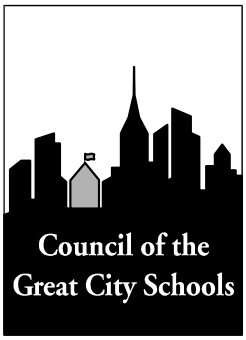
Reforming and Improving the Detroit Public Schools:

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

Submitted to the
Detroit Public Schools

By the
Council of the Great City Schools



2008

ACKNOWLEDGMENTS

The Council of the Great City Schools thanks the many individuals who contributed to this project to reform and improve the Detroit Public Schools. Their efforts and commitment were critical to our ability to present the district with the best possible proposals.

First, we thank General Superintendent of Schools Dr. Connie Calloway. It is not easy to ask for the kind of review that a project such as this entails. It takes leadership, courage, openness, and an uncompromising commitment to the city's children. She has those qualities in abundance.

Second, we thank the Board of Education of the Detroit Public Schools for supporting this effort and meeting with our teams to discuss issues and challenges facing the district. We hope this report proves useful as the board leads the district through this critical period.

Third, we thank staff members and teachers in the Detroit Public Schools, who provided all the time, documents, and data that the Council team needed to do its work. Their openness was critical to our understanding of the challenges faced by the Detroit school system.

Fourth, we thank the many individuals, groups, organizations, and associations with which we met. Our only regret is that we were unable to meet with everyone who we know had something valuable to contribute.

Fifth, the Council thanks the school districts and organizations that contributed staff to this effort. Most of the team members contributed their time *pro bono* to help the school district improve. The enthusiasm and generosity of these individuals serve as another example of how the nation's urban public school systems are working together to help each other get better.

Sixth, we thank the Skillman Foundation for providing the financial support necessary to conduct the project. The foundation's commitment to the city and its well-being is exemplary.

Finally, I thank Council staff members Ricki Price-Baugh and Robert Carlson, who drafted chapters of the report, and Dave Koch and Katherine Sanchez who prepared the initial technical drafts and data analyses. Their skills were critical to the success of this effort.

Michael Casserly
Executive Director
Council of the Great City Schools

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Reforming and Improving the Detroit Public Schools: Report of the Strategic Support Teams of the Council of the Great City Schools

EXECUTIVE SUMMARY

INTRODUCTION

The Detroit Public Schools (DPS) have been battered by substantial outside forces over the last decade. The school system was taken over by the state; its elected school board was dissolved and replaced by an appointed body; its many operating systems were privatized; its citizenry were encouraged to flee to charter schools; and its resources have been cut. The strains on the system have been unlike those experienced by almost any other urban school system in the nation.

At the same time, many outside observers looked at the school system and said that it had only itself to blame for its troubles. Those inclined to point fingers found ample evidence in a school system that saw very low and often stagnant student achievement, dysfunctional and sometimes self-serving operations, political corruption, and chaotic leadership.

Some of these problems were addressed—but not solved—in the five years that the district was under state control; other problems may have been made worse. Either way, a newly elected school board took its seat in 2006 determined to turn around the fortunes of a school system the public fought hard to regain. In some ways, the school board has had trouble, however, getting its footing after the state's intervention and it has not always been clear or unified about where it was going or why—reflecting in some ways the divisions, needs, and frustrations of the larger community.

Still, it is a board that wants and needs to transcend these frustrations and take the leadership necessary to improve and reform a school system that has been in deep trouble for some years. We would like to believe that this underlying motive to do right by the city's children was what compelled the school board to hire a tough and determined new superintendent in 2007 who found a school system on the verge of disintegration when she walked in the front door last summer.

Her first questions—and the first questions of any intelligent leader—were "What am I facing and what can I do about it?" She talked to a number of leaders, community and neighborhood organizations, and others to get their assessments. She also called the Council of the Great City Schools, an organization that was co-founded by the leadership of the Detroit school district in the mid-1950s, to get an outside perspective on some of the most serious issues facing the district and how to approach them. Her initial inquiries involved how well the district was organized and staffed; how well it was teaching its children and whether it was capable of teaching them better; what was the state of the

district's budget and how well did the district manage the taxpayers' money; and what could be said about the district's technology and infrastructure that can help or hinder a school system and its leadership.

The Council began to assemble a series of teams from other major urban school systems across the country, most of whom donated their time to the Detroit school district *pro bono,* and the answers to the superintendent's questions started to become clear: She was facing a school system whose troubles were long-standing and deep.

FINDINGS

Student achievement, which had seen some improvement after 2002, is showing signs of having leveled off and may be declining. A number of reforms—many at the Council's urging—had been put into place following the organization's initial review in 2002. That review had found an instructional program that varied from school to school, was largely incoherent, and lacked any sense of definition or direction. The Council returned a year later to assess steps that the district took after the initial review to reform the school system's instructional program.[1] In its 2003 follow-up report, the Council gave the district substantial credit for the steps that it had taken, some of which probably contributed to the academic gains made by students in the Detroit Public Schools in the intervening years.

Now, the gains are showing signs of dissipating and the new superintendent wanted to find out why. It became clear in the Council's most recent review in 2008 that some of the earlier reforms had been dismantled, implemented poorly or incompletely, or had showed substantial gaps. In addition, the school district lacked an overall strategy for improving student achievement even though it was in federal sanction. The district had little way to hold the generously staffed but poorly organized central-office instructional department accountable for raising student achievement, although principals were evaluated in part for academic results. The sharp drop in the district's enrollment was spurring staff reductions and causing teachers to be "bumped," actions that undercut instructional stability and results.

Moreover, textbooks and other purchased programs seem to be driving the district's instructional program, rather than the state standards. The district appears to lack clear and consistent guidelines for using its "scope-and-sequence" documents, pacing charts, and curriculum guides. Its professional development is held in low regard and is primarily voluntary, and was incapable of driving additional gains in student achievement. Its assessment system cannot give the district, its teachers, or parents the information that they need. Its efforts to reform its poorest performing schools are unconvincing. It has no gifted and talented program. It has substantial discipline problems with no coordinated or defined response. And its secondary schools have substantial numbers of dropouts and inadequately prepared graduates.

[1] Council of the Great City Schools (2003). *Better Schools for a Stronger Detroit: Report of the Strategic Support Teams of the Council of the Great City Schools.* Washington, D.C.

At the same time, the teams found a school system whose financial standing was far more precarious than the leadership of the school systems had realized. This situation was many years in the making as well. The district has no capacity for long-term planning and its operations are largely transactional in nature. Its budget has no connection with district instructional or other priorities. Its internal financial controls are weak. It relies inordinately on short-term borrowing to cover debt in a way that both masks the extent of the financial problems and exacerbates long-term deficits. Its budget routinely assumes paying more people than it can support. Its position control system is inadequate. It has no strategy for correcting its many and repeated audit findings. Its payroll system is riddled with errors. Its risk management system is dysfunctional. Few of these problems emerged overnight.

The school district's procurement and contracting system is in worse condition. The unit has no strategic direction. It has very weak internal controls and a number of highly questionable practices that undermine the integrity of the purchasing process. Its procedures are marked by approval processes that are duplicative but not hierarchical. And its procedures lack any true accountability for getting contracts executed in a timely fashion or ensuring that accountability or performance measures are built into the procurement process.

The school district's information technology systems, moreover, put the entire school system at risk. Moreover, attempts by Council teams to prompt staff to address the issues have fallen on deaf ears. But the maintenance agreement for the payroll software will expire shortly, leaving the district potentially without the ability to generate necessary payroll and tax information. In addition, the vendor no longer supports the student information system software that generates state reports, school report cards, and determines state funding. The hardware supporting the payroll and student information systems is both obsolete and operating at capacity. And the information technology department's way of backing up its data could result in the loss of all of the district's human resource, payroll, and finance data.

Finally, the district's facilities management system is not in much better shape, although the district has appointed a new chief operating officer to correct many of the problems. No long-range master facilities plan exists. The school district has largely avoided closing underutilized schools or has done so with inadequate criteria or analysis. It has no strategy to assess the value of or to sell its excess space. Its buildings are not always in good repair. It exercises weak oversight of its contracted facilities management firm. Its facilities unit is poorly organized, lacks adequate professional development of its staff, is marked by low morale, and has excessive layers of staff. Its work order system is ineffective, and its operating procedures are not uniformly applied. And its spending on building maintenance and operations is higher than what one would expect.

Next Steps

The Council of the Great City Schools and its Strategic Support Teams propose that the Detroit Public Schools make a number of instructional, organizational,

management, and operational changes to improve achievement, effectiveness, and efficiency. These proposals are summarized below—

Instruction

- Encourage the school board to participate in various professional development opportunities and build a greater consensus for the direction of the school district's reform and improvement.
- Encourage the school board to receive regular reports on the district's efforts to improve the instructional program and on trends in student achievement.
- Initiate a citywide army of volunteers, tutors, and mentors to work with and support district students.
- Encourage the superintendent to convene a regular series of community forums and outreach efforts that would allow her to express her vision and direction for reforms and to hear community concerns.
- Encourage the superintendent to establish a series of "no excuses" cross-functional administrative teams to work on major district problems.
- Develop or update the district's communications and marketing plan for engaging the public and communicating with parents.
- Begin working with the teachers' union in preparation of contract negotiations to ease the effects of bumping, particularly in the lowest performing schools.
- Conduct a systemwide inventory of programs, resources, and equipment at district schools to ensure that resources are being distributed equitably.
- Develop explicit criteria for closing any additional schools.
- Develop explicit strategies in schools and grades that are losing students to develop transition activities to retain students.
- Review all district goals for raising student achievement to ensure that they are specific, measurable, up to date, and beyond Adequate Yearly Progress (AYP) and safe harbor targets. {The latter refers to the minimum gains needed under *No Child Left Behind* to avoid sanctions).
- Review all school improvement plans and the district's improvement plan to ensure that the district's goals are reflected in each school's goals and plans.
- Explicitly tie the evaluation of senior staff to districtwide achievement goals and priorities.
- Reorganize the instructional unit.

- Revamp the district's pacing guides to reflect gap analysis and to include time for review, reteaching, and enrichment.
- Develop a parent guide that explains the expected course of study each year.
- Establish a clear policy for the ordering of textbooks and accountability for ensuring that all schools are appropriately supplied.
- Identify key strategies across content areas to engage students in the active construction of meaning and build these strategies into the literacy curriculum to enhance comprehension skills.
- Finish developing a districtwide professional development plan that includes components for teachers, principals, central-office staff, and substitute teachers.
- Negotiate additional districtwide professional development days or a requirement for teacher attendance at districtwide professional development when it is linked to the curriculum.
- Establish a regular process for evaluating the effectiveness of the district's professional development on student achievement.
- Develop a new-teacher induction and training program that would be held before the beginning of the first school year.
- Incorporate customer service and parent and community relations into the district's professional development.
- Ensure that the district's disparate walk-through documents are clearly defined.
- Evaluate the effectiveness of coaching and other supports.
- Create regular protocols for reviewing and approving school improvement plans.
- Implement a short, beginning-of-year diagnostic assessment for grades K-3 and 4-8 in literacy and math.
- Reinstitute a benchmark assessment system that would measure student status on the curriculum over the course of the school year.
- Eliminate use of the TerraNova achievement test when the district begins participating in the Trial Urban District Assessment (TUDA) in 2009.
- Lobby the state to change its fall testing system to the spring.
- Create a longitudinal data reporting system that would alert principals and appropriate district staff to students with excess suspensions and absences and that would show where academically students or schools are falling behind.
- Develop a plan for the steps and procedures to reconstitute schools.

- Develop a mandatory summer program for the lowest performing students.
- Consider reconstituting the district's previous CEO-type unit to guide and monitor interventions in the district's lowest performing schools.
- Pilot test a full-day kindergarten program in high-needs areas of the city.
- Develop a districtwide gifted and talented program that is broadly accessible.
- Establish a districtwide positive behavioral interventions and supports (PBIS) program and implement it in both elementary and secondary schools.
- Tie career and technology education (CTE) programs to local labor market needs and projections.
- Back map secondary school curriculum in core content area down to at least the sixth grade to ensure that students have participated in coursework that is rigorous enough to gain them entry into college.

Finance

- Develop and implement a districtwide business/finance plan that includes goals, objectives, and measurable performance indicators, and aligns with district priorities.
- Address the district's current year deficit and its habitual overstaffing practices.
- Redistribute the current responsibilities of the chief financial officer (CFO) and reorganize the finance department.
- Establish effective and transparent interim financial reporting and analysis that would disaggregate information into presentations by fund, program, and object.
- Adopt a fiscal plan to eliminate the use of short- and long-term financing to support current operating expenses.
- Establish an internal audit department, with experienced professional staff, that reports to the school board.
- Establish a district reserve and budgeting policy for self-insured losses.
- Take actions to ensure the timely payment of vendors on a systematic schedule without unneeded management intervention or oversight.
- Acquire an automated time and attendance system to augment the payroll process.
- Re-establish controls over the district equipment inventory.

Procurement

- Conduct an outside, third-party forensic audit of current contracting and procurement processes and practices, and analyze cost-savings opportunities
- Develop a district code of ethics and a rule about lobbyists for the school board and administration
- Identify, select, task, and empower a competent professional to redesign, reengineer and restructure the contracting and procurement department.
- Task a cross-functional interim management team to sustain ongoing basic contracting and procurement (maintenance) functions

Information Technology

- Hire a cabinet-level Chief Information Officer who would report directly to the superintendent, and reorganize the department.[2]
- Immediately develop and implement a plan to mitigate the imminent risk of business disruptions.
- Create a customer-driven multiyear business/technology plan that is tied to the districtwide strategic plan.
- Optimize underutilized functionalities within the existing business applications and add appropriate enhancements to improve performance.
- Consider replacing the current student information system with a Web-based, multifunctional system, and create a data warehouse to consolidate information.
- Develop school board policies and procurement standards to ensure that technology purchases are compatible and consistent.
- Develop, test, and utilize best business practices for data back-up and disaster recovery protocols.
- Establish procedures to ensure compliance with internal control standards.
- Issue a competitive request for proposal (RFP) to select a new transportation and routing system with functionalities that better meet the needs of the district.

Facilities

- Develop a comprehensive Facilities Master Plan.

[2] The district hired a new chief information officer after the team's review.

- Develop and execute a school closure plan, based on the analysis in the Facilities Master Plan.
- Reorganize the facilities management unit and restructuring reporting relationships.
- Conduct a cost-benefit analysis of the facilities management contract to determine if the return on investment justifies the expense.
- Train site-based facility managers to oversee custodial operations and create a lead-person to assist in the supervision of the assistant custodians on the evening shift.
- Reinstate labor-management committees to address issues such as low morale, high absenteeism, and workplace safety of facilities staff.
- Institute a comprehensive staff development program to include regular training to enhance job performance at all levels.
- Revise the procedures supporting the district's work order system.
- Establish an aggressive energy/telecommunications management program.

The Detroit Public Schools have considerable assets and many good people, but the school district needs to be pulling in the same direction with its reforms—and it needs to do so now. It also needs to pull its instructional program together and raise the program's overall quality and rigor. Finally, the school system needs to attend to its financial and technology operations before they cause serious disruptions that could absorb the district's energies for years in trying to fix them. The school district has a dedicated and committed new superintendent, and there is little reason to think that the Detroit Public Schools cannot undertake the same kinds of serious reforms and improve its performance as other major urban school systems around the country have done.

PURPOSES AND ORIGINS OF THE PROJECT

OVERVIEW OF THE PROJECT

The Council of the Great City Schools, the nation's primary coalition of large urban school systems, presents this report and its recommendations for improving student achievement, finances, and selected operations to the Detroit Public Schools.

