industry. Mr. Burr started as a school bus driver in 1984 while attending St. Cloud State University. After graduating from college in 1987 with a double major in criminal justice and psychology, Mr. Burr accepted a position as the assistant supervisor of transportation for the St. Cloud School District. Mr. Burr worked a total of 10 years for St. Cloud Schools and then accepted a position of director of transportation for the Wayzata School District in Minnesota. After six years at Wayzata, Mr. Burr was enticed to join the private side of the school bus industry. He had a unique opportunity to build a bus company from scratch for the St. Louis Park School District in Minnesota. After 10 years with St. Louis Park Transportation, Inc. Mr. Burr worked as a

transportation consultant with CESO (Center for Efficient School Operations). Mr. Burr provided transportation consulting to a number of Minnesota school districts. After one year of consulting, Mr. Burr went back to the private side of school bussing with Vision Transportation Incorporated as general manager. With Vision Transportation, Mr. Burr oversaw the operation of 300+ buses that served four school districts. Once again, an opportunity was presented to return to the public side of the school bus industry. Mr. Burr joined the St. Paul Public Schools, January 2014. St. Paul Schools has an enrollment of 39,000 students, operating 300+ school bus routes and a \$28.5 million-dollar transportation budget. Mr. Burr was president of the Minnesota Association for Pupil Transportation in 1996. On the private side, Mr. Burr served on the board of directors for the Minnesota School Bus Operators Association.

Nathan Graf

Nathan Graf is general manager of transportation services for the Houston Independent School District (HISD). HISD serves over 200,000 students and is the seventh largest school district in the nation. Mr. Graf oversees the largest school district fleet operation in Texas. He is directly responsible for transporting over 29,000 students daily, 1000 school buses, 1050 white fleet vehicles, and a budget of over \$40 million. Mr. Graf has been employed with HISD since July 2002 and has served in a number of management roles, each with increasing responsibility, until being promoted to his current position. Mr. Graf earned a master's degree in business administration from the University of Texas in 1994, graduating in the top 10 percent of his class and earning the distinction of a Sord Honors Graduate. Mr. Graf came to HISD from KPMG Accounting, L.L.P., where he had moved up from staff accountant to senior manager in just three years. Under Mr. Graf's leadership, the transportation department for HISD has earned several industry awards, such as earning a spot in the *Government Fleet* top 100 fleets for 2011 and 2012 and was also a ranking as the top school district green fleet in the nation. In addition, the department received the Clean Air Champion Award from The Houston-Galveston Area Council in 2011. And finally, the transportation department for HISD was one of two districts in the country nominated for the National Association for Pupil Transportation (NAPT) Larson Quality Award in 2012.

Shirley Morris

Shirley Morris currently serves as Director III of Transportation for the Fort Worth Independent School District (FWISD), Fort Worth, Texas. Ms. Morris has served the FWISD for 23 years. She started as the textbook coordinator for four years, after which she successfully worked her way through management for 19 years before she was promoted to director. With an extensive academic background, Ms. Morris holds a Bachelors of Arts (B.A.) in criminal justice/psychology and social work from the University of Alabama and a Master of Business Administration (MBA) from Oklahoma City University. As a commissioned officer of the United States Army (captain), and now a disabled veteran, she used her military leadership skills to be directly responsible for the operation of providing transportation services for 137 schools. Also, she oversees 584 employees and 479 buses, which 352 are on active routes that are dispersed among three satellite facilities. Out of the 83,000 students that attend the FWISD, 19,424 are serviced on school buses.

Reginald Ruben

Reginald Ruben is the director of transportation for Fresno Unified School District and has spent 20-plus years in the school bus industry. Mr. Ruben, has worked his way up the ranks in this field, from a bus driver, state certified instructor, and in 2012 promoted to director of transportation for the fourth largest school district in California. He is responsible for transporting 29,000 students daily, not including sports and activities, with 102 buses in his fleet traveling 1.5 million miles each year.

Food Service Team

Robert Carlson

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

David W. Koch

David Koch is the former chief administrative officer for the Los Angeles Unified School District (LAUSD). The LAUSD is the nation's second largest public school system. Mr. Koch's responsibilities encompassed virtually all non-instructional operations of the District, including finance, facilities, information technology, and all of the business service functions. Mr. Koch also served the LAUSD as business manager, executive director of information services, and deputy controller. Mr. Koch was also business manager for the Kansas City, Missouri Public School District and was with Arthur Young and Company prior to entering public school service. He is a graduate of the University of Missouri and a Certified Public Accountant in the states of California, Missouri, and Kansas. Mr. Koch is a recipient of the Council of Great City School's Bill Wise CFO Award for Innovation and Excellence. Currently a resident of Long Beach, California, Mr. Koch provides consulting services to public sector clients and companies doing business with public sector agencies.

Audene Chung

Audene Chung is the senior administrator, Nutrition Services, for the Houston Independent School District (HISD). HISD Nutrition Services proudly serves more than 269,000 nutritious meals to students every school day including breakfast in the classroom and cafeteria, lunch, snack, and supper. The Nutrition Services Support Facility (NSSF), Nutrition Services' state-of-the-art

cooking, storage and distribution center is the largest facility of its kind in an urban school district. The center produces scratch-based meals for HISD's 287 schools. Nutrition Services prepares more than 50 million meals annually to the district's 216,000 students. Prior to joining HISD, Ms. Chung was the national vice president for a large food service management firm overseeing more than 6,000 schools nationwide. Ms. Chung has great success in bringing innovative programs to school dining systems across the nation. She is focused on advocating for the students while keeping the federal guidelines and wellness her top priority. Ms. Chung earned her Bachelor of Science degree in nutrition from the University of Texas at Austin and an MBA from Tulane University. She is certified as a registered dietitian.