To conduct its work, the Council assembled a series of Strategic Support Teams to review the functions of the school district that were of greatest concern to the general superintendent. Teams included experts in curriculum and instruction, finance, information technology, facilities, and procurement. All teams were composed of individuals from other major urban school districts across the country that have worked to address many of the same issues faced by the Detroit Public Schools. Council staff members accompanied and supported the teams and prepared this report summarizing the team's findings and proposals.

The teams made their site visits to Detroit between February and July 2008. The instructional team visited Detroit on February 12-15. The team's meetings began with a discussion with Superintendent Calloway and her instructional leadership team on the challenges faced by the district and efforts the district was making to overcome them. That initial discussion was followed by two days of fact-finding and a day devoted to synthesizing the team's findings and proposing preliminary strategies for improvement. The team debriefed the superintendent at the end of the site visit.

Subsequent site visits were made by other teams, but each team followed the same basic schedule as that used by the instructional team. The facilities team visited the district on March 9-12. The facilities team was followed by a finance and budget team on March 25-28. That team was followed by an information technology team on April 6-9.[3]

We commend Superintendent Calloway, the school board, and staff for their courage and openness in conducting a peer review such as this. It is not easy to subject oneself and the institution one leads to the scrutiny that such an analysis entails. These leaders deserve the public's thanks.

PROJECT GOALS

The goals of the reviews conducted by the Council were to—

- Review the instructional program of the Detroit Public Schools and assess its potential for boosting student achievement further.

[3]The Council was subsequently requested to convene a follow-up Technical Advisory Team to assist the district in developing a strategy for mitigating the impending risks uncovered in the initial review of the district's information technology operations.

- Propose ways for the Detroit Public Schools to strengthen its instructional program and accelerate gains in student reading and math achievement.

- Examine the overall central-office instructional staffing patterns and organizational structure, and suggest alternatives.

- Review the operations of the district's facilities, finance and budget, information technology, and procurement functions.

- Propose ways to improve and strengthen the operations, efficiency, and effectiveness of the district's facilities, finance and budget, information technology, and procurement units.

- Make recommendations for improvement that were consistent with best practices of other major urban school districts across the country.

THE WORK OF THE STRATEGIC SUPPORT TEAMS

The Strategic Support Teams visited the Detroit Public Schools between February and July 2008, as noted. The teams included senior curriculum and instructional experts from other major urban school systems across the country that have made substantial progress in raising student achievement. Subsequent teams were composed of senior managers from other urban school districts with strong reputations for financial excellence, operational efficiency, and overall managerial excellence.

The teams typically had an initial discussion with Superintendent Calloway and her team to clarify priorities and areas needing particular attention. Subsequent fact-finding followed. This usually involved extensive interviews with central-office staff members, board members, principals, teachers, representatives of outside organizations, parents, and others.[4] The teams also reviewed an extensive array of documents and reports, and analyzed data on their respective areas of responsibilities. The teams followed their fact-finding with an intensive period devoted to synthesizing their findings and observations and drafting an initial set of recommendations and proposals. The teams briefed Superintendent Calloway on preliminary findings and proposals at the end of their site visits.

This approach of using peers to review instructional and operational practices and provide technical assistance to urban school districts is unique to the Council and its members, and is proving effective for a number of reasons.

First, the approach allows the superintendent to work directly with talented, successful practitioners from other urban districts that have a record of accomplishment.

[4] The Council's peer reviews are based on interviews of staff and others, a review of documents provided by the district, observations of operations, and our professional judgment. The teams conducting the interviews rely on the willingness of those interviewed to be truthful and forthcoming, and make every effort to provide an objective assessment of district functions but cannot always judge the accuracy of statements made by all interviewees.

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 Council reviews. These individuals 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 communities is faster and less expensive than retaining a private 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 as well versed in urban public education.

Finally, the teams comprise a pool of expertise that a school system superintendent, board, and staff can use to implement the recommendations or to develop other strategies.

The Strategic Support Teams working on this project included the following members—

STRATEGIC SUPPORT TEAM MEMBERS[5]

CURRICULUM AND INSTRUCTION	
Yvonne Brandon Deputy Superintendent for Instruction and Accountability Richmond (VA) Public Schools	Michael Casserly Executive Director Council of the Great City Schools
Cecilia Cannon Associate Superintendent for Curriculum, Instruction, and Teacher Development School District of Philadelphia	Ricki Price-Baugh Director of Academic Achievement Council of the Great City Schools
Maria Crenshaw Instructional Specialist in Mathematics Richmond (VA) Public Schools	
Robin Hall Principal Beecher Hills Elementary School Atlanta Public Schools	
FINANCE	
James Beall Chief Financial Officer Prince George's County Public Schools	Bob Carlson, Project Director Director, Management Services Council of the Great City Schools
Richard Hinds Chief Financial Officer (Retired) Miami-Dade County Public Schools	David Koch, Principal Investigator Chief Administrative Officer (Retired) Los Angeles Unified School District

[5] Bios are found in Appendix F.

Rick Knott Controller, Finance Division (Retired) San Diego Unified School District Pedro Martinez Chief Financial Officer Chicago Public Schools Joseph Moore Chief Operating/Finance Officer Palm Beach County Public Schools Dennis Pool Assistant Superintendent, Administrative Services Omaha Public Schools Leonard Sturm Chief Financial Officer (Retired) Houston Independent School District	
PROCUREMENT	
Michael Eugene Business Manager Los Angeles Unified School District Joyce Lee Director of Support Services Newark Public Schools Chris Steele Senior Director, Purchases and Supply Norfolk Public Schools Joseph Gomez Assistant Superintendent Procurement Management Services Miami-Dade County Public Schools Heather Obora Chief Purchasing Officer Chicago Public Schools Robert Waremburg Director, Supply Management & Logistics Broward County Public Schools	Bob 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

Keith Miles Director of Purchasing Prince George's County Public Schools	
INFORMATION TECHNOLOGY	
D. K. Bailey Executive Director Information Technology Dallas Independent School District Mike Casey Executive Director, Information Technology San Diego Unified School District Richard Frazier General Manager, ERP Systems (Retired) Houston Independent School District Edward H. Freeman CIO/CTO Denver Public Schools Deborah Karcher Executive Officer, Information Technology Services Miami-Dade County Public Schools Craig Lynch Director of Enterprise Information Management Chicago Public Schools Robert W. Runcie Chief Information Officer Chicago Public Schools	Bob Carlson, Project Director Director, Management Services Council of the Great City Schools Charles Wright, Information Technology Consultant Council of the Great City Schools
FACILITIES	
Ron Bagel Director, Real Estate Los Angeles Unified School District Michael Contompasis Interim Superintendent & Chief Operating Officer (Retired) Boston Public Schools Joe Edgens Executive Director, Facilities and Ops Metropolitan Nashville Public Schools	Bob 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

Don Haydon Chief Facilities and Operations Officer Wake County Public Schools Bruce Husson Assistant Superintendent, Business Services (Retired) San Diego Unified School District Guy Mehula Chief Facilities Executive Los Angeles Unified School District Richard Moore Director, Facilities & Maintenance Services Milwaukee Public Schools Michael Thomas Deputy Superintendent for Operations Jackson Public Schools Steve Young Chief, Facilities Management Indianapolis Public Schools	

CONTENTS OF THIS REPORT

This report begins with an overview of the issues facing the Detroit Public Schools as it works to improve student achievement and strengthen management and operations. It includes a brief outline of the proposals that the Council and its Strategic Support Teams are making. Chapter 1 presents an overview of the Detroit Public Schools, its student performance, and overall spending patterns. Chapter 2 presents the findings of the Strategic Support Team on instruction and its recommendations for improving student achievement. Chapter 3 presents the findings and recommendations on budget and finance operations. Chapter 4 summarizes the findings and recommendations on procurement. Chapter 5 presents the findings and recommendations on information technology. Chapter 6 presents findings and recommendations on facilities. And Chapter 7 provides a synopsis and discussion of the entire report.

The appendices of this report also contain additional information for the reader. Appendix A lists disaggregated 2007 Michigan Educational Assessment Program (MEAP) achievement data on grades 3–8 and data on the number of students tested per grade level in Detroit. Appendix B displays the budget survey from which the Council garnered comparative spending data. Appendix C presents the definitions from the National Center for Educational Statistics used to compare staffing levels. Appendix D lists the names of

individuals interviewed either individually or in a group session. Appendix E lists the documents that each team reviewed. Appendix F presents brief biographical sketches of team members. Appendix G presents the detailed working agendas of the teams. And Appendix H gives a brief description of the Council of the Great City Schools and lists the some 150 teams it has conducted in about 50 cities over the last 10 years.

It is also important for the reader to note that this project did not focus on everything that could have been examined in the Detroit Public Schools. Limitations in resources prevented the Council from devoting separate teams to such areas as food services, special education, federal programs, transportation, personnel, security, or other operational functions that probably need to be reviewed at some point. In addition, our analyses should not be considered an audit as such. Instead, our teams were looking at major instructional and operational practices that have a bearing on the overall effectiveness of the organization and the children it serves.

Finally, the Council recognizes that each city is different. No city has the same mixture of student demographics, staffing patterns, and resources that Detroit has. The Council has now conducted a considerable number of reviews such as this one and always finds unique qualities in every city. We are cognizant of the differences and similarities of each city, and make every attempt to tailor our reports to the uniqueness of each.

CHAPTER 1. BACKGROUND

SCHOOL DISTRICT LEADERSHIP

The Detroit Public Schools is the largest school system in Michigan and one of the largest in the nation. It is governed by an 11-member Board of Education that sets policy for the district. The school board has four at-large members and seven members elected by single district. The board president and other board officials are elected by their peers. The superintendent is the board's sole employee, its chief agent, and is empowered by the board to implement its policies and agenda, particularly as they pertain to academics, curriculum, facilities, public safety and other matters relating to the district. The school board typically meets once a month at 6 p.m. at different locations throughout the district. Board members also hold special meetings and work sessions of committees to deal with issues related to finance, human resources, audit, parents, academics, safety, contract and procurement, and expulsion. The committees make recommendations to the full board for consideration.

According to the district's website, the mission, vision, and goals of the Detroit Public Schools are as follows—

Mission

> *To develop a customer and data-driven, student centered learning environment in which students are motivated to become productive citizens and life-long learners, equipped with skills to meet the needs of their next customer, higher education or the world of work.*

Vision

> *The Detroit Public Schools will be a competitive leader in academic achievement through the use of continuous improvement strategies so that the Detroit Public Schools are the first choice for residents and eligible non-residents to meet or exceed the district's defined academic standards.*

Goals

- *Improve student achievement*
- *Create clean and safe school environments*
- *Enhance parental and community involvement*
- *Transform the district into an effective and efficient organization*

SCHOOL DISTRICT ORGANIZATION

The Board of Education approved the current 2007-2008 organizational chart for the Detroit Public Schools on October 24, 2007. The district's 194 schools are organized into a series of c*onstellations* each supervised by an assistant superintendent.

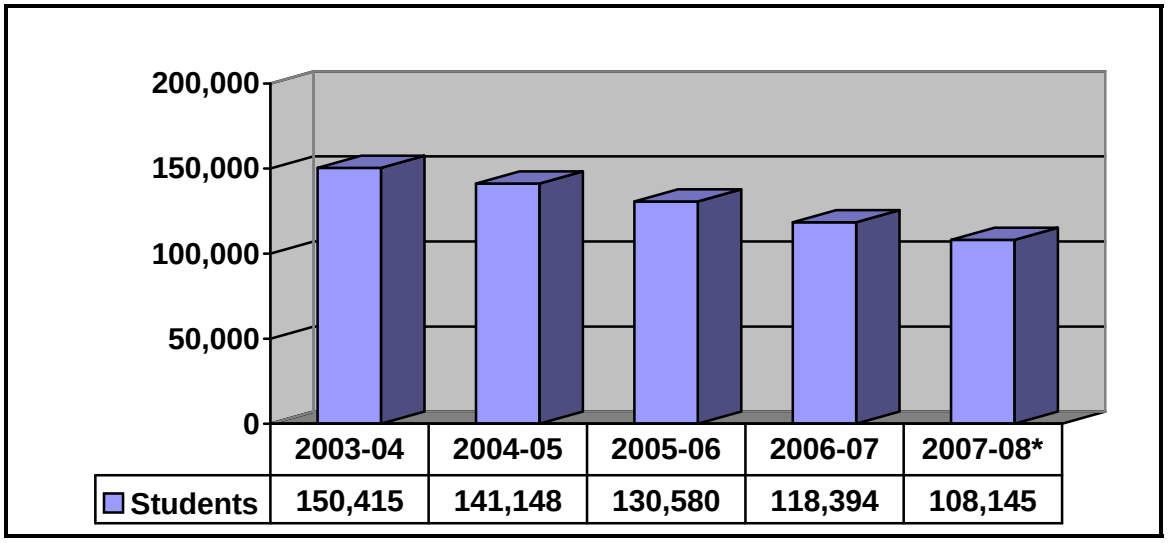
The General Superintendent has ten direct reports, who in turn supervise from six to 15 departments.[6] The Inspector General reports directly to the Board of Education.

SCHOOL DISTRICT ENROLLMENT

The district has seen its enrollment decline substantially over the past several years. (See Exhibit 1.) Between 2003-04 and 2006-07 alone, enrollment in the Detroit Public Schools (DPS) declined by 38,633 students. Statewide enrollment also declined by 39,814 over the same period. These shifts in population have resulted in a 2.1 percent reduction in the proportion of DPS students relative to state enrollment between 2003-04 and 2006-07.

The enrollment decline reflects the combined effects of outmigration of families from the city and the rise of charter schools within it. Indications are that enrollments will continue to decline in the 2008-2009 school year, and could drop below 100,000 students—a situation that will likely trigger additional charter schools, more enrollment decline, a further erosion of resources, and additional pressure to close more schools.

Exhibit 1. DPS School Enrollment by School Year



	2003-04	2004-05	2005-06	2006-07	2007-08*
Students	150,415	141,148	130,580	118,394	108,145

Source: DPS Consolidated Annual Financial Report
* = As of February 2008, K-12 enrollment had fallen to 104,000

Students in Detroit are substantially different from students statewide. Detroit's students are more than four times more likely to be African American than are their peers statewide. Conversely, in 2006-07, white students comprised only 2.4 percent of the students in the DPS in 2006-07, compared with approximately 70.2 percent of the

[6] General Counsel (9 departments), Chief Labor Relations (2 departments), Chief of Staff, Deputy Superintendent for Instruction (8 departments), Chief Financial Officer (15 departments), Associate Superintendent for Human Resources (6 departments), Associate Superintendent for Professional Development (7 departments), Chief of Public Safety, Executive Director Public Relations, and Executive Director Government Relations.

enrollment statewide. About 6.5 percent of DPS students were Hispanic, moreover, while Hispanic students made up 4.5 percent of the statewide enrollment.

In addition, the proportion of white students decreased 0.6 percent in the DPS and 1.3 percent statewide between 2005 and 2007. The Hispanic enrollment increased in Detroit by 1.4 percent, compared with a 0.5 percent gain statewide. And the African American enrollment declined by 0.8 percent in the DPS, but increased 0.2 percent statewide.

Exhibit 2. Student Profile of Detroit Public Schools and Michigan Public Schools, 2003-2004 Through 2006-2007

	Detroit Public Schools				
	2003-04	**2004-05**	**2005-06**	**2006-07**	**Change**
Enrollment	153,034	141,406	131,568	114,401	-38,633
DPS as % of State	8.9	8.3	7.8	6.8	-2.1
% Female	49.2	49.3	49.5	50.1	0.9
% Male	50.8	50.7	50.5	49.9	-0.9
% African American	90.8	90.5	90.4	90.0	-0.8
% Asian	0.8	0.8	0.8	0.8	0.0
% Hispanic	5.1	5.5	5.9	6.5	1.4
% Native American	0.3	0.3	0.3	0.3	0.0
% White	3.0	2.8	2.5	2.4	-0.6
% ELL			6		
% FRPL	-	-	72	87.2	
		Michigan Public Schools			
	2003-04	**2004-05**	**2005-06**	**2006-07**	**Change**
Enrollment	1,715,048	1,709,583	1,697,600	1,675,234	-39,814
DPS as % of State	n/a	n/a	n/a	n/a	n/a
% Female	48.6	48.6	48.6	48.7	0.1
% Male	51.4	51.4	51.4	51.3	0.1
% African American	20.2	19.9	20.2	20.0	0.2
% Asian	2.0	2.1	2.3	2.3	0.3
% Hispanic	4.0	4.1	4.3	4.5	0.5
% Native American	1.0	1.0	1.0	0.9	0.1
% White	72.5	72.1	71.6	71.2	-1.3
% ELL			4		
% FRPL	-	-	36	40.8	

DPS students in 2006-07, moreover, were more than twice as likely to be eligible for free or reduced-price lunch subsidies than were students statewide (87.2 percent versus 40.8 percent). And English language learners (ELL) comprised about 6 percent of the district's enrollment that year, compared with approximately 4 percent statewide.

Finally, the number of students identified for special education services in the Detroit Public Schools declined between 2003-04 and 2005-06, but special education students' share of the district's enrollment increased from 13.5 percent in 2003-04 to 16.8 percent in 2006-07. The number of students with disabilities increased statewide over the

same period. Detroit served 8.4 percent of the state's special-needs students in 2003-04, but that percentage declined in 2004-05 and in 2005-06, the last year with data available from the National Center for Education Statistics (NCES). (See Exhibit 3.)

Exhibit 3. Detroit Public Schools and Michigan Special Education Population, 2003-04 through 2006-07

Special Education					
	Detroit Public Schools		Michigan Statewide		Detroit as a Percentage of State
School Year	Number of Students with IEPs*	%*	Number of Students with IEPs **	%	
2003-04	20,645	13.5	244,610	14.3	8.4
2004-05	20,098	14.2	244,193	14.3	8.2
2005-06	19,124	14.5	246,400	14.5	7.8
2006-07	19,194	16.8	n/a	n/a	n/a

Source: Michigan Department of Education, Office of Special Education and Early Intervention Services
* Center for Educational Performance and Information at the Michigan Department of Education
** NCES Common Core of Data from 2003-04 to 2005-06

DISTRICT SCHOOLS

The significant decline in student enrollment has prompted the Board of Education to close or merge 61 schools. In the 2007-08 school year, there are 40 fewer elementary schools, 21 fewer middle schools, one less high school, and three fewer programs classified as "other" than existed in 2004-05. On the other hand, the district added three K-8 programs and one alternative education program over the same four-year period. (See Exhibit 4.)

Exhibit 4. Number of Detroit Public Schools, 2004-05 Through 2007-08

School Levels	2004-05	2005-06	2006-07	2007-08
Elementary	116	97	95	76
K-8	50	47	54	53
Middle	34	31	27	13
High	26	29	27	25
Special Ed.	9	11	10	9
Alt. Ed.	11	10	12	12
Career/Tech	4	4	4	4
Others	5	3	1	2
Total	255	232	232	194

Source: Detroit Public School Adopted Budget Book, 2006-07
Detroit Public Schools, Office of Research, Evaluation, & Assessment

The average school in Detroit enrolled 549 students in 2005-06, a decline of an average of 28 students per school since 2003-04. The average Michigan school enrolled some 417 students in 2005-06, dropping only 10 students per school since 2003-04. The average big-city school nationally served 633 students in 2005-06, but has shown a

sharper decline in size since 2003-04 than either the average Detroit or the average Michigan school.

Exhibit 5. Detroit Public Schools, Michigan, and Great City Schools' Pupil/Teacher Ratio and Average Enrollment per School, 2003-04 Through 2005-06

	Detroit			
	2003-04	**2004-05**	**2005-06**	**3-Year Change**
Students per School	577	544	549	-28
Pupil/Teacher Ratio	22.8	17.6	18.5	-4.3
	Michigan			
	2003-04	**2004-05**	**2005-06**	**3-Year Change**
Students per School	427.3	419	417	-10
Pupil/Teacher Ratio	18.1	17.4	17.4	-0.7
	Great City Schools			
	2003-04	**2004-05**	**2005-06**	**3-Year Change**
Students per School	726	647	633	-93
Pupil/Teacher Ratio	17.0	NA	16.0	

Sources: Wayne County Regional Educational Services Agency and Council of the Great City Schools.
Detroit Public Schools Adopted Budget, 2006-07
Michigan Department of Education
Center for Educational Performance and Information at Michigan Department of Education

Finally, the data obtained for this report by the team indicate that the average pupil-to-teacher ratio in Detroit was 18.5:1 in 2005-06, compared with 17.4:1 statewide and about 16:1 in the big-city schools nationally. However, the district has seen a sharper decline in its pupil/teacher ratio since 2003-04 than is seen either statewide or in the average big-city school system across the country.

SCHOOL DISTRICT SPENDING

The Council of the Great City Schools also looked at the school district's expenditures by major function, compared with other major urban school systems across the country. This comparison was done based on surveys that Council member-districts completed on their 2004-2005 spending patterns. (See Exhibit 6.)

1) Spending by Function

The Council asked the Chief Financial Officer from each city's school system to provide data on his or her district's budgeted spending for the 2004-2005 school year, including spending on instruction (i.e., classroom instruction, special education, books and materials, instructional technology, auxiliary instruction, and professional development); student services (i.e., health and attendance, transportation, food services, and student activities); central and regional services (i.e., school board and executive administration); business services and operations (i.e., fiscal services, business services, maintenance, energies and utilities, and insurance); school-site leadership and support (i.e., leadership and support staff); and debt services.

The reader should note that the amounts asked for include budgeted figures, not actuals. Actual spending may be higher or lower depending on whether budgeted staff positions are filled, programs operate within budget, or many other circumstances. Finally, school districts' spending on particular items can vary from year to year. For example, spending on books and materials can spike in a year in which a district has made a major adoption but may drop the year after. Maintenance costs can depend on the age of school buildings and the weather. Interest payments can vary according to how a district has structured its debt. All of these and other variations can affect the pattern of expenditures across functions.

Exhibit 6. Spending Levels per Pupil in Detroit and the Great City Schools, 2004-05

Budget Category	Detroit Average	Percent of Current	Urban Average	Percent of Current
Total Current Expenditures	$11,462	100.0	$8,834	100.0
Instructional Expenditures				
• Classroom Instruction	4,973	43.4	3,775	42.7
• Special Education	1,172	10.2	1,114	12.6
• Books & Materials	374	3.3	211	2.4
• Instructional Technology	*	*	44	0.5
• Auxiliary Instructional Services	*	*	359	4.1
• Curriculum & Staff Development	447	3.9	284	3.2
• Other Instructional Expenditures	0	0.0	164	1.9
Subtotal	$6,966	60.8	$5,951	67.4
Student Services				
• Health & Attendance	531	4.6	186	2.1
• Transportation	440	3.8	341	3.9
• Food Services (net costs)	366	3.2	64	0.7
• Student Activities (net costs)	19	0.2	23	0.3
• Other Student Services	0	0.0	29	0.3
Subtotal	$1,355	11.8	$643	7.3
Central & Regional Services				
• Board of Education	*	*	29	0.3
• Executive Administration	131	1.1	161	1.8
Subtotal	$131	1.1	$190	2.1
Operations				
• Fiscal Services	×	×	73	0.8
• Business Services	831	7.3	205	2.3
• Maintenance and Facilities	1,255	11.0	603	6.8
• Energy & Utilities	^	^	191	2.2
• Insurance	×	×	72	0.8
Subtotal	$2,086	18.2	$1,144	12.9
School-Site				

• Leadership	886	7.7	375	4.2
• Support	#	#	207	2.3
Subtotal	$886	7.7	$582	6.5
Other				
• Other Current Expenditures	$38	0.3	$325	3.7

• Included in curriculum and staff development category.
X Included in business services category.
^ Included in maintenance and facilities category.
# Included in school-site leadership category.
Source: Council of the Great City Schools.

The results show that the Detroit school district devotes a somewhat smaller share of its total expenditures to cover instructional and special education costs than do other major urban school systems. And the district spends about what other major urban school systems do on direct classroom costs, as a share of all costs. On the other hand, the data suggest that the district is spending a greater share of its resources on operations and school-site administration, and student services (particularly food services) than do most major urban school systems.

2) Spending on Salaries and Benefits

This section also used data from the survey described in the previous section to gather information on aggregate salary and benefits for personnel in four broad categories: central administration, school-site leadership, classroom teachers, auxiliary professional personnel, and support personnel. (Exhibit 7.)

Exhibit 7. Comparing Detroit Schools' Salaries and Benefits per Pupil with Urban School Averages, 2004-2005

Personnel Category	Detroit Average	Percent of Current*	Urban Average	Percent of Current
Total	$8,909	77.7	$6,557	74.2
• Salaries	6,446	56.2	5,078	57.5
• Benefits	1,132	9.9	826	9.3
• Pension & Retirement	1,331	11.6	654	7.4
Central & Regional Personnel	$392	3.4	$301	3.4
• Salaries	242	2.1	229	2.6
• Benefits	100	0.9	45	0.5
• Pension & Retirement	50	0.4	26	0.3
School Site Leadership	$820	7.2	$364	4.1
• Salaries	597	5.2	288	3.3
• Benefits	100	0.9	41	0.5
• Pension & Retirement	123	1.1	34	0.4
Classroom Teachers	$5,981	52.2	$4,122	46.7

• Salaries	4,336	37.8	3,194	36.2
• Benefits	751	6.6	515	5.8
• Pension & Retirement	895	7.8	413	4.7
Auxiliary Professional Personnel	$747	6.5	$608	6.9
• Salaries	552	4.8	477	5.4
• Benefits	82	0.7	72	0.8
• Pension & Retirement	114	1.0	59	0.7
Support Personnel	$968	8.5	$1,162	13.2
• Salaries	720	6.3	888	10.1
• Benefits	100	0.9	153	1.7
• Pension & Retirement	149	1.3	121	1.4

*Percent calculated based on total per pupil expenditure of $11,462.

The Council found that the Detroit Public Schools spent its resources on personnel salaries and benefits in ways that were both similar to and different from other major city school systems. Data in the exhibit above are presented according to the amount of money that the district budgeted per student for personnel salaries and benefits in the 2004-05 school year, and how much those dollars constituted of the total current expenditure ($11,462).

The results show that Detroit, while having a higher overall per pupil expenditure than the average big city school district, devoted a slightly higher share of its spending to personnel costs than the average urban school system, 77.7 percent vs. 74.2 percent. Most of this difference appears to be due to higher pension and retirement spending than most cities. This pattern generally held across the four broad personnel categories. The district, however, appeared to devote greater raw dollars and a larger share of total expenditures to the salary, benefits, and retirement of school-site administrative staff than most cities; but fewer dollars and a lower share of all spending to the salary, benefits, and retirement of support personnel (e.g., clerks, custodians, bus drivers, and teacher aides.

SCHOOL DISTRICT STAFFING

The Council of the Great City Schools also looked at overall staffing levels in the school district. To do so, the group used 2005-2006 data—the most recent available—from the National Center for Educational Statistics (NCES). Data included total staffing levels and staffing for teachers, instructional aides, instructional coordinators, district administration and support, librarians, school administrators and support, guidance counselors, student support, and other staff. Data are presented as the number of students per full-time equivalent staff member in each category. (The lower the number, the higher the number of staff members.) Comparisons are made to other similar city school systems. (See Exhibit 8.) Finally, the reader should note that the categories are not precisely the same as those used in the previous section of this report. (See Appendix C for staffing category definitions.)

Exhibit 8. Comparing Detroit School Pupil/Staffing Levels with Urban School Averages, 2005-2006[7]

	Urban Average	Detroit	Chicago	Atlanta	Baltimore
Total Staff	9.3	7.5	13.1	7.3	7.8
Teachers	16.4	18.5	15.6	13.7	15.5
Instructional Aides	103.6	74.0	NA	70.1	77.1
Instructional Coordinators	1,048.1	650.0	1,470.9	965.2	446.5
District Administrators	1,220.3	650.0	962.0	315.7	1,044.6
District Administrator Support	354.5	NA	NA	271.5	1,825.9
School Administrators	299.8	333.1	287.7	168.0	201.2
School Administrator Support	218.9	139.4	NA	324.2	142.0
Guidance Counselors	484.8	458.6	426.4	428.4	537.7
Student Support Services	258.6	171.3	327.6	262.0	222.1
Other Support Services	56.0	23.0	NA	39.2	35.9

The Detroit Public Schools appeared to have more staff members (in FTEs) for its student enrollment than the average big city school district. The data indicate that the Detroit Public Schools have one staff member for every 7.5 students, compared with one staff member for 9.3 students in the average Great City School district. Detroit's overall staffing level, however, was more like that of Atlanta and Baltimore, who are similar in either size or demographic composition to Detroit. Chicago, on the other hand, is much less generously staffed.

Detroit also appears to have more instructional aides, instructional coordinators, district administrators, school administrative support, student support, and other support services staff members than the average big city school district. On the other hand, Detroit appears to have fewer teachers than the average large urban school district.

SCHOOL DISTRICT ACHIEVEMENT

The State of Michigan assesses students in grades 3-9 statewide using the Michigan Educational Assessment Program (MEAP), which is tied to the Michigan Curriculum Framework. Areas tested include reading, mathematics, writing, and English/language arts in grades 3-8; science in grades 5 and 8; and social studies in grades 6 and 9. Student achievement on the tests is categorized at one of four levels ranging from Level 1 (highest) to Level 4 (lowest). The state adopted these categories for the 2007-08 school year, but used definitions from previous years. (See Exhibit 9.)

[7] Source: National Center for Education Statistics, U.S. Department of Education. (Common Core of Data)

Exhibit 9. Michigan Educational Assessment Program (MEAP) Proficiency Levels and Definitions

Current Proficiency Category	2005 and 2006 Equivalent Category	Proficiency Definition
Level 1: Advanced	Exceeded	The student's performance exceeds grade level expectations and indicates substantial understanding and application of key concepts defined for Michigan students. The student needs support to continue to excel.
Level 2: Proficient	Met	The student's performance indicates understanding and application of key grade level expectations defined for Michigan students. The student needs continued support to maintain and increase proficiency.
Level 3: Partially Proficient	Basic	The student needs assistance to improve achievement. The student's performance is not yet proficient, indicating a partial understanding and application of the grade level expectations defined for Michigan students.
Level 4: Not Proficient	Apprentice	The student needs intensive intervention and support to improve achievement. The student's performance is labeled not proficient and indicates minimal understanding and application of the grade level expectations defined for Michigan students.

The Council examined MEAP results by grade level for English language arts, reading, writing, mathematics, science, and social studies from fall 2005 through fall 2007. (The state changed to fall testing in 2005.) The subsequent tables show the percentage of students in Detroit and statewide who have scored at proficient or advanced levels (Levels 1 and 2) on the MEAP. The tables show annual changes, as well as changes over the three-year 2005 to 2007 period and the size of the achievement gaps between students in the city and state in each subject area. Each of the tables in the following sections is followed by a graph presenting the same data on each of the four performance levels.