Tina Barkstrom

Tina Barkstrom is the school nutrition administrator for the Milwaukee Public Schools serving, 79,000 students nutritious breakfast in the classroom or cafeteria, lunch, and snack or dinner daily. She oversees an annual budget of \$50 million and 650 full- and part-time employees at 162 sites serving over 17.5 million meals annually. Program highlights include 113 schools serving Breakfast in the Classroom/Grab & Go carts, 18 schools with Healthy Vending, 53 schools participating in the Fresh Fruit and Vegetable Program, and over 100 sites serving summer meals. She has been with Milwaukee Public Schools for 30 years. Previously she was a food service director in northern Minnesota. Ms. Barkstrom earned Bachelor of Science degrees in dietetics and food service administration from the University of Wisconsin – Stout. She is certified as a registered dietitian.

Wayne Grasela

Wayne Grasela is the senior vice president of food services for the School District of Philadelphia. In this role, he oversees an annual budget of over \$87 million with over 1,000 employees serving approximately 180,000 meals per day. Mr. Grasela has been employed by the School District of Philadelphia for 30 years. Previously he served as the interim deputy chief operations officer; director of operations, finance, and strategic planning; and special assistant to the chief operating officer. He has also performed administrative duties for the district's Transportation and Facilities Management Divisions. Mr. Grasela sits on the board of trustees for School Cafeteria Employees Local No. 634. Mr. Grasela earned a bachelor's degree in food service and housing administration from Penn State University.

Theresa Hafner

Theresa Hafner is the executive director of food and nutrition services for the Denver Public Schools, which has a district enrollment of 90,000 students at 150 service sites. Denver Public Schools serves 72,000 breakfasts, lunches, and a la carte meals to students daily, with an annual operating budget of \$43 million and over 750 full- and part-time employees. Ms. Hafner has been with Denver Public Schools for over 20 years. Ms. Hafner has a bachelor's degree in accounting from the University of Colorado and a master's degree in organizational leadership from Regis University. Program achievements include: salad bars in every school, four vegetable-growing

farms on district property, and districtwide implementation of scratch cooking. Additionally breakfast in the classroom is offered at 80 schools.

Gary Petill

Gary Petill is the director of the Food Services Department of the San Diego Unified School District, serving over 130,000 students breakfast, lunch, and nutrition snacks daily. He oversees a \$58m budget and 1,100 full- and part-time employees. The District, currently with 61 percent free and reduced student population, has a combined 93 CEP and Provision 2 schools. Program achievements: Kid's Choice Café introduced salad bars into 132 elementary schools; Breakfast in the Classroom program currently at 63 schools serving over 32,000 daily; Summer Fun Café serving over a half-million meals at school summer park and recreation facilities in low-income areas; SandiCoast Café Food Court concept at all middle and high schools, which includes garden salad bars, and Farm-to-School Program direct purchase of fruits and vegetables from local farmers and growers. Awards: California School Boards Association Golden Bell award for Breakfast in the Classroom and Kid's Choice Café programs; *Food Services Magazine* Director of the Month for July 2010; Food and Beverage Director's award, Hotel/Motel Association. Mr. Petill has an associate degree in theater and speech from Keystone Jr. College and a bachelor's degree in hotel, restaurant and tourism management from the University of South Carolina.

Attachment C. Individuals Interviewed

Instructional Team

- Mark Bedell, Superintendent
- Carl Evans, Board of Education
- Jennifer Wolfsie, Board of Education
- Pattie Mansur, Board of Education
- Vickie Murillo, CAAO
- Trinity Davis, Asst. Supt. CIPD
- Sherry Eastin, Elementary ELA Coordinator
- Scot Squires, Secondary ELA Coordinator
- Cindy Beecher, Teacher Leadership Coordinator
- Jennifer Navogorotz, High School Math and Content Leader
- Melissa Zirkel, 3rd Grade Teacher/ELA Content Leader
- Javier Alfonso, Director of Instructional Technology Integration
- Allyson Hile, Director of Language Services
- Sara Hoenshell, 5th Grade ELA Teacher
- Trisha Van Wig, Secondary Mathematics (SEHS)
- Rodney Hare, 4th grade (Hartman)
- Andrew Ritler, Math (HS East)
- Thomas Woodard, (HS Math-Northeast)
- Michael Reynolds, Assessment Director
- Jerome Williams, Assessment
- Jacqueline Tanner, 6th Grade Teacher (Gladstone)
- Brandie Newman, Elementary Math/Science Curriculum Coordinator
- Marcelina Lerios, Secondary Math Coordinator
- Robin Gierer, Deputy Director, LINC
- Andrea Flinders, President, AFT
- Catherine Anderson, Manager, Language and Cultural Services, JVS
- Jacueline Mussell, Program Officer, Kauffman Foundation
- Selina Rios, Learning and Evaluation Officer, City Year
- Derald Davis, Assistant Superintendent, School Leadership
- Jo Nemeth, Director of Elementary Schools
- Larry Gray, Director of Secondary Schools
- Anthony Lewis, Director of Elementary Schools
- Andrew Larson, Director of Federal Programs
- Becky Nace, Coordinator of Professional Development
- Anna Blancarte, Director of Gifted and Talented
- Karla Arnold, Director of Special Education
- Jerry Kitzi, Director of Early Learning

- Adriene White, Principal, Border Star
- Jenise Hampton, Principal, Troost Elementary
- Mary T. Bachkora, Principal, James Elementary
- Deloris Brown, Principal
- Joell Ramsdell, Principal
- Steve Evans, LCPA Principal
- Luis Hinojosa, Principal
- Jessica Bassett, NEMS, Principal

Financial Operations Team

- Dr. Mark Bedell, Superintendent
- Allan Tunis, Chief Financial Officer
- Dr. Vickie Murillo, Chief Academic and Accountability Officer
- Darrel Meyer, Chief of Operations
- Thomas Brenneman, Executive Director, Information
- Erin Thompson, Director, Business Services
- Elaine Morgan, Director, Finance and Business Services
- Barbara Lunn, Manager, Business Services
- Brenda Lawless, Manager, Treasury and Accounts Payable
- Veronica Sarmiento, Senior Budget Specialist
- Angela McIntosh, Finance Services Manager
- Larry Weissman, Manager, Purchasing Services
- Shannon Jaax, Director, Repurposing Initiative
- Roger Cissner, Budget Specialist
- Darlene Saunders, Benefits Specialist
- Randomly selected school principals

Human Resource Operations Team

- Dr. Mark Bedell, Superintendent
- Vickie Murillo, Chief Academic and Accountability Officer
- Allan Tunis, Chief Financial Officer
- Darrell Meyer, Chief of Operations
- Thomas Brenneman, Executive Director of Technology
- Lynnette Procopio, Manager, Enterprise Systems
- Dr. Derald Davis, Asst. Supt. of School Leadership
- Jennifer Collier, Director of Human Resources
- Brenda Syrus, Asst. Director, Human Resources
- Marylyn Chambers, Payroll Analysis
- Marquis Reams, Compensation Specialist
- Monica Landess, Director, Pioneer Grant and Leadership Coach
- Marilyn Overton, Employee and Labor Relations Specialist

- Ima Gray, Employee and Labor Relations Generalist
- Thomas Brenneman, Executive Director of Technology
- Sara Williams, Staff Attorney
- Steven Williams, Staff Attorney
- Andrea M Flinders, President, Kansas City Federation of Teachers and School-Related Personnel, Local 691
- School Principals

Transportation Team

- Darrell Meyer, Chief Operations Officer
- John Roche, Director – General Manager (TransPar)
- Karen Doyle, Budget Analyst (TransPar)
- Donna Gross, Routing Team Lead (TransPar)
- Kara Doyle, Router/Customer Service (TransPar)
- Nate Anderson, Router (TransPar)
- Scott Allen, TransPar Support (Operations)
- Brian Watley, TransPar Support (Operations)
- John Tucker, TransPar Support (Operations)
- Larry Weissman, Purchasing Manager
- Dorothy Reardon, Senior Contract Specialist
- Ray Sousley, Chief Legal Counsel
- John Billigmeier, Area General Manager (First Student)
- David Dinges, Location Manager – First Student
- Michael Narcisse, Assistant Manager (First Student)
- Jenny Forrest, Administrative Assistant (First Student)
- Jermaine Wilson, Principal – King Elementary School
- Rejeanne Alomenu, Principal – Garcia Elementary School
- Jeff Spaletta, Principal – East High School
- Steve Evans, Principal – Lincoln College Prep.
- Deloris Brown, Principal – Phillips at Attucks Elementary School

Food Service Team

- Dr. Mark Bedell, Superintendent
- Darrell Meyer, Chief Operations
- Gwendolen Childs, Director, Child Nutrition Services
- Mary Porter, Child Nutrition Supervisor
- Katlyn Jones, Dietitian Supervisor
- Susan Young, Chief Nutrition Supervisor
- Thomas Belisle, Chef Supervisor
- Brian Van Handel, System Support
- Esther Alvarado, Payroll Technician
- Louida George, Accountability Technician
- Randomly selected school principals

Attachment D. Materials Reviewed

Instructional Team

- KCPS Superintendent’s Organizational Chart
- District Enrollment 1991-2016
- Enrollment Strategies, Office of Admissions
- Signature Schools: Now Enrolling
- School Board Agenda: November 16, 2016
- School Board Agenda: November 2, 2016
- School Board Agenda: October 26, 2016
- CAAO Organizational Chart
- MSIP 5 2016 School APR Percent of Points Earned for Accreditation
- 2016-17 Assessment Calendar
- Four- and Five-Year Graduation Rates and ACT Composite Scores
- Total Numbers and Percentages of Each AP Exam Score (1 to 5) by subject
- Communication Arts, Math, and Science or Homeroom Percent Met Growth, Fall to Winter NWEA by Employee Type
- KCPS Dropout Rates by Year and Race
- SY15 to SY16 Student Retention Rates by School and Grade
- SY16 Workbook vs. Oct Core
- SY16 Title I Parent Survey
- Description of Process Used to Evaluate Teachers
- Educator Evaluation Tool
- School Leader Performance Management Guide and Instrument, 2016-17
- Performance Review 2015 CIS Process: Employee Overview
- ELL Language Proficiency Levels and Numbers
- ELLs by Proficiency Level
- ELL MAP Achievement Levels
- DLS Organizational Chart
- KCPS Department of Language Services
- Department of Language Services Handbook: A Guide for ELL Teachers and Paraprofessionals, 2016-17
- Title III Tiered Monitoring Report from DESE, 2014-15 SY
- Title III Letter of Transmittal and Expenditures
- 2016 Exceptional Education Organizational Chart
- Behavior Multi-year Report, November 2016
- SPED Program—Enrolled SPED Students by Grade
- SPED Program—Educational Settings for Students K-12
- SPED Program—Type of Disabilities by Grade
- SPED Program—ELLs with Disabilities
- SPED Program—Educational Settings for Pre-K

- SPED Program—Referrals for Initial SPED Evaluations
- SPED Program—Other Educational Settings
- Professional Development Plan and Offerings
- New Teacher Professional Development, November 10 - Evaluation Results
- New Teacher Follow-up Evaluation
- Scope and Sequence, 2016-17
- High Schools and AP Courses Offered
- Reading and Math Instructional Approaches and Textbooks
- Benchmark Assessments
- KCPS Schools with Other Textbook Adoptions
- Board Presentation PowerPoint 11/16/2016
- Board Presentation PowerPoint 06/08/2016
- Board Presentation PowerPoint 05/25/2016
- Principals Meeting PowerPoint 09/15/2016
- Principals Retreat 16-17
- RSIT PowerPoint 04/28/2015
- Career and Technical Education: Curriculum Audit, March 9, 2012: District Management Council
- Employee/Workplace Satisfaction
- Job Title Codes and Number of Employees
- KCPS SY17 Preliminary CCR Assessments for Seniors
- SY16 KCPS Elementary Student Surveys—Percent Yes
- NWEA Fall to Spring Met Growth by Grade and Race—Mathematics, Reading, and Science
- College and Career Readiness - AP, IB, Dual Credit, TSA or Early College
- NWEA Growth by Grade—Norm Tables (Reading and Math)
- SY17 KCPS Q1 Quarterly EOC Assessments
- KCPS Historical Enrollment -Ethnicity and Percent of Total Enrollment
- All Students MAP/EOC by Content Area/Demographics By School Year 2012-2016
- Math and Science Pre-Post Grades by Grade
- Gifted and Talented Data by School, Race, and Gender
- KCPS IB Data SY10 to SY15
- KCPS SY16 Junior ACT Census Preliminary Results
- All Schools Science Data with MPI and Winter Predictions
- ELL and SPED Codes (2015-16)
- Student Facing Checklists for Narrative Writing
- Job Description - Assessment Coordinator
- Job Description—Research Assistant
- Job Description—Core Data Analyst
- Job Description—Director of Assessment Education and Research
- Job Description—Research Assistant
- Organizational Chart—Assessment, Research and Evaluation