English Language Arts

MEAP English language arts (ELA) scores measure student performance in both reading and writing. The percent of students both in Detroit and statewide scoring at the proficient or advanced levels on the MEAP in 2007 was highest at the third-grade level (62 percent in Detroit and 81 percent statewide) and was lowest at the seventh-grade level (42 percent and 74 percent, respectively). Generally, statewide performance at the proficient or above levels ranged from 19 to 32 percentage points higher than that in Detroit in 2007. In addition, the data are clear in showing that the percentage of students at the proficient or advanced levels in Detroit declined steadily from the third grade through the seventh grade both in Detroit and statewide. Eighth-grade MEAP scores in

ELA were slightly higher than were seventh grade scores both in Detroit and statewide. Detroit lost ground in ELA scores between 2005 and 2007 in four of six grade levels (grades 4, 5, 6 and 7). Finally, the data show that the Detroit school district's gains matched those of districts statewide over the three-year period at the third-grade level—3 percentage points—but fell behind statewide gains at all other grades tested. (Exhibit 10.)

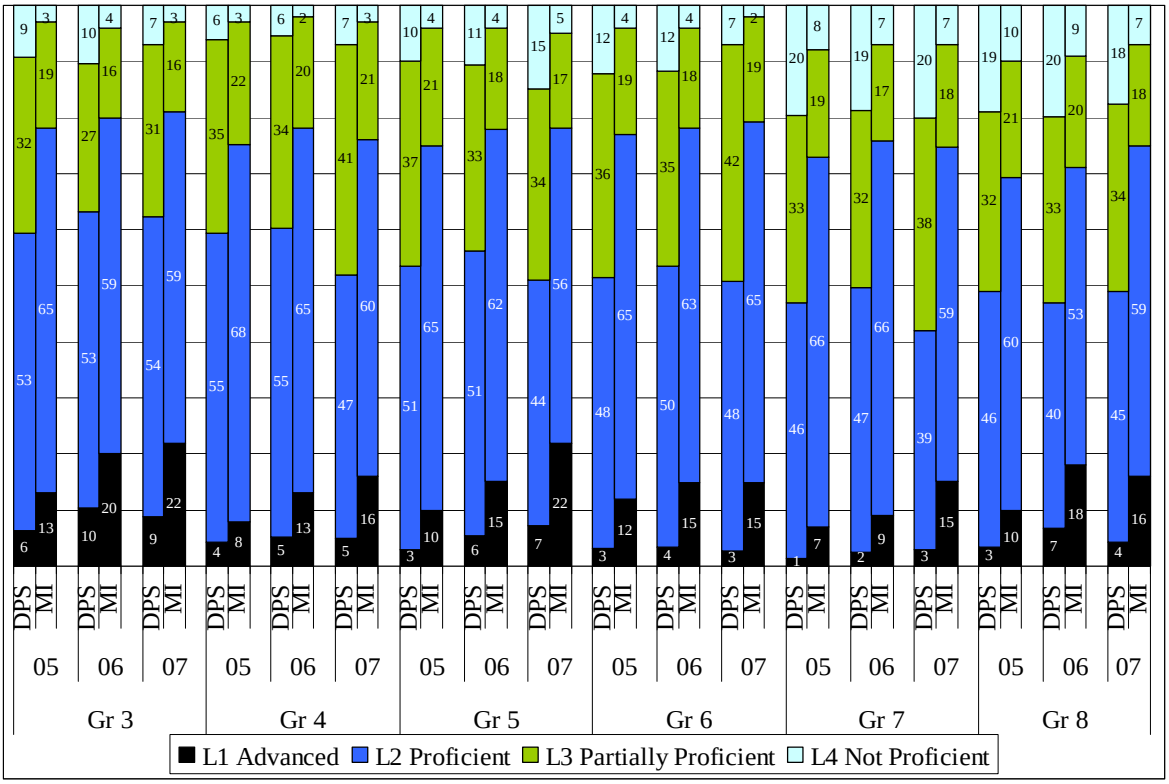
Exhibit 10. MEAP English Language Arts Results for Detroit Students and Students Statewide, Percent Performing at Proficient or Advanced Levels, Grades 3-8, Fall 2005 through Fall 2007

Grade Level		% Proficient/ Advanced 2005	% Proficient/ Advanced 2006	% Proficient/ Advanced 2007	Change Between 2005-2006	Change Between 2006-2007	3-year change
Grade 3	Detroit	59	63	62	4	-1	3
	Michigan	78	79	81	1	2	3
	Gap	-19	-16	-19	3	-3	0
Grade 4	Detroit	59	60	52	1	-8	-7
	Michigan	76	78	76	2	-2	0
	Gap	-17	-18	-24	-1	-6	-7
Grade 5	Detroit	54	56	51	2	-5	-3
	Michigan	75	78*	78	3	0	3
	Gap	-21	-22	-27	-1	-5	-6
Grade 6	Detroit	52	54	51	2	-3	-1
	Michigan	77	78	80	1	2	3
	Gap	-25	-24	-29	1	-5	-4
Grade 7	Detroit	47	50	42	3	-8	-5
	Michigan	73	76	74	3	-2	1
	Gap	-26	-26	-32	0	-6	-6
Grade 8	Detroit	49	47	49	-2	2	0
	Michigan	69*	71	75	2	4	6
	Gap	-20	-24	-26	-4	-2	-6

Source: Michigan Department of Education Web site. (Totals may not equal 100 percent due to rounding.)
* Does not equal the sum of Level 1 and 2 in Exhibit 9 due to rounding.

The Detroit school district did show a drop in the proportion of students performing at the lowest level (not proficient) by 2 to 3 percentage points between 2005 and 2007 in grades 3, 6, and 8. Statewide, the proportion of students scoring at the lowest levels in grades 6, 7, and 8 showed a drop of 1 to 3 percentage points, but such small changes generally indicate almost flat performance. (See Exhibit 11.)

Exhibit 11. MEAP English Language Arts Performance Levels for Detroit Students and Students Statewide by Grade Level, Fall 2005 Through Fall 2007



Source: Michigan Department of Education Web site
Totals for a grade level may not equal 100 percent due to rounding.

Reading

Scores of students in the Detroit Public Schools on the reading portion of the MEAP declined in every grade tested between 2005 and 2007, except in grade 3, which saw only a 1 percentage-point gain. MEAP reading scores in 2007 showed that 72 percent of Detroit third-graders scored at or above proficiency levels in reading, compared with 86 percent of third-graders statewide—a gap of 14 percentage points. Some 65 percent of Detroit fourth-graders scored at the proficient level or above in 2007, whereas 84 percent of fourth-graders statewide read at this level or above that year. The proportion of Detroit students reading proficiently dropped to 57 percent among fifth-graders in 2007 (compared with 82 percent statewide); 55 percent proficient among sixth-graders (compared with 82 percent statewide); and 39 percent proficient among seventh-graders (compared with 72 percent statewide). About 52 percent of Detroit eighth-graders read at proficient or above levels in 2007, compared with 77 percent of eighth-graders statewide. (See Exhibit 12.)

Reading scores among Detroit students generally increased faster between the fall of 2005 and the fall of 2006 than it did between 2006 and 2007. In fact, reading achievement in the school district declined in every grade tested between 2006 and 2007, as it also did in all but one grade statewide, except that the declines among Detroit

students were sharper at every grade level than were the average declines across the state. (See Exhibit 12.)

Overall, the gap in reading performance between the students enrolled in Detroit public schools and students enrolled in public schools in the state as a whole widened between 2005 and 2007 and as one moved up the grade levels. The achievement gaps in 2007 MEAP reading scores between students in the DPS and students in the state ranged from about 14 percentage points in grade 3 to 33 percentage points in grade 7.

Exhibit 12. MEAP Reading Results for Detroit Students and Students Statewide, Percent Performing at Proficient or Advanced Levels, Grades 3-8, Fall 2005 Through Fall 2007

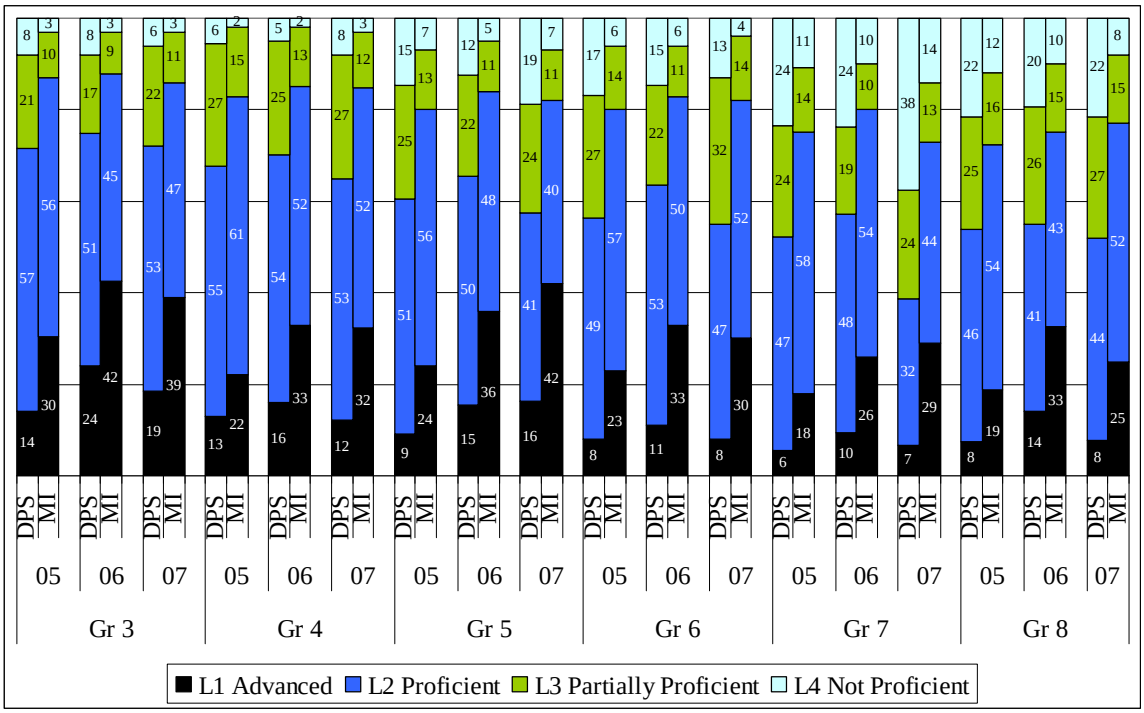
Grade Level		% Proficient/ Advanced 2005	% Proficient/ Advanced 2006	% Proficient/ Advanced 2007	Change Between 2005-2006	Change Between 2006-2007	3-year change
Grade 3	Detroit	71	76*	72	5	-4	1
	Michigan	87*	87	86	0	-1	0
	Gap	-14	-12	-14	5	-3	2
Grade 4	Detroit	68	70	65	3	-5	-3
	Michigan	83	85	84	2	-1	1
	Gap	-15	-15	-19	1	-4	-4
Grade 5	Detroit	60*	66	57	6	-8	-3
	Michigan	80*	84	82	2	-2	2
	Gap	-20	-18	-25	2	-6	-5
Grade 6	Detroit	56*	64	55	8	-9	-1
	Michigan	80	83	82	3	-1	2
	Gap	-24	-19	-27	5	-8	-3
Grade 7	Detroit	52	57	39	5	-19	-14
	Michigan	76	80	72*	4	-8	-4
	Gap	-24	-23	-33	1	-11	-10
Grade 8	Detroit	54	55	52	1	-3	-2
	Michigan	73	76	77	3	1	4
	Gap	-19	-21	-25	-2	-4	-6

Source: Michigan Department of Education Web site. (Totals may not equal 100 percent due to rounding.)
* Does not equal the sum of Levels 1 and 2 in Exhibit 11 due to rounding.

The Detroit Public Schools was able to reduce the proportion of its students reading at the lowest proficiency levels between 2005 and 2007 only in the third and sixth grades—but by only 2 and 4 percentage points, respectively. At the seventh-grade level, however, the proportion of Detroit students reading at the lowest level of proficiency actually increased by 14 percentage points. The proportion of students statewide who scored at the lowest levels in reading remained relatively steady in the

fourth, sixth, seventh, and eighth grades during the three-year period, fluctuating between only 1 and 4 percentage points. (See Exhibit 13.)

Exhibit 13. MEAP Reading Performance Levels for Detroit Students and Students Statewide by Grade Level, Fall 2005 Through Fall 2007



Source: Michigan Department of Education Web site. (Totals may not equal 100 due to rounding.)

Writing

Student achievement on the state's writing test was generally much lower than performance on reading for students both in Detroit and statewide. Writing scores among Detroit students in 2007 exceeded 50 percent proficiency in only one grade—seventh. Moreover, scores declined significantly between 2005 and 2007, with the most substantial drop coming between 2006 and 2007. Only in grade 7 did writing achievement among Detroit students improve.

Overall, the gap between Detroit students and students statewide in writing achievement widened between 2005 and 2007, ranging from 17 percentage points among third-graders to 24 percentage points among sixth-graders. (See Exhibit 14.)

Exhibit 14. MEAP Writing Results for Detroit Students and Students Statewide, Percent Performing at Proficient or Advanced Levels, Grades 3-8, Fall 2005 through Fall 2007

Grade Level		% Proficient/ Advanced 2005	% Proficient/ Advanced 2006	% Proficient/ Advanced 2007	Change Between 2005-2006	Change Between 2006-2007	3-year change
Grade	Detroit	44	39	40	-5	1	-4

3	Michigan	52*	52	57*	0	5	5
	Gap	-8	-13	-17	-5	-4	-9
Grade 4	Detroit	47	36	24	-11	-12	-23
	Michigan	55	45	44	-10	-1	-11
	Gap	-8	-9	-20	-1	-11	-12
Grade 5	Detroit	50	42	36	-8	-6	-14
	Michigan	63	57	59	-6	2	-4
	Gap	-13	-15	-23	-2	-8	-10
Grade 6	Detroit	54	54	49	0	-5	-5
	Michigan	75	74	73	-1	-1	-2
	Gap	-21	-20	-24	1	-4	-3
Grade 7	Detroit	42	43	57	1	14	14
	Michigan	67	65*	77	-2	12	10
	Gap	-25	-22	-20	3	2	4
Grade 8	Detroit	46	44	47	-3	3	1
	Michigan	65	67	70	2	3	5
	Gap	-19	-23	-23	-5	0	-4

Source: Michigan Department of Education Web site. (Totals may not equal 100 percent due to rounding.)
* Does not equal the sum of Levels 1 and 2 in Exhibit 13 due to rounding.

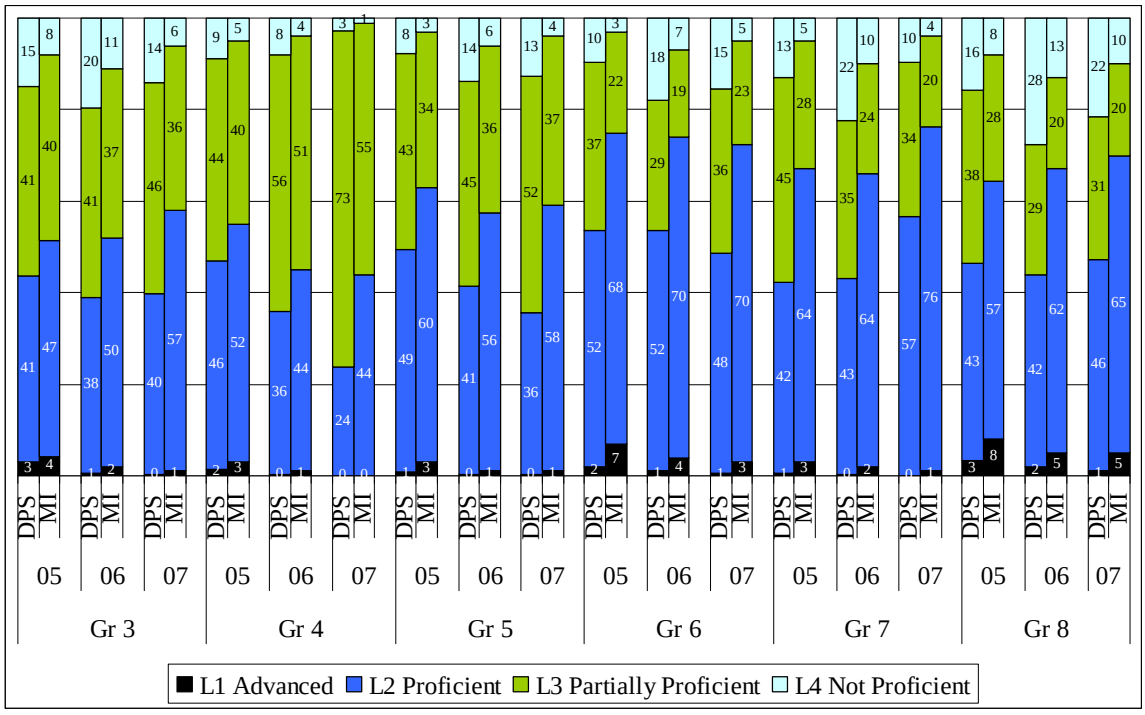
Exhibit 15 shows that students both in Detroit and statewide performed poorly at advanced writing levels, with no more than 5 percent of students statewide scoring at the advanced level in 2007. Additionally, at every grade level, performance at the advanced level on the MEAP writing test worsened between 2005 and 2007 for students both statewide and in the Detroit school district.