- Career and Educational Planning Guide
- Description of Supporting Low-Performing Schools
- Schoolwide Title I Plan—Hartman (2016-17)
- Schoolwide Title I Plan (revised)—Garfield (2016-17)
- Accountability Plan—Garfield (2016-17)
- Schoolwide Title Plan—James (2016-17)
- Accountability Plan—Gladstone (2016-17)
- Schoolwide Title I Plan Template—Gladstone (2016-17)
- Schoolwide Title I Plan—Trailwoods (2016-17)
- Accountability Plan--East (2016-17)
- Schoolwide Title I Plan—East High School (2016-17)
- Accountability Plan—Banneker (2016-17)
- Schoolwide Title I Plan—Banneker (2016-17)
- Accountability Plan—Northeast High School (2016-17)
- Schoolwide Title I Plan—Central Middle School (2016-17)
- General Overview of Compliance Expectations the Assessment and Data and Research Departments Complete

Financial Operations Team

Human Resource Operations Team

- Superintendent's and Cabinet Members' Organizational Chart
- Business and Finance Organization Chart
- FY 2016-2017 New Salary Schedule Plus 1 Step
- Benefits and Compensation Schedule in Finance Office
- Director of Human Resources Job Description
- Assistant Director - Human Resources Job Description
- Administrative Assistant to Cabinet Member Job Description
- Employee Services Generalist Job Description
- Employee and Labor Relations Generalist Job Description
- Employee and Labor Relations Specialist Job Description
- Payroll Analyst Job Description
- Human Resources Zone Supervisor Job Description
- Procurement Specialist Job Description
- Delivery Associate Job Description
- Director, Business Services Job Description
- Manager, Accounts Payable and Treasury Operations Job Description
- Procurement Operations Specialist Job Description
- Fixed Asset Technician Job Description
- Benefits Specialist Job Description
- Property Manager Job Description
- Business Systems Trainer Job Description

- Accounts Payable Specialist Job Description
- Manager of Purchasing Job Description
- Staff Accountant- General Ledger Job Description
- Budget Specialist, Revenue Job Description
- Budget Development and Compliance Analyst
- Staff Accountant- Accounts Payable Job Description
- Budget Analyst Job Description
- Purchasing Officer Job Description

Transportation Team

- March 27, 2013 Board Meeting Action Item – First Student School Bus Services
- Agreement for Transportation Services (dated: March 20, 2013) with First Student, Inc. for July 1, 2013 - June 30, 2016
- First Amendment (dated: July 24, 2013) to the July 1, 2013 - June 30, 2016, First Student, Inc. Service Contract
- Second Amendment (dated: June 25, 2014) to the July 1, 2013 - June 30, 2016, First Student, Inc. Service Contract
- Third Amendment (dated: May 10, 2015) to the July 1, 2013 - June 30, 2016, First Student, Inc. Service Contract
- Fourth Amendment (dated: June 24, 2015) to the July 1, 2013 - June 30, 2016, First Student, Inc. Service Contract
- May 25, 2016 Board Meeting Action Item – First Student, Inc. School Bus Service Contract
- Agreement for Transportation Services (dated: May 25, 2016) with First Student, Inc. for July 1, 2016 - June 30, 2019
- June 25, 2014 Board Meeting Action Item – TransPar Group, Inc.
- Agreement for Services (dated: June 25, 2014) with TransPar Group, Inc. for July 1, 2014 - June 30, 2017
- First Amendment (dated: June 9, 2015) to the July 1, 2014 - June 30, 2017, TransPar Group, Inc. Service Contract
- Second Amendment (dated: June 30, 2015) to the June 9, 2015, TransPar Group, Inc. Service Contract
- 2014-15 School Bell Times and Transportation Groupings
- FY 2016 and FY 2017 Organization Chart/Staffing Roster
- Transportation Department Administrator Handbook for 2014-2015
- Transportation Department Administrator Handbook for 2016-2017
- Administrative Policies
 - Policy EEA – Student Transportation Services
 - Policy EEA-AP(1) – Student Transportation Services (Private Vehicles/Common Carriers)
 - Policy EEA-AP(2) – District Use of Taxicabs
 - Policy EEAB – School Bus Scheduling and Routing
- Student Code of Conduct 2016-2017
- FY 2015 and FY 2016 Transportation Department Operating Budget
- FY 2015 and FY 2016 District Budget

- Comprehensive Annual Financial Reports for FY 2015
- Transportation Medicaid Reimbursement Project Results 2013-2015
- Progress in Motion 2015-2016 – Annual Report on Pupil Transportation
- Progress in Motion 2014-2015 – Annual Report on Pupil Transportation
- Progress in Motion 2013-2014 – Annual Report on Pupil Transportation
- 2016 Principals’ Survey for Transportation Services
- 2015 Principals’ Survey for Transportation Services
- 2014 Principals’ Survey for Transportation Services
- RouteYield Bus Utilization Analysis for 2015
- RouteYield Bus Utilization Analysis for 2014
- RouteYield Bus Utilization Analysis for 2013
- Transportation Administrative Procedures and Regulations
- FY 2015 and 2016 Transportation Department Operating Budget
- FY 2016 and 2017 Transportation Department Staffing Rosters
- Internal and/or External Audits over last three years
- Organization Charts
 - Office of the Superintendent
 - Office of the Chief Operations Officer
 - Transportation Department – TransPar
- KCPS Versatrans Conversion Timeline
- SBC Transportation Reimbursement Project – March 2016
- KCPS Transportation Update – September 14, 2016
- Frequently Asked Questions – (Date unknown)
- TransPar’s Recommendation to Accept First Student 2016 Bus Bid (With Contingency Plans) – April 7, 2016
- FY15 Transportation Budget v. Actuals
- FY16 Budget v. Actual
- KCPS FY16 Amended Budget II – June 22, 2016
- KCPS FY17 Proposed Budget
- Updated Tier Listing – October 17, 2016
- Student Counts per Route – October 18, 2016
- TransPar Evaluation - June 25, 2014
- First Student Quarterly Evaluation – February 22, 2016
- TransPar Quarterly Evaluation – First Quarter 2016
- Missouri Department of Elementary and Secondary Education, School Transportation Administrator’s Handbook – Revised November 2013
- September 2016 Taxicab report
- KCPS FY17 Schools by Tier List
- MGT of America, Inc., KCPS Master Plan Report – June 5, 2015
- CGCS Review of the Instructional Program and Operations of the Kansas City (Missouri) School District – Summer 2006

Attachment E. Working Agendas

Strategic Support/Technical Assistance Team Academic Division – Kansas City Public Schools

December 4-7, 2016

Contact: Vickie Murillo

Cell: 816.423-3382

Email: vmurillo@kcpublicschools.org

Kris Collins

Office: 816-418-7528

kcollins@kcpublicschools.org

Working Agenda

Subject to Change as Required

Sunday, December 4

6:15 p.m.

Team Arrival

Team to Meet in Hotel Lobby

Westin Kansas City

One East Pershing Road

816.391.4438

6:30 p.m.

Dinner Meeting

Restaurant TBD

Monday, December 5

7:00 - 7:45 a.m.

Continental Breakfast
2901 Troost Ave.
Seven Oaks Room

Requirements

Internet Connectivity
White Board/Flip Charts
LCD Projector

8:00 - 8:45 a.m.

Team Interview

Dr. Vickie Murillo

CAAO

9:00 - 9:45 a.m.

Team Interview

Robinson, Mansur, Wolfsie, Evans

Board Members

10:00 - 11:00 a.m.

Team Interview

Dr. Trinity Davis

Asst. Supt. CIPD

11:10 a.m. - 12:00 noon Team Interviews

Ms. Easton/Mr. Squires

ELA Coordinators

12:00 - 1:00 p.m.

Working Luncheon

1:00 - 2:00 p.m.	Team Interviews	<u>Mr. Alfonso, Ms. Beecher</u> <u>Ms. Turner & Ms. Novogratz</u> Support Instruction in Schools
2:00 - 2:45 p.m.	Team Interview	<u>Ms. Allyson Hile</u> Director of ELL
3:00 - 4:00 p.m.	Team Interviews	<u>Teachers Randomly Selected</u>
4:15 - 5:15 p.m.	Team Interviews	<u>Mr. Mike Reynolds</u> <u>Mr. Jerome Williams</u> Director and Coordinator of Assessment

Tuesday, December 6

7:00 - 7:45 a.m.	Breakfast	
8:00 - 8:45 a.m.	Team Interviews	<u>Ms. Lerios/ Ms. Newman</u> Math Coordinators
9:00 - 9:30 a.m.	Team Interviews	<u>Ms. Andrea Flinders</u> AFT Union President
9:45 - 10:30 a.m.	Team Interviews	<u>External</u> <u>Groups/Organizations</u> LINC, Kauffman, City Year, Literacy Lab, JVS
10:45 - 11:45 a.m.	Team Interviews	<u>School Leadership</u> Dr. Derald Davis, Dr. Gray, Dr. Lewis and Dr. Nemeth

12:00 - 1:00 p.m. Working Luncheon

1:00 - 1:45 p.m.	Team Interviews	<u>Ms. Becky Nace</u> Director of PD <u>Mr. Andrew Larson</u> Director of Federal Programs
2:00 - 3:00 p.m.	Team Interview	<u>Ms. Anna Blancarte, G/T</u> <u>Dr. Karla Arnold, Director</u>

SPED

Mr. Kitzi, Director Early Learning

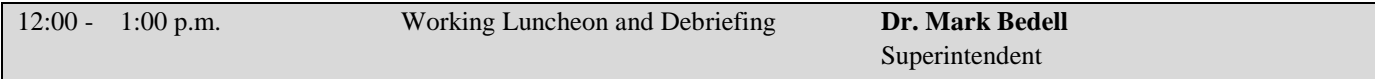
3:15 - 4:30 p.m. Team Interview **Principals Randomly Selected**



Wednesday, December 7

7:00 - 7:45 a.m. Continental Breakfast

8:00 – 12:00 Noon. Team Meeting **Discussion of Findings and Recommendations**



1:00 p.m. Adjournment and Departures

**Strategic Support/Technical Assistance Team
Transportation Department Operations**

Kansas City Public Schools

October 11-14, 2016

Contact: **Sherenna Clinton**

Cell: 816.418.7616

Email: sclinton@kcpublicschools.org

Sheraton City Hotel

2345 McGee Street

816.841.1000

Working Agenda

Subject to Change as Required

Tuesday, October 11

Team Arrival

6:15 p.m.

Team to Meet in Hotel Lobby

Sheraton Crown Center

2345 McGee Street

816.841.1000

6:30 p.m.

Dinner Meeting

Restaurant TBD

Dr. Mark Bedell

Superintendent

Wednesday, October 12

7:00 - 7:45 a.m.

Continental Breakfast

2901 Troost Ave.

Delano Conference Room

Requirements

Internet Connectivity

White Board/Flip Charts

LCD Projector

8:00 - 8:45 a.m.

Team Interview

Darrell Meyer

Chief Operations Office

9:00 - 9:45 a.m.

Team Interview

John Roche

Director, Transportation Director

10:00 - 10:45 a.m.

Team Interview

Karen Doyle

Budget Analyst (Administration)

11:00 - 11:45 a.m.

Team Interview

Tony Hood

Special Projects Manager

12:00 - 1:00 p.m.

Working Luncheon

1:00 - 2:00 p.m.

Team Interviews

Donna Gross

Routing Team Lead (Operations)

2:15 - 3:00 p.m.