In general, a larger proportion of Detroit students scored at the "not proficient" level in writing than in reading. From 2005 through 2007, only two grades in the Detroit schools showed a reduction in the proportion of students scoring at the lowest levels in writing. Fourth-grade students improved by 6 percentage points and seventh-grade students improved 3 percentage points.

Conversely, eighth-grade students had the highest rates of scoring at the "not proficient" level and showed little improvement over the three-year period. Overall, writing performance among Detroit students deteriorated between 2005 and 2007 and slipped further behind students statewide

In addition, writing scores among Detroit's third through fifth graders ranged from 21 to 41 percentage points lower than in reading among city students in the same grades, a gap that was similar to that seen between reading and writing at the state level in those grades. Seventh grade scores were the only ones in which both Detroit students and students statewide did better in writing than in reading.

Exhibit 15. MEAP Writing Performance Levels for Detroit Students and Students Statewide by Grade Level, Fall 2005 Through Fall 2007



Source: Michigan Department of Education Web site
Totals for a grade level may not equal 100 percent due to rounding.

Mathematics

The team also examined MEAP math scores used for determining Adequate Yearly Progress (AYP) and assessing improvement under *No Child Left Behind*. The proportion of students both in Detroit and statewide scoring at the proficient or advanced levels in math in 2007 was highest at the third-grade level (70 percent in Detroit and 90 percent statewide) and was lowest at the sixth- and eighth-grade levels in Detroit (39 percent) and at the eighth-grade level statewide (71 percent). Generally, statewide performance of students at the proficient or above levels in 2007 ranged from 20 to 34 percentage points higher than that of students in Detroit, depending on the grade level.

In addition, the data show that the percentage of students performing at the proficient or advanced levels declined steadily from the third grade through the eighth grade both in Detroit and statewide. However, the data also indicate that Detroit Public Schools saw modest increases in the percentage of students scoring in the proficient or advanced range in math between 2005 and 2007. The greatest gains occurred in the seventh grade, where the proportion of students scoring at the proficient or advanced levels showed a 21 percentage-point increase. In contrast, third-graders saw a 3 percentage-point gain; fourth-graders saw an 8 percentage-point gain; sixth-graders saw a 9 percentage-point gain; and eighth-graders saw a 6 percentage-point gain. In most grades, gains in Detroit matched or exceeded those seen statewide over the three-year period. (See Exhibit 16.)

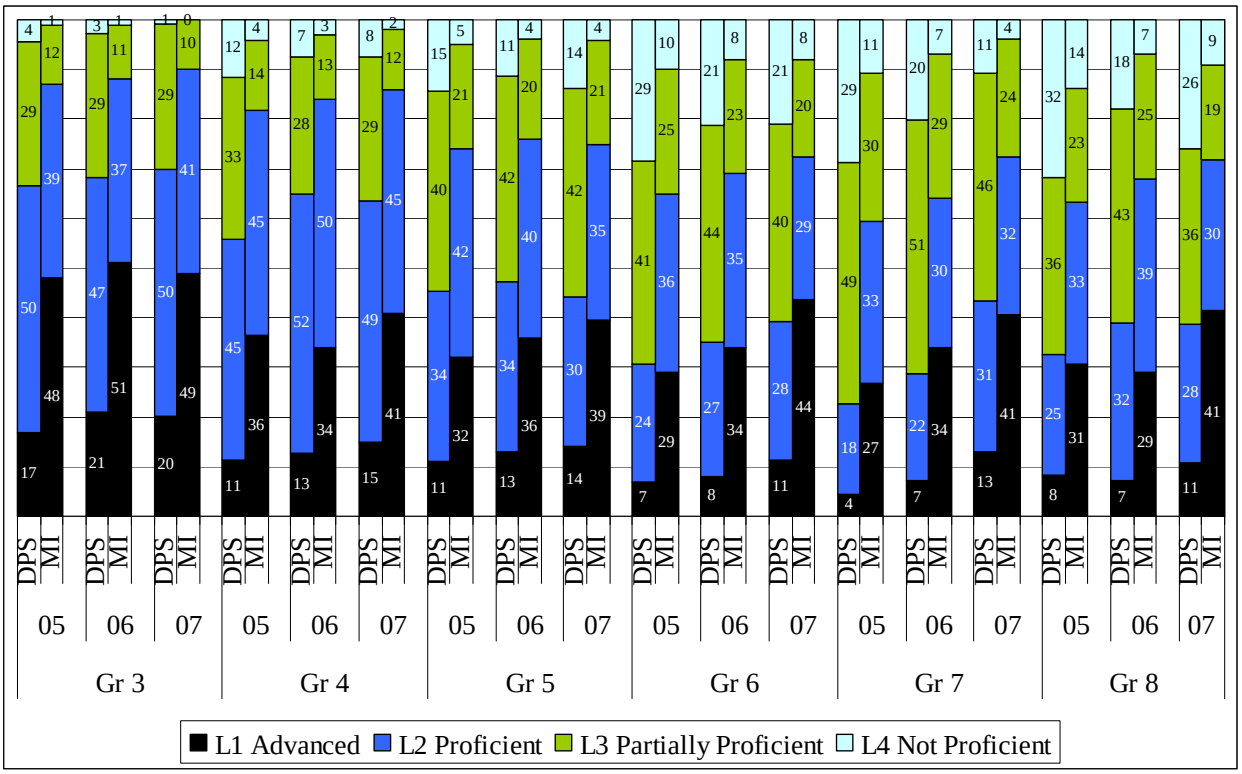
Exhibit 16. MEAP Mathematics Results for Detroit Students and Students Statewide, Percent Performing at Proficient or Advanced Levels, Grades 3-8, Fall 2005 Through Fall 2007

Grade Level		% Proficient/ Advanced 2005	% Proficient/ Advanced 2006	% Proficient/ Advanced 2007	Change Between 2005-2006	Change Between 2006-2007	3-year change
Grade 3	Detroit	67	68	70	1	2	3
	Michigan	87	88	90	1	2	3
	Gap	-20	-20	-20	0	0	0
Grade 4	Detroit	56	65	64	9	-1	8
	Michigan	82*	85*	86	3	1	4
	Gap	-26	-20	-22	6	-2	4
Grade 5	Detroit	46*	47	44	1	-3	-2
	Michigan	75*	76	74	3	-2	1
	Gap	-29	-29	-30	-2	-1	-3
Grade 6	Detroit	31	35	39	5	4	9
	Michigan	65	69	73	4	4	8
	Gap	-34	-34	-34	1	0	1
Grade 7	Detroit	23	29	44	6	15	21
	Michigan	60	64	73	4	9	13
	Gap	-37	-35	-29	2	6	8
Grade 8	Detroit	33	39	39	6	0	6
	Michigan	63*	68	71	5	3	8
	Gap	-31	-29	-32	1	-3	-2

Source: Michigan Department of Education Web site. (Totals may not equal 100 percent due to rounding.
* Does not equal the sum of Level 1 and 2 in Exhibit 15 due to rounding.

Finally, Detroit Public Schools also saw increases in the percentages of students scoring at the advanced level in math and saw decreases in the number of students scoring at the lowest levels between 2005 and 2007. For example, the proportion of eighth-graders scoring at the advanced levels improved from 8 percent to 11 percent over the three-year period, and the proportion scoring at the "not proficient" level decreased from 32 percent to 26 percent over the period. (See Exhibit 17.)

Exhibit 17. MEAP Mathematics Performance Levels for Detroit Students and Statewide by Grade Level, Fall 2005 Through Fall 2007



Science and Social Studies

The state also administers the Michigan Educational Assessment Program (MEAP) science test in grades 5 and 8, and the MEAP social studies test in grades 6 and 9. Fifth-graders consistently outperform eighth-graders on the science test both in Detroit and statewide. Some 56 percent of Detroit fifth-graders and 49 percent of its eighth-graders performed at proficient or advanced levels on the state science test in 2007. This represented a decrease of 3 percentage points among the city's fifth-graders since 2006, and an improvement of 6 percentage points among city eighth-graders over the one-year period. The gap between scores of Detroit students and those of students statewide was 26 percentage points among fifth-graders in 2007 and 30 percentage points among eighth- graders. (See Exhibit 18.)

Students in Detroit and those statewide generally scored better in science than in social studies. Some 39 percent of the city's sixth-graders and 41 percent of its ninth-graders scored at proficient or advanced levels on the state's social studies test in 2007. These levels represented a 3 percentage-point decline from the previous year among sixth-graders and an 8 percentage-point decline among city ninth-graders. Scores of sixth-graders statewide dropped 1 percentage point over the one-year period, from 74 percent proficient or advanced to 73 percent. And scores of ninth-graders statewide declined 3 percentage points.

Exhibit 18. MEAP Science Results for Detroit Students and Students Statewide, Percent Performing at Proficient or Advanced Levels, Grades 5 and 8, Fall 2006 and Fall 2007

	Detroit Public Schools			Michigan Statewide		
Grade Level	% Proficient/ Advanced 2006	% Proficient/ Advanced 2007	Annual Change	% Proficient/ Advanced 2006	% Proficient/ Advanced 2007	Annual Change
5	59	56	-3	83	82	-1
8	43	49	6	75	79	4

Source: Michigan Department of Education

Overall, the gap between scores of Detroit students and those statewide was greater in social studies than in science. On the 2007 social studies test, the performance gap between city and state sixth-graders was 34 percentage points and among ninth-graders the gap was 30 percentage points. In addition, the performance gap between city students and their grade-counterparts statewide widened, as scores of Detroit students in social students dropped faster than those across the state. (See Exhibit 19.)

Exhibit 19. MEAP Social Studies Results for Detroit Students and Students Statewide, Percent Performing at Proficient or Advanced Levels, Grades 6 and 9, Fall 2006 and Fall 2007

	Detroit Public Schools			Michigan Statewide		
Grade Level	% Proficient / Advanced 2006	% Proficient/ Advanced 2007	Annual Change	% Proficient/ Advanced 2006	% Proficient/ Advanced 2007	Annual Change
6	42	39	-3	74	73	-1
9	49	41	-8	74	71	-3

Source: Michigan Department of Education

In general, test scores on the MEAP are substantially lower for Detroit students than for students statewide at every grade level and in every content area. City students generally saw faster improvement in math scores than did their statewide peers, but gaps in scores between city and state students increased in most other subjects and in most grades.

Subgroup Achievement

The Council's team also looked at the achievement of students in Detroit Public Schools by race, language and poverty status, and other demographic characteristics by comparing the percentage of students in each group in selected grades—3, 5, and 7—and examining their progress in each MEAP content area between fall 2005 and fall 2007.[8] The vast majority of students in the Detroit Public Schools, of course, are African American, so the team only examined data on the three largest racial/ethnic groups:

[8] The team used data that kept students with disabilities as a separate category. The reader may find that the data are slightly different than when scores for students with disabilities are aggregated into the performance for each subgroup.

African American, Hispanic, and white students. Other groups were too small in number to analyze their achievement reliably.

MEAP Scores by Racial/Ethnic Group

About 66 percent of the school district's African American students, who comprise approximately 91 percent of the school district's enrollment, scored at or above proficiency levels in English language arts (ELA) at the third-grade level in 2007. About 70 percent of all African American third-graders statewide also scored at or above proficiency levels. The proportion of fifth-grade African American students in Detroit scoring at this proficiency level was about 10 percentage points lower (56 percent proficient or above) than the proportion of those in third grade. About 63 percent of African American fifth-graders statewide scored at or above proficiency on the ELA test in 2007. The pattern continued in seventh grade, with 46 percent of African American students in Detroit scoring at the proficient level or above, compared with 55 percent among their African American peers statewide. (See Exhibit 20.)

Exhibit 20. Disaggregated MEAP English Language Arts Scores by Percent at or Above Proficient for Detroit Students and Statewide, 2005-2007

		Detroit				Michigan			
Grade Level		**Fall 2005**	**Fall 2006**	**Fall 2007**	**Change**	**Fall 2005**	**Fall 2006**	**Fall 2007**	**Change**
3rd	African American	62	66	66	4	64	67	70	6
	Hispanic	56	53	59	3	67	69	74	7
	White	59	58	67	8	86	88	89	3
	Economically Disadvantaged	59	63	64	5	70	72	75	5
	Not Econ. Disadvantaged	69	73	72	3	87	89	91	4
	ELL	56	57	61	5	62	62	66	4
	Not ELL	62	66	66	4	82	84	85	3
	Formerly LEP	78	70	59	-19	85	89	92	7
	St. w/ Disabilities	22	26	36	14	51	50	53	2
	All, except w/Dis.	61	65	66	5	81	83	84	3
5th	African American	57	61	56	-1	60	65	63	3
	Hispanic	55	57	51	-4	67	70	68	1
	White	57	52	53	-4	85	88	89	4
	Economically Disadvantaged	55	58	53	-2	67	71	71	4
	Not Econ. Disadvantaged	63	67	63	0	86	89	90	4
	ELL	55	58	48	-7	60	58	48	-12
	Not ELL	57	60	56	-1	80	83	84	4
	Formerly LEP	83	83	60	-23	82	86	85	3
	St. w/ Disabilities	16	18	21	5	40	42	42	2
	All, except w/Dis.	57	59	55	-2	79	82	83	4
7th	African American	50	54	46	-4	56	59	55	-1
	Hispanic	53	55	57	4	66	68	67	1

	White	50	59	49	-1	85	88	87	2
	Economically Disadvantaged	47	52	46	-1	64	68	66	2
	Not Econ. Disadvantaged	60	62	51	-9	85	88	88	3
	ELL	54	56	55	1	54	53	47	-7
	Not ELL	50	54	46	-4	78	82	81	3
	Formerly LEP	na	17	20	3	79	84	83	4
	St. w/ Disabilities	11	7	10	-1	31	33	32	1
	All, except w/Dis.	51	54	47	-4	78	81	80	2

Source: Michigan Department of Education District Demographic and State Demographic Reports

Hispanic students make up about 6.5 percent of the school district's enrollment. They show about the same level of ELA proficiency at all three grade levels examined by the team, ranging from about 51 percent proficient to 59 percent, depending on grade level and year. Hispanic students in Detroit, however, scored between 10 and 17 percentage points lower on the ELA test than did their Hispanic counterparts statewide, depending on the grade level.