Team Interview

Janet Harden

Customer Service

3:15 - 4:00 p.m.	Team Interview	<u>Kara Doyle</u> Router/Customer Service <u>Nate Anderson</u> Router
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4:15 p.m.	Team Discussion of Work Plan for Balance of Site Visit
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Thursday, October 13

7:00 - 7:45 a.m.	Continental Breakfast
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8:00 - 9:00 a.m.	Team Interview	<u>Scott Allen</u> <u>Brian Watley</u> <u>John Tucker</u> <u>Dean Mileto</u> Transpar Support (Operations)
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9:15 - 10:00 a.m.	Team Interview	<u>Larry Weissman</u> Purchasing Manager <u>Dorothy Readon</u> Senior Contract Specialist
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10:15 - 11:45 a.m.	Team Interview	<u>Ray Sousley</u> Chief Legal Counsel
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12:00 - 1:00 p.m.	Working Luncheon
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1:00 - 2:30	Team Interviews	<u>First Student</u> School Bus Contractor Others TBD
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2:45 - 3:15 p.m.	Team Interview (TBD)	<u>Dr. Derald Davis</u> Asst. Supt. of School Leadership
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3:30 - 4:15 p.m.	Team Interviews	<u>Building Principals</u> (Randomly Selected from Zones and Across Grade Levels)
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Team Discussion of Work Plan for Balance of Site Visit
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Friday, October 14

7:00 - 7:45 a.m.	Continental Breakfast
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8:00 - 12:00 Noon.	Team Meeting	<u>Discussion of Findings and Recommendations</u>
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12:00 - 1:00 p.m.	Working Luncheon and Debriefing	<u>Dr. Mark Bedell</u> Superintendent
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1:00 p.m.	Adjournment and Departures
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**Strategic Support/Technical Assistance Team
Child Nutrition Operations
Kansas City Public Schools
October 25-28, 2016**

Contact: Sherenna Clinton
Cell: 816.418.7616
Email: sclinton@kcpublicschools.org

Sheraton City Hotel
2345 McGee Street
816.841.1000

Working Agenda
Subject to Change as Required

Tuesday, October 25

Team Arrival

6:15 p.m.

Team to Meet in Hotel Lobby
Sheraton Crown Center
2345 McGee Street
816.841.1000

6:30 p.m.

Dinner Meeting
Restaurant TBD

Dr. Mark Bedell
Superintendent

Wednesday, October 26

7:00 - 7:45 a.m.

Continental Breakfast
2901 Troost Ave.
Seven Oaks Room

Requirements
Internet Connectivity
White Board/Flip Charts
LCD Projector

8:00 - 8:45 a.m.

Team Interview

Darrell Meyer
Chief Operations Office

9:00 - 9:45 a.m.

Team Interview

Gwendolen Childs
Director, Child Nutrition Services

10:00 - 10:45 a.m.

Team Interview

Mary Porter
Child Nutrition Supervisor

11:00 - 11:45 a.m.

Team Interview

Katlyn Jones
Dietitian Supervisor

12:00 - 1:00 p.m.

Working Luncheon

1:00 - 2:00 p.m.

Team Interviews

Susan Young
Chief Nutrition Supervisor

2:15 - 3:00 p.m.

Team Interview

Thomas Belisle

Chef Supervisor

3:15 - 4:00 p.m.

Team Interview

Michelle McGinn
Child Nutrition Supervisor

4:15 p.m. Team Discussion of Work Plan for Balance of Site Visit

Thursday, October 13

7:00 - 7:45 a.m.

Breakfast
Sheraton Crown Center

8:00 - noon

Site Visits – School Cafeterias

High School, Middle and
Elementary
Schools in Same Attendance BoE
is located

12:00 - 1:00 p.m. Working Luncheon – Seven Oaks Conference Room

1:00 - 2:30

Team Interviews

Debra Walker
Budget Analyst

2:45 - 3:15 p.m.

Team Interview (TBD)

Esther Alvarado
Payroll Technician

3:30 - 4:15 p.m.

Team Interviews

Louida George
Accountability Technician

Team Discussion of Work Plan for Balance of Site Visit

Friday, October 14

7:00 - 7:45 a.m.

Continental Breakfast

8:00 – Noon

Team Meeting

**Discussion of Findings and
Recommendations**

12:00 - 1:00 p.m. Working Luncheon and Debriefing **Dr. Mark Bedell**
Superintendent

1:00 p.m.

Adjournment and Departures

Attachment F. Full Text - Recommendations of the CGCS 2006 Review and the MGT of America, Inc. 2015 Study

CGCS 2006 Recommendations

IX.1 Manage the Transportation Program Proactively – A senior-level district employee should be charged with overseeing, monitoring, and day-to-day management of the district’s transportation contracts. At a minimum, the responsibility should include establishing, communicating, and enforcing the criteria for transportation eligibility; collaborating with the admissions office on student assignments; reviewing and approving bus routes; monitoring performance data; and reviewing and approving invoices from the management and transportation contractors.

IX. 2 Improve Contracting Procedures – The district should initiate a process to competitively bid the contract for DOT management services prior to the expiration of the current contract in May 2008. The district should negotiate terms that include specific personnel and services to be provided, penalties and incentives where appropriate, the basis on which renewals or extensions will be granted, the basis for determining inflation adjustments, and the district management position with responsibility for oversight of the contract. The management services contractor also should be expected to compile and review performance data from bus operations. The district also initiated a process to competitively bid the current school bus contracts prior to their expiration in July 2006. The district should establish systems to include standard methods for reporting problems, such as complaints, on-time rates, accidents, and incidents once the contractors are selected.

IX. 3 Reduce Transportation Requirements through Better School Utilization –

As indicated in earlier chapters of this report, the district should conduct a comprehensive school utilization study with the goal of reducing the number of small and underutilized schools. This analysis should incorporate a review of school boundary lines and include a goal of maximizing the number of students who can walk to school and, in doing so, controlling the district’s transportation costs.

IX. 4 Provide Student and Routing Information to Bus Operators – The DOT should use its computerized systems to create routes and student rosters so that bus drivers know who is authorized to board the buses. The drivers should follow the directions provided by the routing system. This information is especially critical in the event of an emergency or in the case of a substitute driver.