White students showed some of the largest differences between their scores in the city and their scores statewide, when compared with other racial groups. Some 67 percent of white Detroit third-graders scored at the proficient level or above on the ELA test in 2007, compared with 89 percent of white third-graders statewide. The proportion of the district's white fifth-graders scoring at the proficient level or above was 53 percent, compared with 89 percent of their white counterparts statewide. And only 49 percent of white seventh-graders in Detroit scored at proficient or above on the ELA test, compared with 87 percent of their white peers statewide in 2007. (See Exhibit 20.)

In math, African American students both in Detroit and statewide scored slightly higher than in ELA in 2007. Approximately 71 percent of African American third-graders in Detroit met or exceeded state proficiency levels in mathematics that year, compared with 79 percent of African American third-graders statewide. Only 47 percent of fifth-grade and seventh-grade African American students in Detroit, however, scored at the proficient level or above, compared with 55 percent of African American fifth-graders statewide and 53 percent of African American seventh-graders statewide. In addition, the math scores of African American students in Detroit and their same-race counterparts statewide showed little gain among third- and fifth-graders, but scores of African American seventh-graders improved 23 percentage points in Detroit between 2005 and 2007, while scores of African American seventh-graders statewide increased 22 percentage points over the same period. (See Exhibit 21.)

Math scores of Detroit's Hispanic students followed a different pattern than their ELA scores in 2007. Rather than showing similarity to statewide scores across the three grade levels examined, the scores of Hispanic students in Detroit showed considerable variation (10 to 17 percentage points, depending on grade level). In each case, however, fewer Hispanic students in Detroit scored at or above proficiency in math did than their statewide counterparts. Some 75 percent of Hispanic third-graders in Detroit scored at or above proficiency levels in math in 2007, compared with 87 percent of all Hispanic third-

graders statewide. Only 49 percent of Hispanic fifth-graders in Detroit, however, scored at or above proficiency levels on the state math tests, compared with 66 percent of Hispanic fifth-graders statewide. And only 56 percent of the city's Hispanic seventh-graders scored at or above proficiency, compared with 66 percent of their same-race peers statewide. (See Exhibit 21.)

White students, who showed large gaps in ELA scores between those educated in Detroit and those educated statewide, showed similar gaps in math. Approximately 76 percent of white third-graders in Detroit scored at or above proficiency in math in 2007, compared with 96 percent of white third-graders statewide. Moreover, only 47 percent of white fifth-graders in Detroit scored at proficient or above levels in math, compared with 85 percent of white fifth-graders statewide. As with students in other racial groups in Detroit, white seventh-graders improved their math scores substantially between 2005 and 2007, but only 50 percent attained scores at the proficient or advanced levels in 2007—a level about 35 percentage points lower than that of white seventh-graders statewide. (See Exhibit 21.)

Exhibit 21. Disaggregated MEAP Mathematics Scores by Percent at or Above Proficient for Detroit Students and Students Statewide, 2005-2007

		Detroit				Michigan			
Grade Level		**Fall 2005**	**Fall 2006**	**Fall 2007**	**Change**	**Fall 2005**	**Fall 2006**	**Fall 2007**	**Change**
3rd	African American	68	70	71	3	73	75	79	6
	Hispanic	69	70	75	6	81	82	87	6
	White	68	71	76	8	94	94	96	2
	Economically Disadvantaged	67	69	71	4	81	82	86	5
	Not Econ. Disadvantaged	74	74	76	2	93	95	96	3
	ELL	68	72	77	9	79	79	85	6
	Not ELL	68	69	72	4	89	90	92	3
	Formerly LEP	83	70	71	-12	93	95	96	3
	Students with Disabilities	35	37	53	18	72	73	77	5
	All, except w/dis.	68	70	72	4	89	90	92	3
5th	African American	47	50	47	0	51	55	55	4
	Hispanic	53	53	49	-4	65	67	66	1
	White	50	46	47	-3	85	87	85	0
	Economically Disadvantaged	46	48	46	0	63	67	65	2
	Not Econ. Disadvantaged	56	56	53	-3	84	88	87	3
	ELL	57	54	49	-8	63	60	58	-5
	Not ELL	47	49	47	0	77	81	79	2
	Formerly LEP	81	63	46	-35	80	86	85	5

	Students with Disabilities	16	17	23	7	46	46	44	-2
	All, except w/dis.	48	50	47	-1	77	80	78	1
7th	African American	24	31	47	23	31	38	53	22
	Hispanic	29	40	56	27	46	54	66	20
	White	24	42	50	26	75	79	85	10
	Economically Disadvantaged	22	29	47	25	45	51	65	20
	Not Econ. Disadvantaged	32	39	52	20	74	79	86	12
	ELL	31	41	58	27	42	44	54	12
	Not ELL	24	31	48	24	65	70	79	14
	Formerly LEP	32	22	24	-8	64	76	84	20
	Students with Disabilities	5	4	12	7	21	25	32	11
	All, except w/dis.	24	31	48	24	64	69	78	14

Source: Michigan Department of Education District Demographic and State Demographic Reports

Overall, students in the three major racial groups in Detroit showed small gains among third-graders in English language arts and math between 2005 and 2007, as did their peers statewide. But the percentage of students scoring at proficient levels or above in ELA and math was flat or declined slightly for Detroit fifth-graders in all three groups, while increasing slightly among fifth-graders statewide. Seventh-grade ELA scores at proficient or advanced levels, however, showed small decreases among African American and white students between 2005 and 2007, but slight increases among Detroit's Hispanic students, while statewide scores were flat. The percentage of seventh-graders scoring at proficient or advanced levels in math, however, showed double-digit gains among all three racial groups in Detroit and statewide over the three-year period. (See Exhibits 20 and 21.)

MEAP Scores for Other Groups

Most other subgroups on which the state reports district and statewide scores in the third, fifth, and seventh grades showed patterns in English language arts and math scores that were similar to those seen among the three major racial groups. Scores among students with disabilities were a major exception, however. Students in this group in 2007 scored between 17 and 22 percentage points below their Detroit peers in ELA, depending on the grade level, and between 20 and 24 percentage points below their nondisabled peers in math. (See Exhibits 20 and 21.)

In addition, the gap between scores of former limited English proficient (LEP) students in Detroit and their statewide peers is either growing or is already at a very high proportion. The gap in scores at the third-grade level increased from 7 percentage points in 2005 to 33 percentage points in 2007. At the fifth-grade level, the pattern was the same—an increase to 25 percentage points in 2007. LEP students in the seventh grade, however, closed the gap by 4 percentage points, but the gap of 63 percentage points is still exceptionally high. (See Exhibits 20 and 21.)

Generally, students statewide outperformed Detroit students in third, fifth, and seventh grades in every category each year with few exceptions. Fifth-grade English language learners (ELLs) in Detroit scored above the same on the English language arts test as ELL students statewide in 2006 and 2007 and about the same in math. At the eighth-grade level, ELL students in Detroit also scored about the same as ELL students statewide on the English language arts test in 2005; outperformed them by 3 percentage points in 2006; and outperformed them by 8 percentage points in 2007. (See Exhibits 20 and 21.)

Gaps between Groups

The team also analyzed data showing the size of the gaps in achievement between various pairs of subgroups, first looking at the three largest racial/ethnic groups and then comparing scores among students who are economically disadvantaged to those who are not, and English language learners (ELLs) to those who are not. The team also compared scores among students who exited programs for students with limited English proficiency to those of students who were not ELLs. Finally, the team compared scores of students with disabilities to those of all other students except those with disabilities.

Generally, the difference in the percentages of the school district's African American and Hispanic students scoring at the proficient level or above on the state's English language arts test was fairly small. In 2007, the difference was larger at the third-grade level (7 percentage points) than at the fifth-grade level (5 percentage points). At the seventh-grade level, the proportion of Hispanic students earning scores of proficient or above was some 11 percentage points higher than the proportion of African American students earning scores at that level. Statewide, Hispanic students had a somewhat higher percentage achieving at proficient or above levels than was the case for African American students (4 percentage points in third grade, 5 percentage points in fifth grade, and 12 percentage points in seventh grade.) (See Exhibit 22.)

The ELA achievement gap between African American students and white students scoring at the proficient or higher level is very small in the Detroit school district, but the gap statewide is very large. At the third-grade level, only 1 percentage point separated the scores of white students and African American students in Detroit in 2007, compared with a 19 percentage-point gap between the scores of white and African American third-graders statewide. About 3 percentage points separated the scores of African American fifth- graders from those of white fifth-graders in Detroit, but white students statewide outscored African American fifth-graders by 26 percentage points. At the seventh-grade level in Detroit, white students had only a 3 percentage-point edge on their same-grade African American peers, while statewide the difference was 32 percentage points. (See Exhibit 22.)

Economically disadvantaged students, in contrast, score consistently lower on the ELA test than do students who are not economically disadvantaged, although the gap is smaller in Detroit than it is statewide. In 2007, only 8 percentage points separated the scores of third-grade economically disadvantaged students in Detroit from the scores of their nondisadvantaged peers—half the gap for the same two groups statewide. About 10

percentage points separated the scores of fifth-graders in the two groups and 5 percentage points separated the scores of seventh-graders in the two groups on the ELA test in Detroit, whereas 19 and 22 percentage points separated the scores of fifth- and seventh-graders in the two groups, respectively, at the state level.

Third-grade English language learners (ELLs) in Detroit were outscored by only 5 percentage points by non-ELLs on the 2007 English language arts exam, compared with a 19 percentage-point gap in scores between third-grade ELL and non-ELL students statewide. Scores of fifth-grade ELL and non-ELL students in Detroit on the English language arts test were separated by 8 percentage points in 2007, but statewide the gap was 36 percentage points. Detroit's seventh-grade ELLs were about 9 percentage points more proficient than non-ELL students, compared with non-ELL students statewide who were about 34 percentage points higher than their ELL peers statewide.

Finally, a consistent and large achievement gap exists between students with disabilities and students without disabilities. In 2007, the gap in English language arts scores between the two groups ranged from 30 to 37 percentage points in the Detroit school district, depending on the grade level. At the state level, however, the gaps between the two groups ranged from 31 to 48 percentage points. The gaps appear to be getting larger in Detroit but shrinking statewide. (See Exhibit 22.)

Exhibit 22. English Language Arts Achievement Gap between Detroit Public School Students and Students Statewide by Subgroup for Grades 3, 5, and 7 by Year

	Detroit				Michigan			
Comparison Groups and Grade Levels	**Fall 2005**	**Fall 2006**	**Fall 2007**	**Detroit Change in Gap**	**Fall 2005**	**Fall 2006**	**Fall 2007**	**State Change in Gap**
African American - Hispanic Gap								
Grade 3	6	13	7	1	-3	-2	-4	-1
Grade 5	2	4	5	3	-7	-5	-5	2
Grade 7	-3	-1	-11	-8	-10	-9	-12	-2
African American - White Gap								
Grade 3	3	8	-1	-4	-22	-21	-19	3
Grade 5	0	9	3	3	-25	-23	-26	-1
Grade 7	0	-5	-3	-3	-29	-29	-32	-3
Economically Disadvantaged - Not Economically Disadvantaged Gap								
Grade 3	-10	-10	-8	2	-17	-17	-16	1
Grade 5	-8	-9	-10	-2	-19	-18	-19	0
Grade 7	-13	-10	-5	8	-21	-20	-22	-1
English Language Learner - Not English Language Learner Gap								
Grade 3	-6	-9	-5	1	-20	-22	-19	1
Grade 5	-2	-2	-8	-6	-20	-25	-36	-16
Grade 7	4	2	9	5	-24	-29	-34	-10
Formerly Limited English Proficient - Not ELL Gap								
Grade 3	16	4	-7	-23	3	5	7	4
Grade 5	26	23	4	-22	2	3	1	-1
Grade 7	na	-37	-26	11	1	2	2	1

Students with Disabilities - All Students Except Those with Disabilities								
Grade 3	-39	-39	-30	9	-30	-33	-31	-1
Grade 5	-41	-41	-34	7	-39	-40	-41	-2
Grade 7	-40	-47	-37	3	-47	-48	-48	-1

In math, Hispanic students had higher percentages of students scoring at proficient or above in 2007 than did African-American students—by margins of 2 to 9 percentage points, depending on the grade. Statewide scores for the two groups showed somewhat larger gaps—ranging from 8 percentage points in third grade to 13 percentage points in seventh grade. (See Exhibit 23.)

The gap between Detroit's African-American and white students in math is quite small, but the same gaps statewide are large. In third grade, white students in Detroit outperformed African American students in math only by a single percentage point in 2007, compared with a statewide gap of 19 percentage points. Detroit's African American fifth-graders outscored their white peers by about 3 percentage points, whereas statewide, whites outscored African American fifth-graders by some 30 percentage points. At the seventh grade, white students in Detroit were about 3 percentage points more likely than were African-American students to score at the proficient level or above. Seventh-grade white students statewide, moreover, outscored African Americans by about 32 percentage points in 2007. (See Exhibit 23.)

Gaps in math achievement also exist between economically disadvantaged students and their more advantaged peers, but the gaps are between two and four times smaller in Detroit than they are statewide. Math scores of economically disadvantaged students in Detroit lagged behind the math scores of more advantaged students by only 5 percentage points in third and seventh grades and only 7 percentage points in fifth grade. At the state level, the gaps between math scores of advantaged and disadvantaged third-, fifth-, and seventh- graders were 10, 22, and 21 percentage points, respectively. (See Exhibit 23.)

English language learners in Detroit consistently score higher than do other students in math in the three grade levels examined. Statewide, however, non-ELL students outscore ELL students. In 2007, ELL students in Detroit were 5 percentage points more likely to score at the proficient or higher levels in math than were non-ELLs. The pattern was reversed at the state level, where non-ELLs scored 7 percentage points higher than did ELLs. Fifth-grade ELLs in Detroit scored only 2 percentage points higher than did non-ELLs in math, compared with non-ELLs statewide who outscored ELLs by 21 percentage points. Seventh-grade ELLs in Detroit scored about 10 percentage points higher than did their non-ELL seventh-grade peers in math, but seventh-grade non-ELL students statewide scored 25 percentage points higher than did seventh-grade ELL students statewide. (See Exhibit 23.)

Finally, predictable gaps in math scores exist between students with disabilities and those without disabilities. Both in Detroit and statewide, the math achievement gap between students with disabilities and all students widens between third and seventh grades. Third-graders with disabilities in Detroit scored 19 percentage points lower on the

math test than did their nondisabled third-grade peers, a gap that was similar to the 15 percentage-point gap statewide at the same grade. Fifth- and seventh-graders with disabilities in Detroit scored 24 and 36 percentage points lower than did their nondisabled city peers in math. And at the state level, the gap was 34 percentage points and 46 percentage points at fifth and seventh grades, respectively. (See Exhibit 23.)

Exhibit 23. Mathematics Achievement Gap Between Detroit Public School Students and Students Statewide by Subgroups for Grades 3, 5, and 7 by Year

	Detroit				Michigan			
Comparison Groups and Grade Levels	**Fall 2005**	**Fall 2006**	**Fall 2007**	**Detroit Change in Gap**	**Fall 2005**	**Fall 2006**	**Fall 2007**	**State Change in Gap**
African American - Hispanic Gap								
Grade 3	-1	0	-4	-3	-8	-7	-8	0
Grade 5	-6	-3	-2	4	-14	-12	-11	3
Grade 7	-5	-9	-9	-4	-15	-16	-13	2
African American - White Gap								
Grade 3	0	-1	-5	-5	-21	-19	-17	4
Grade 5	-3	4	0	3	-34	-32	-30	4
Grade 7	0	-11	-3	-3	-44	-41	-32	12
Economically Disadvantaged - Not Economically Disadvantaged Gap								
Grade 3	-7	-5	-5	2	-12	-13	-10	2
Grade 5	-10	-8	-7	3	-21	-21	-22	-1
Grade 7	-10	-10	-5	5	-29	-28	-21	8
English Language Learner - Not English Language Learner Gap								
Grade 3	0	3	5	5	-10	-11	-7	3
Grade 5	10	5	2	-8	-14	-21	-21	-7
Grade 7	7	10	10	3	-23	-26	-25	-2
Formerly Limited English Proficient - Not ELL Gap								
Grade 3	15	1	-1	-16	4	5	4	0
Grade 5	34	14	-1	-35	3	5	6	3
Grade 7	8	-9	-24	-32	-1	6	5	6
Students with Disabilities - All Students Except Those with Disabilities								
Grade 3	-33	-33	-19	14	-17	-17	-15	2
Grade 5	-35	-33	-24	11	-31	-34	-34	-3
Grade 7	-19	-27	-36	-17	-43	-44	-46	-3

In summary, there are generally smaller gaps in achievement between various subgroups in Detroit than were seen at the state level, although scores for all groups in Detroit were much lower than those seen statewide.