IX. 5 Review Alternatives to School Bus Transportation – The district should review its dependence on taxis for transporting students. While taxis may be appropriate in limited circumstances, their high cost and arguable safety should make them one of the last choices for pupil transportation. The district also should reconsider its position on using the Metro bus system. It is common practice in most urban school districts for students to use public transportation as a cost-effective alternative to school bus transportation for some children.

IX. 6 Review and Reduce the Number of Bus Attendants – The district should implement a formal process for hiring bus attendants, with specific criteria for assigning and re-assigning them as needed. A district-level employee should decide on such assignments.

IX. 7 Improve Pupil Data – The district should provide training for school-level personnel to ensure that student eligibility for bus services is based on current information about a student’s needs.

MGT of America, Inc. 2015 Recommendations

MGT makes the following recommendations to improve transportation efficiency and cost effectiveness. In addition, many of these recommendations will address concerns regarding improving a culture of customer service.

RECOMMENDATION 6-1:

Establish specific bus stop locations for each route and direct students to these stops.

It will be necessary to establish a sufficient number of stops to provide geographic coverage for each route. However, by establishing specific stops with specific times, the students and parents will have a more consistent level of service and school staff will have more predictable service. Incorporating these routing practices and reducing the overall number of routes in the KCPS transportation system could reduce transportation costs and reallocate those resources to other program needs. It will be necessary to consider the impact bell times, boundary changes, and walking distance have when making the specific stop locations.

RECOMMENDATION 6-2:

Eliminate/reduce walking distance policy requirement.

KCPS has existing board policy that students who live within 1.5 miles of their school of attendance will walk to school. There are considerations within the policy which take into account hazardous walking conditions to provide for transportation should a student not be able to safely walk to their school. This policy is not competitive with many charter school policies and has been described by parents and the community as a detriment to retaining students as well as a barrier to attracting students back to the district. This policy is seen as problematic based on safety issues it creates, especially related to younger students, and the burdens it places on families with limited transportation options. On its own, this recommendation would increase transportation costs. However, if paired with changes in bell times to create efficiencies, these additional costs could be partially or totally offset.

TransPar Group, the district’s transportation management company, has conducted an analysis of several potential walking distances. These scenarios include school walking distances as well as bus stop walking distances. The scenarios include a 2-, 4-, and 6-block maximum walking distance to either a school or bus stop. Based off this initial review, the 2- and 4- block scenarios offer an improved level of service. Once KCPS identifies new attendance boundaries for the 2016-2017 school year, KCPS and TransPar should rerun the 2- and 4- block scenarios before finalizing a recommended walking distance policy.

See **Appendix D** for analysis of cost models associated with modification of the walking distance policy.

RECOMMENDATION 6-3:

Upgrade routing software.

TransPar Group currently uses a transportation management software, *TransFinder*. This software does not interface well with the Tyler SIS system used in the district to manage student information and records. This lack of interface causes delays in the assignment of students to their bus routes. TransPar Group has recommended the purchase of software *VersaTrans* which will interface with the Tyler SIS and reduce the routing planning time for students and families. This improvement should improve services to parents and staff alike and will ultimately save time and money across the district.

RECOMMENDATION 6-4:

Review district transportation policies and contracts.

A number of district transportation policies currently in place (as outlined in **Section 6.2**) need to be reviewed and updated to facilitate a more effective transportation service delivery model and to improve overall customer service to the community. Additionally there are a number contract issues which historically have been in place but are no longer in the best of interest of the district and should be amended or removed.

RECOMMENDATION 6-5:

Increase the number of three-tiered routes.

This change will allow for buses to be used in a more efficient routing model. Allowing buses to run three routes (both in the AM and PM) helps to maximize bus usage and limits the repetitive costs associated with each route such as pre-trip inspections, fueling, post-trip inspections, etc.

Limiting the use of this model is especially impacting to the Montessori school and other signature school routes which are typically on single-tiered routes.

Currently, the geographic location of programs is based on historical practice or issues related to space availability decisions at the time the program was put in place. The implementation of transfer or aggregation routes for these schools could reduce duplicative bus routes and decrease student time on buses, saving the district money.

RECOMMENDATION 6-6:

Revise school bell times.

Bell times and school start times are not aligned in a way that make it possible to route buses most efficiently. A preliminary district-wide examination of high school, middle school, elementary school and special program bell times in conjunction with transportation routing plans has identified that KCPS could gain efficiencies and cost savings, which could enable KCPS to reduce/eliminate the 1.5 mile walk boundary. Additional analysis will be necessary to ensure that bell changes do not adversely impact student learning time.

RECOMMENDATION 6-7:

Review the use of Radio Frequency Identification (RFID) tools.

RFID uses a bracelet or student identification badge to track the exact geographical location of a student. Using GPS technology, this practice allows staff to monitor student locations in a real-time environment. It could help make sure students are on the correct bus routes. The district has piloted this effort and should review the benefit(s) of this practice.

RECOMMENDATION 6-8:

Review school attendance zones and boundaries.

Currently the district has a number of school attendance zones and school boundaries that significantly impact the ability of the transportation system to operate in the most efficient manner. Changes in these zone boundaries should be considered by the district to ensure efficiency of all transportation operations.

Attachment G. Council Reviews

History of Strategic Support Teams of the Council of the Great City Schools

The following is a history of the Strategic Support Teams provided by the Council of the Great City Schools to its member urban school districts over the last 18 years.