Michigan Merit Examination

The state introduced a new high school assessment in 2007 to gauge the academic performance of 11th and 12th grade students each spring—the Michigan Merit Examination (MME). The MME has three major components: the ACT Plus Writing® college entrance examination—measuring English, math, reading, science, and writing;

the WorkKeys® job-skills assessment in reading for information and applied mathematics; and the Michigan-developed assessment in math, science, and social studies. State law exempts Michigan's high school students from taking the MEAP and pays for students to take the ACT.

The number of Detroit eleventh-graders taking the MME ranged from 4,441 students taking the English language arts tests to 5,138 students taking the social studies tests. The percentage of Detroit students meeting or exceeding state standards on every subtest is considerably lower than the performance of their statewide peers—with gaps ranging from 20.7 to 34.4, depending on the test taken. The proportion of students meeting or exceeding MME standards in Detroit, for instance, ranged from 13.9 percent in math to 62.6 percent in social studies, compared with a range of 40.1 percent in writing to 83.3 percent in social studies statewide.

The highest MME scores in the Detroit school district and statewide were in social studies, with 62.6 percent of Detroit's students meeting or exceeding standards, some 20.7 percentage points lower than the statewide average. About 31.9 percent of Detroit eleventh-graders met or exceeded MME standards in reading, compared with 59.7 percent of eleventh-graders statewide. About 24.6 percent of Detroit students attained proficient scores on the MME English language arts exam, whereas about 51 percent of students statewide did so. In addition, only 21.5 percent of Detroit students met or exceeded standards, compared with 55.9 percent statewide. Moreover, only 17.4 percent of Detroit eleventh-graders wrote well enough to meet or exceed state standards, whereas only 40.1 percent of students statewide were able to do so. Detroit students did worse on the MME math exam than on any of the other MME tests. Only 13.9 percent of eleventh-graders in Detroit met or exceeded state standards, compared with 46.5 percent of eleventh-graders statewide. In short, both district and statewide scores on the MME were generally low in 2007, with a gap exceeding 20 percentage points between the city's 11th graders and their statewide peers on every test. (See Exhibit 24.)

Exhibit 24. Detroit Public School District and Michigan Statewide Performance Levels at Grade 11 on the Michigan Merit Exam (MME), Spring 2007

		ELA	Math	Reading	Science	Writing	Social Studies
	Performance Levels	Percent of Students Tested	Percent of Students Tested	Percent of Students Tested	Percent of Students Tested	Percent of Students Tested	Percent of Students Tested
Met or Exceeded Standards	Level 1						
	Detroit	0.2	0.7	0.2	0.3	0.3	11.7
	Michigan	1.8	9.8	2.1	5.6	2.2	41.4
	Level 2						
	Detroit	24.4	13.2	31.7	21.2	17.1	51.0
	Michigan	49.2	36.7	57.6	50.3	37.9	41.9
	Level 3						
	Detroit	50.2	12.4	33.1	21.5	61.8	21.3
	Michigan	36.8	15.8	23.6	16.2	49.7	9.3
	Level 4						
	Detroit	25.2	73.8	35.0	56.9	20.8	16.1

	Michigan	12.2	37.7	16.8	27.9	10.2	7.4
Met or Exceeded Standards							
	Detroit	24.6	13.9	31.9	21.5	17.4	62.6
	Michigan	51.0	46.5	59.7	55.9	40.1	83.3
Did Not Meet Standards							
	Detroit	75.4	86.1	68.1	78.5	82.6	37.4
	Michigan	49.0	53.5	40.3	44.1	59.9	16.7
Number Tested							
	Detroit	4,441	4,769	4,785	4,670	4,506	5,138

Source: Michigan Department of Education

SCHOOL DISTRICT ACCOUNTABILITY

Adequate Yearly Progress (AYP) is one of the cornerstones of the *No Child Left Behind* Act. AYP calculations are based on ELA scores (reading and writing combined) and math scores in grades 3 through 8 on the MEAP, which is given in the fall, which differs from the vast majority of states. Eleventh-graders are tested on the MME to compute AYP at the high school level. AYP has also been incorporated into Michigan's new accreditation system, *Education YES!*

In 2007, the Detroit Public Schools went into "district improvement status" under *No Child Left Behind* for missing AYP targets at the elementary, middle, and high school levels, and many schools in the district have also not made their respective AYP targets, putting them into sanction as well.

Exhibit 25 shows the number of schools in Detroit that *met* or *had not met* AYP targets for the academic school years 2002-03 through 2006-07. (The total number of schools differs somewhat from the total number of schools in Exhibit 24 because of state-required codes that continue the year after a school closes.) In 2006-2007, 133 schools in Detroit met their AYP targets, 13 more than in the previous year.

The Detroit school system had 22 schools in "Phase 0 Alert" or warning status for missing AYP targets in reading or math for the first time. Twelve additional schools are in "Phase 1 School Improvement" status. Two other schools are in "Phase 2 Continuing School Improvement" status for missing targets two year in a row. Nine schools are in "Phase 3 Corrective Action" status. Twenty-six schools are in "Phase 4 Planning Restructuring" status. Four schools are in "Phase 5 Implementation of the Restructuring Plan" status. Fourteen schools are in "Phase 6 and Above, Extended Implementation of the Restructuring Plan" status. And two schools are in AYP *Advisory Status (Not enough data available to complete an analysis).*

About 40.6 percent of Detroit schools did not make AYP in 2006-07, an improvement from the 74.2 percent of schools that did not make AYP in 2004-05.

Exhibit 25. Combined Met and Not Met AYP Ratings of Detroit Public Schools, 2002-03 through 2006-2007[9]

Ratings	2002-03	2003-04	2004-05	2005-06	2006-07
Phase 0 AYP Met - Not Identified for School Improvement	72	110	181	120	133
Phase 0 Alert – First time failure in a subject	37	13	4	26	22
Phase 1 – School Improvement	3	14	9	2	12
Phase 2 – Continuing School Improvement	22	3	29	13	2
Phase 3 - Corrective Action	33	13	2	26	9
Phase 4 - Restructuring Plan	53	24	2	5	26
Phase 5 – Implement Restructure Plan	n/a	36	9	5	4
Phase 6 and above – Continuing Implementation of Restructuring Plan	n/a	n/a	6	21	14
Phase 99 – AYP Advisory	n/a	n/a	2	4	2
Met	72	110	181	120	133
Not Met	148	103	63	102	91
Total Schools	220	213	244	222	224
Percent Not Met	67.3%	48.4%	74.2%	45.9%	40.6%

Source: Detroit Public Schools, Office of Research, Evaluation, & Assessment

Exhibit 26 shows the number and percent of Detroit schools that made AYP targets in 2006-2007. About 74.3 percent of the district's elementary and K-8 schools met AYP that year (113 of 152 schools). Some 43.3 percent of Detroit's middle schools also met AYP in 2006-07, but only 16.7 percent of the district's high schools met that standard.

Exhibit 26. Number and Percent of Detroit Public Schools Meeting AYP by Grade Span and Sanction, 2006-2007

Ratings	Elementary /Combined Middle	Percent* Meeting AYP Elem.	Middle/ Academy/ Others	Percent* Meeting AYP Middle/ Acad./ Others	High/ Center Based and Alterna-tive	Percent* Meeting AYP High/ Center-Based/ Alter.

[9]Phase 0: Alert – school did not meet AYP for the first time in a subject. Federal requirements do not start until the school does not meet AYP for two consecutive years.
Phase 1: Continuing School Improvement – school must offer choice, transportation, and supplemental services.
Phase 2: Continuing School Improvement - school must offer choice, transportation, and supplemental services.
Phase 3: Corrective Action – school must continue choice, transportation, and supplemental services and take further corrective action.
Phase 4: Plan Restructuring – school must continue choice, transportation, and supplemental services and develop a plan to take further corrective action.
Phase 5: Implement Restructuring Plan – school must continue choice, transportation, and supplemental services and implement the restructuring plan for the school.
Phases 6 and Above: Extended Implementation – school must continue restructuring plan; monitors will seek evidence of improved results. Choice, transportation, and supplemental services must be offered.

Phase 0 AYP Met - Not Identified for School Improvement	105	69.1%	8	26.7%	6	14.3%
Phase 1 Delay– School Improvement	0	--	1	3.3%	0	0.0%
Phase 2 Delay– Continuing School Improvement	1	0.7%	1	3.3%	1	2.4%
Phase 3 Delay- Corrective Action	0	0.0%	0	--	n/a	n/a
Phase 4 Delay- Restructuring Plan	2	1.3%	0	--	n/a	n/a
Phase 5 Delay– Implement Restructure Plan	1	--	1	3.3%	n/a	n/a
Phase 6 Delay and above – Continuing Implementation of Restructuring Plan	4	2.6%	3	10.0%	n/a	n/a
AYP Met Total Schools	113	74.3%	13	43.3%	7	16.7%
Total Schools Met AYP = 133 out of 224						

Source: Michigan Department of Education and Detroit Public Schools, Office of Research, Evaluation, & Assessment
Note: Schools are in delay status if they have met AYP for one year after having been in sanction. School must make AYP for a second consecutive year in order to be returned to Phase 0 AYP Met the next school year.
* Percentages are rounded.

Conversely, 35 schools serving high school students (about 83.3 percent) did not make AYP in 2006-07, compared with 39 schools (25.7 percent) not making AYP at the elementary level and 17 schools (56.7 percent) not making AYP at the middle school level. Not only was there a high percentage of high schools and other schools working with high school-age students in sanction, about 57.1 percent of them were in Phase 4 of the sanction process in 2006-07. Six high school programs were in Phase 3 Corrective Action status; three high schools were in Phase 1 School Improvement status; and one was in warning status. (See Exhibit 27.)

Exhibit 27. Numbers of Detroit Schools <u>Not</u> Making AYP by Grade Span and Sanction, 2006-2007

Ratings	Elementary/ Combined Middle	Middle/ Academy/Others	High/ Center Based/Alternative
Phase 0 Alert- First time failure in a subject	17	4	1
Phase 1– School Improvement	7	2	3
Phase 2– Continuing School Improvement	1	1	0
Phase 3 - Corrective Action	3	0	6
Phase 4- Restructuring Plan	2	1	24
Phase 5– Implement Restructure Plan	2	2	n/a

Phase 6 and above – Continuing Implementation of Restructuring Plan	7	7	n/a
AYP NOT Met Total Schools	39	17	35
Total Schools NOT Making AYP= 91 out of 224			

Source: Michigan Department of Education and Detroit Public Schools, Office of Research, Evaluation, and Assessment

Detroit Public Schools also failed to meet federal requirements in providing students the option to transfer to another school when sanctions were put into place for failure to make AYP. The district was apparently out of compliance with *No Child Left Behind* supplemental educational services requirements, according to a December 14, 2007, *Detroit News* story. Noncompliance issues in 2006-07 involved not giving adequate time for students to transfer or to receive tutoring, and not giving parents sufficient time to take advantage of transfer and tutoring options. Noncompliance issues in 2007-2008 involved the failure to send out notifications to parents identifying schools' AYP status and failure to provide parents with at least 30 days notice to enroll their children in tutoring. The district has been threatened by the state with financial penalties if the district did not take corrective action. The district must now set aside $27 million or 20 percent of its federal funding for tutoring services and transfers. If funds remain after September 1, the state will impose financial penalties.

The Detroit school district did mail approximately 60,000 registration packets to the homes of parents whose students attend one of 54 schools identified for school improvement. The registration packets were sent to inform parents of the AYP status of the schools that their children were attending; their rights to transfer their children to another school that was not identified for improvement or to request tutorial services for their children if they chose to keep them in the present school; and the registration process for the programs. In addition, registration packets were delivered to the 54 schools for distribution to students in case parents did not receive the packets at their homes. The registration period ran from December 1, 2007, through January 22, 2008. The deadline for registration was then extended to March 1, 2008. Students received tutorial services throughout the school year and in the summer of 2008.

SCHOOL DISTRICT ACT SCORES

The ACT is a national college-admission exam that assesses both the general educational level of high school students and their readiness for college-level work. The ACT tests academic achievement in English, mathematics, reading, science, and writing (optional). The ACT takes raw results and converts them into scale scores that have the same meaning on all forms of the test. Scale scores range from 1 (lowest) to 36 (highest). The composite score is the average of the four tests.

Exhibit 28 shows the Detroit school district's composite scores and subject-area scores in English, mathematics, reading, and science for 2006 and 2007 for the nation, the state, and the district. (The optional writing test scores are not shown.) Test score averages for all three subject areas fell within a small range. Nationally, the average ACT scores ranged from 20.6 to 21.5, depending on the subject) and the composite score was 21.1 in both years. Michigan's statewide average scores were slightly better than the

national average, ranging from 20.7 to 21.8 (depending on subject), with a composite score of 21.5 in both 2006 and 2007. Average ACT scores in Detroit, on the other hand, were lower than national and statewide averages in 2006 and 2007, ranging from 15.7 to 17.6 (depending on the subject), with a composite score of 16.9 in 2006 and 16.8 in 2007.

The team received Detroit's other subgroup scores for 2007. In that year, the average scores among white students were higher on all tests and on the composite scores than were those of all other racial groups, a pattern that was different from that seen on MEAP results. The average English scores for white students in Detroit were 3.6 points higher than were the average English scores for African American students. Average scores of white students were also 5.1 points higher than were the average Hispanic scores, and 3.2 points higher than were the average Asian American scores. Math scores on the ACT showed the same patterns.

The average math scores on the ACT of white students were 4.4 points higher than were the average math scores of African American students, 2.9 points higher than were the average scores for Hispanic students, and 2.2 points higher than were the average scores of Asian American students. The patterns were slightly different in reading, however, in that scores of Hispanic students were lower than were those of African American students. White students also had an average ACT science score that was 3.3 points higher than was the average score among Hispanic students; 3.1 points higher than was the average score among African American students; and 2.9 points higher than was the average score among Asian American students. (See Exhibit 28.) In general, the average scores in Detroit were not high enough to gain a student entry into most competitive colleges.

Exhibit 28. Average ACT Scores in English, Math, Reading, Science and Composite for the Nation, Michigan, and Detroit by Gender and Race, 2006 and 2007

	English		Mathematics		Reading		Science		Composite Score	
	2006	**2007**	**2006**	**2007**	**2006**	**2007**	**2006**	**2007**	**2006**	**2007**
Nation	20.6	20.7	20.8	21.0	21.4	21.5	20.9	21.0	21.1	21.2
Michigan	20.7	20.7	21.2	21.3	21.8	21.8	21.7	21.7	21.5	21.5
Detroit	16.0	15.7	16.6	16.7	17.1	17.0	17.6	17.4	16.9	16.8
Race (Detroit)										
African American	n/a	15.6	n/a	16.6	n/a	16.9	n/a	17.3	16.9	16.8
White	n/a	19.2	n/a	19.6	n/a	20.4	n/a	20.4	20.4	20.1
Hispanic	n/a	14.1	n/a	16.7	n/a	16.0	n/a	17.1	16.2	16.1
Asian/ Pacific Is.	n/a	16.0	n/a	17.4	n/a	17.9	n/a	17.5	16.6	17.4

Source: Detroit Public Schools, Office of Research, Evaluation, & Assessment
Notes: NA= not available (These scores were not listed in ACT score reports for 2006.