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

Broward County (FL)		
	Information Technology	2000
	Food Services	2009
	Transportation	2009
	Information Technology	2012
Buffalo		
	Superintendent Support	2000
	Organizational Structure	2000
	Curriculum and Instruction	2000
	Personnel	2000
	Facilities and Operations	2000
	Communications	2000
	Finance	2000
	Finance II	2003
	Bilingual Education	2009
	Special Education	2014
Caddo Parish (LA)		
	Facilities	2004
Charleston		
	Special Education	2005
	Transportation	2014
Charlotte- Mecklenburg		
	Human Resources	2007
	Organizational Structure	2012
	Transportation	2013
Cincinnati		
	Curriculum and Instruction	2004
	Curriculum and Instruction	2009
	Special Education	2013
Chicago		
	Warehouse Operations	2010
	Special Education I	2011
	Special Education II	2012
	Bilingual Education	2014
Christina (DE)		
	Curriculum and Instruction	2007
Cleveland		
	Student Assignments	1999, 2000
	Transportation	2000
	Safety and Security	2000
	Facilities Financing	2000
	Facilities Operations	2000
	Transportation	2004
	Curriculum and Instruction	2005
	Safety and Security	2007

	Safety and Security	2008
	Theme Schools	2009
Columbus		
	Superintendent Support	2001
	Human Resources	2001
	Facilities Financing	2002
	Finance and Treasury	2003
	Budget	2003
	Curriculum and Instruction	2005
	Information Technology	2007
	Food Services	2007
	Transportation	2009
Dallas		
	Procurement	2007
	Staffing Levels	2009
	Staffing Levels	2016
Dayton		
	Superintendent Support	2001
	Curriculum and Instruction	2001
	Finance	2001
	Communications	2002
	Curriculum and Instruction	2005
	Budget	2005
	Curriculum and Instruction	2008
Denver		
	Superintendent Support	2001
	Personnel	2001
	Curriculum and Instruction	2005
	Bilingual Education	2006
	Curriculum and Instruction	2008
	Common Core Implementation	2014
Des Moines		
	Budget and Finance	2003
	Staffing Levels	2012
	Human Resources	2012
	Special Education	2015
	Bilingual Education	2015
Detroit		
	Curriculum and Instruction	2002
	Assessment	2002
	Communications	2002
	Curriculum and Assessment	2003
	Communications	2003
	Textbook Procurement	2004
	Food Services	2007

	Curriculum and Instruction	2008
	Facilities	2008
	Finance and Budget	2008
	Information Technology	2008
	Stimulus planning	2009
	Human Resources	2009
Fresno		
	Curriculum and Instruction	2012
Guilford County		
	Bilingual Education	2002
	Information Technology	2003
	Special Education	2003
	Facilities	2004
	Human Resources	2007
Hillsborough County		
	Transportation	2005
	Procurement	2005
	Special Education	2012
	Transportation	2015
Houston		
	Facilities Operations	2010
	Capitol Program	2010
	Information Technology	2011
	Procurement	2011
Indianapolis		
	Transportation	2007
	Information Technology	2010
	Finance and Budget	2013
Jackson (MS)		
	Bond Referendum	2006
	Communications	2009
Jacksonville		
	Organization and Management	2002
	Operations	2002
	Human Resources	2002
	Finance	2002
	Information Technology	2002
	Finance	2006
	Facilities operations	2015
	Budget and finance	2015
Kansas City		
	Human Resources	2005
	Information Technology	2005
	Finance	2005
	Operations	2005

	Purchasing	2006
	Curriculum and Instruction	2006
	Program Implementation	2007
	Stimulus Planning	2009
	Human Resources	2016
	Transportation	2016
	Finance	2016
	Facilities	2016
	Curriculum and Instruction	2016
Little Rock		
	Curriculum and Instruction	2010
Los Angeles		
	Budget and Finance	2002
	Organizational Structure	2005
	Finance	2005
	Information Technology	2005
	Human Resources	2005
	Business Services	2005
Louisville		
	Management Information	2005
	Staffing study	2009
Memphis		
	Information Technology	2007
	Special Education	2015
	Food Services	2016
	Procurement	2016
Miami-Dade County		
	Construction Management	2003
	Food Services	2009
	Transportation	2009
	Maintenance & Operations	2009
	Capital Projects	2009
	Information Technology	2013
Milwaukee		
	Research and Testing	1999
	Safety and Security	2000
	School Board Support	1999
	Curriculum and Instruction	2006
	Alternative Education	2007
	Human Resources	2009
	Human Resources	2013
	Information Technology	2013
Minneapolis		
	Curriculum and Instruction	2004
	Finance	2004

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

	Business Services and Finance	2016
	Curriculum and Instruction	2016
	Research	2016
Portland		
	Finance and Budget	2010
	Procurement	2010
	Operations	2010
Prince George's County		
	Transportation	2012
Providence		
	Business Operations	2001
	MIS and Technology	2001
	Personnel	2001
	Human Resources	2007
	Special Education	2011
	Bilingual Education	2011
Reno		
	Facilities Management	2013
	Food Services	2013
	Purchasing	2013
	School Police	2013
	Transportation	2013
	Information Technology	2013
Richmond		
	Transportation	2003
	Curriculum and Instruction	2003
	Federal Programs	2003
	Special Education	2003
	Human Resources	2014
Rochester		
	Finance and Technology	2003
	Transportation	2004
	Food Services	2004
	Special Education	2008
Sacramento		
	Special Education	2016
San Antonio		
	Facilities Operations	2017
	IT Operations	2017
	Transportation	2017
	Food Services	2017
San Diego		
	Finance	2006
	Food Service	2006
	Transportation	2007

	Procurement	2007
San Francisco		
	Technology	2001
St. Louis		
	Special Education	2003
	Curriculum and Instruction	2004
	Federal Programs	2004
	Textbook Procurement	2004
	Human Resources	2005
St. Paul		
	Special Education	2011
	Transportation	2011
Seattle		
	Human Resources	2008
	Budget and Finance	2008
	Information Technology	2008
	Bilingual Education	2008
	Transportation	2008
	Capital Projects	2008
	Maintenance and Operations	2008
	Procurement	2008
	Food Services	2008
	Capital Projects	2013
Toledo		
	Curriculum and Instruction	2005
Washington, D.C.		
	Finance and Procurement	1998
	Personnel	1998
	Communications	1998
	Transportation	1998
	Facilities Management	1998
	Special Education	1998
	Legal and General Counsel	1998
	MIS and Technology	1998
	Curriculum and Instruction	2003
	Budget and Finance	2005
	Transportation	2005
	Curriculum and Instruction	2007
	Common Core Implementation	2011
Wichita		
	Transportation	2009