ADVANCED PLACEMENT (AP)

Established in 1955, the Advanced Placement (AP) program of the College Board is considered a cooperative enterprise between the nation's secondary schools and higher education. The program provides high school students the opportunity to take college-

level courses and earn college credit. AP offers 35 exams in 20 subject areas. The AP scale ranges from a score of 1 (lowest) to 5 (highest).[10] A student earns advanced placement or college credit by scoring a 3 or above.

The number of Detroit students taking AP exams nearly doubled between 2002 and 2007, but the percent of students scoring a 3 or above declined over that period. (See Exhibit 29.)

Exhibit 29. Percent of AP Exams Scored at 3 or Above in Detroit Public Schools, 2002 through 2007

Year	Number of Students	Number of AP Exams	Percent at 3 or Above
2002	394	588	42
2003	429	613	36
2004	431	668	34
2005	599	794	30
2006	633	860	25
2007	708	959	24

Source: Detroit Public Schools, Office of Research, Evaluation, & Assessment

Exhibit 29 also compares the district's total number of exams taken and the number and percent of exams scoring 3 and higher in 2006 and 2007. There were 99 more AP exams taken by students in Detroit in 2007 than in 2006 (860 to 959), but only 17 more achieved a score of 3 or higher. Therefore, the percentage of Detroit's students scoring a 3 or better decreased slightly from 25 to 24 percent between 2002 and 2007.

The participation rates in AP of males and females have both increased in the Detroit school district. There were 86 more females taking AP exams in 2007 than in 2006 (572 to 658), with 10 more exams earning a 3 or higher, (144 to 154). The number of males participating in AP exams rose by 13 (288 to 301) and the number of exams with scores of 3 or higher increased by seven (71 to 78). (See Exhibit 30.)

Between 2006 and 2007, moreover, the total number of exams taken by Asian American students in the district increased from 11 to 20, but the number of these students scoring 3 or better declined from six to three. White students in the district took five more AP exams in 2007 than in 2006 (40 to 45) and had nine more exams scoring a 3 or higher (11 to 20). African American students in the district took 92 more AP exams in 2007 than in 2006 (647 to 739) and had 34 more exams scoring a 3 or better (135 to 169). However, Hispanic students in the district took 12 fewer AP exams in 2007 than in 2006 (17 to 5) and their number of exams scoring 3 or higher decreased from 9 to 2.

[10] Score equivalents on the AP exam are: 1-no recommendation; 2-possibly qualified; 3-qualified; 4- well qualified; and 5-extremely well qualified.

Exhibit 30. Detroit's Percent of AP Exams with Scores of 3 or Above by Gender and Race/Ethnicity, 2006 and 2007

	2006			2007		
	Total N of Exams Taken	N of Exams Scoring 3 or Higher	% Scoring 3 or Higher	Total N of Exams Taken	N of Exams Scoring 3 or Higher	% Scoring 3 or Higher
Detroit	860	215	25	959	232	24
Gender						
Female	572	144	25	658	154	23
Male	288	71	25	301	78	26
Ethnicity						
Not stated	38	8	21	34	4	12
Asian American	11	6	55	20	3	15
African American	647	135	21	739	169	23
Mexican American	76	35	46	80	31	39
Puerto Rican	5	1	20	12	0	0
Other Hispanic	17	9	53	5	2	.4
White	40	11	28	45	20	44
Other	25	10	40	23	3	13

Source: Detroit Public Schools, Office of Research, Evaluation, & Assessment

Exhibit 31 shows the numbers of Advanced Placement courses offered in each of Detroit's high schools. AP courses available to students included economics, European history, biology 1, probability statistics 1-2, calculus 1-2, English 5-6, English 7-8, American history 1-2, American government 1-2, comparative government 1-2, environmental science 1-2, physics 1-2, French 7-8, Spanish 6-7, and studio art 1-2.

Courses are offered in both fall and winter semesters in many schools, but some schools offer no advanced placement courses at all. Fourteen of Detroit's schools serving high school-age students do not offer AP courses. Cass Technical offers the most courses—17. Renaissance High School offers nine AP courses; and Western International and Southeastern High Schools offer six each. And 11 high schools offer between only one and three AP courses.

English 5-6 and 7-8 were offered by the largest number of schools, followed by calculus and studio art. Only one high school offered an AP economics course, only five offered AP biology, only four offered AP American history, and only two schools offered AP physics.

Exhibit 31. AP Courses Offered in Detroit Public Schools in 2007-08

F = Fall Semester W = Winter Semester	Econ	Eur Hist	Bio	Prob Stat 1-2		Calc 1-2		Eng. 5-6		Eng. 7-8		Am. Hist. 1-2		Am. Gov. 1-2		Comp Gov 1-2		Env Sci. 1-2		Physics 1-2		French 7-8		Span. 6-7		Stu Art 1-2		Total Sem Avail
	F	F	F	F	W	F	W	F	W	F	W	F	W	F	W	F	W	F	W	F	W	F	W	F	W	F	W	
Number of Schools Offering Course	1	1	5	3	2	8	3	9	3	11	3	4	1	4	0	0	1	1	1	2	1	2	0	1	1	8	1	
Barsamian Prep. Center (9 - 12, Alt)																												0
Boykin Continuing Ed. Center (K, 7 - 12, Alt, AE)																												0
Cass Technical High School (9 - 12)						1	1	1	1	1	1	1	1	1			1	1	1	1	1	1				1	1	17
Central High School (9 - 12)								1		1																1		3
Chadsey High School (7 - 12)																												0
Cody High School (9 - 12)			1			1																				1		3
Comm. & Media Arts HS (9 - 12)														1														1
Cooley High School (9 - 12)										1																		1
Crockett High School (9 - 12)										1																		1
Crosman Alternative High School (7 - 12, Alt)																												0
Davis Aerospace High School (9 – 12, CTE)						1																						1
Denby High School (9 – 12)						1																				1		2
Detroit City High School (K – 1, 7 – 12, PK, Alt)																												0
Detroit High School for Technology (9 – 12)								1																				1
Detroit International Academy (9 – 12, Alt)																												0
Detroit School of Arts (9 - 12)			1					1																				2
Douglass Academy (7 - 12, Alt)																												0
Ferguson Academy for Young Women (7-12, Alt)																												0
Finney High School (9 - 12)				1	1	1		1	1	1	1															1		8
Ford High School (9 - 12)			1																									1
Kettering High School (9 - 12)			1		1			1		1																1		5
King High School (9 - 12)				1		1		1		1										1								5
Mumford High School (9 - 12)							1					1		1														3
Northwestern High School (9 -																												0

12)																											
Osborn High School (9 - 12)										1		1															0
Pershing High School (9 - 12)																											0
Renaissance High School (9 - 12)	1	1				1		1		1				1								1		1		1		9
Southeastern High School (9 - 12)			1	1		1				1		1													1		6
Southwestern High School (9 - 12)																											0
Trombly Alternative High School (9 - 12)																											0
West Side Academy Alt. Ed (9 - 12)																											0
Western International High School (9 - 12)							1	1	1	1	1													1			6

SCHOOL DISTRICT GRADUATION AND DROPOUT RATES

The graduation rate in 2006-2007 was not calculated in the same way by the state as it was in previous years. The new method tracks individual students who first enrolled in ninth grade in fall 2003 and graduated four years later with a regular diploma. Students who continued in school but were not diploma recipients were recorded as "off-track." Data on the 2007-2008 school year were not available in time for this report.

State data using the previous method indicated that the graduation rate in Detroit had increased from 60.9 percent in 2003-04 to 66.8 percent in 2005-06; and federal data from the National Center for Educational Statistics indicated that dropout rates fell from 12.7 percent to 10.0 percent over the same period.

A recent report by the Editorial Projects in Education Research Center, however, provided data on four-year high school graduation rates in 50 of the nation's largest city school districts, including Detroit.[11] The data indicate that the Detroit school district had a 24.9 percent graduation rate in 2003-04, compared with a 50-city average of 51.8 percent, resulting in the school system's being ranked last among the districts examined.

The data in this and similar reports need to be viewed cautiously, however, since the numbers do not take into account students who graduate in five or more years, students who transfer in and out of the school system, and other sources of variation.

SCHOOL DISTRICT DISCIPLINARY INCIDENTS

The Detroit schools generally reflect some of the problems seen in the larger community in terms of crime and disciplinary incidents, but the district has also shown substantial declines in some reported incidents. During the school years of 2004-05 through 2006-07, there was a 68 percent drop in physical assaults, for instance, and a 61 percent decline in vandalism. (See Exhibit 32.) The overall cost of property damage, however, increased from $179,068 in 2005-06 to $251,991. Sexual assaults, weapons on school property, and bomb threats also increased over the three-year period. Arson decreased from 100 incidents in 2005-06 to 63 in 2006-07. Robbery/extortion rose from 39 incidents in 2004-05 to 426 cases in 2006-07, while the number of larceny/theft cases increased more slowly (339 to 419 cases). Seventy-four cases of illegal drug use or overdoses were reported in 2006-07.

Exhibit 32. Detroit Public School Discipline Incidences, 2004-2005 to 2006-2007

Incident Type	2004-05	2005-06	2006-07	3-Year Change
Physical Assault	3008	2185	964	-2044
Gang Related Activity	27	59	56	29
Illegal Possession	258	193	602	344

[11] Swanson, C. (2008). *Cities in Crisis: A Special Analytic Report on High School Graduation*. Bethesda, MD: Editorial Projects in Education Research Center, April 1, 2008.

Trespassers/Intruders	607	171	930	323
Vandalism	212	667	82	-130
Cost of Property Damage	0	$179,068	$251,991	$72,923
Sexual Assaults	93	70	95	
Hostage	0	0	1	
Suspected Armed Subject	257	NA	NA	
Weapons on School Property	562	466	956	
Death or Homicide	0	0	0	
Drive-by-Shooting	8	0	0	
Bomb Threat	53	61	33	
Explosion	0	4	0	
Arson	93	100	63	
Robbery/Extortion	39	75	426	
Unauthorized Removal of Student	0	0	0	
Threat of Suicide, Suicide Attempt, Suicide	9	8	6	
Larceny/Theft	339	440	419	
Illegal Drug Use or Overdose	0	0	74	
Minor in Possession	18	3	0	
Bus Incident/Accident	33	84	77	

Source: Detroit Public Schools, Office of Research, Evaluation, & Assessment

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In summary, Detroit Public Schools has a smaller percentage of students meeting or exceeding state standards on the MEAP and the MME than the percentage of students statewide on average. Students in the district also lag behind state and national averages on scores on the ACT. These gaps exist for every subgroup examined. Moreover, performance gaps appear to increase as students move up the grade levels. Finally, student achievement appears to have declined between 2006 and 2007, although it is hard to know from the available data whether the decreases in scores were due to state testing effects, the large outmigration of students from the Detroit public schools, or some other factor. The district is now also in "district improvement" status, although the number of schools making their AYP targets has increased some over the last few years.

The next chapter will examine the district's instructional program and will be followed by additional reviews of the school district's finances and operating systems.

Chapter 2. Curriculum and Instruction

BACKGROUND

This chapter summarizes the findings of the Council's Strategic Support Team on instruction and the team's proposals to the Detroit Public Schools. These observations and recommendations address the district's instructional program, its organizational structure, and its staffing. The team paid particular attention to English language arts and mathematics, because the school system is held accountable for improving performance in these areas under the federal *No Child Left Behind* (NCLB) Act.

The Council team did not examine every possible document or review every instructional program that the district has. Instead, the team focused its inquiry on the systemic levers that research is showing are instrumental in improving academic achievement in urban school districts. Research conducted by the Council over the last several years has found that urban school districts that have improved significantly often share a number of common characteristics that set them apart from urban school systems that have not shown much progress.[12]

As a result of this research, the Strategic Support Team has organized its findings and recommendations around 10 key aspects of these significantly improving urban school systems: political preconditions, goals, accountability, curriculum and instruction, professional development and teacher quality, reform press (or the ability to get reforms into the classrooms), assessment and use of data, and strategies targeting lowest-performing students and schools, early childhood education and elementary schools, and secondary schools.

FINDINGS

The team assembled by the Council of the Great City Schools had a number of observations and findings on the instructional program offered by the Detroit Public Schools.

A. Political Preconditions

Urban school districts that have improved significantly share a number of common characteristics. These commonalities also set them apart from urban school systems that have not seen significant improvements. One key indicator of an effective urban school district is the political unity of the school board, its focus on student achievement, and its ability to work with the district administration to improve academic performance. Another is the support of the community and the readiness of staff to focus systematically on the most effective strategies to accomplish the board's student achievement goals.

[12] Snipes, J., Doolittle, F., Herlihy, C. (2002). *Foundations for Success: Case Studies of How Urban School Systems Improve Student Achievement*. MDRC for the Council of the Great City Schools.

Positive Findings

- The new superintendent of schools, her senior staff, parents, and community leaders interviewed by the Strategic Support Team exuded a sense of urgency and commitment for improving the academic achievement of students in the Detroit Public Schools. The new leadership has a clear desire to break through the status quo in the school district, improve the public's confidence in the schools and attract students and parents back to the school district.

- Many parents and community members interviewed by the team also voiced strong support for the new superintendent and her reforms. Community members and groups, in particular, had a well-developed sense of ownership of the schools and a strong desire to work with the superintendent to turn around the schools and assist with the reform effort.

- The school board gave the superintendent a five-year contract and a strong mandate to improve the school district. The length of the superintendent's contract suggests a strong desire on the part of the school board for stability and continuity in leadership.

- The new superintendent has devoted extensive time reaching out to community organizations, employee groups, unions, and other groups in order to meet community actors and garner support for improvements in the school district.

- The Detroit Regional Chamber has included education and workforce development in its 2007-2008 policy priorities. Within these two priorities are three specific initiatives: to evaluate the federal *No Child Left Behind* Act and propose revisions; to identify and advocate for policies at the state and local levels that would increase the number of high-performing schools that specifically serve at-risk youth; and to improve and expand science technology, engineering, and math education programs throughout the region.

Areas of Concern

- The school board does not have a good reputation for working well together. Infighting among members signals to the public that the board lacks consensus on the overall direction of the district. Community members, parents, and others interviewed by the team uniformly described the school board's behavior at public meetings as fractured, counterproductive, and contentious. Few people interviewed could cite examples of when the school board devoted substantial time to looking at student achievement data. This behavior on the part of the board, up to now, is undermining the community's sense of hopefulness about the new superintendent and will make it harder for her to succeed in improving the district as time goes on.

- The team saw little evidence that the school board—as a group—was pursuing or participating in the kinds of professional development that would help its members work better together.

- The sample school board meeting agendas reviewed by the team did not refer to receipt or discussion of any major instructional initiatives, data, and status reports on student progress, or of any strategic approaches to raising student achievement. To the contrary, the minutes indicate substantial amounts of time discussing procedural issues, agenda items, who had received or not received meeting agendas and materials, and other assorted matters.

- Community members, parents, and staff members consistently reported to the team that they went to individual school board members to solve problems. This pattern suggested to the team that the district had few available mechanisms to respond satisfactorily to parent complaints, that problem solving in the district was largely a political exercise, and/or that the school board did not have a process in place to handle constituent needs. Whatever the case, the process is probably undermining the ability of the school board and the administration to work together on district reforms.

- The school district is in "district improvement" status under *No Child Left Behind*, but does not have a clear plan yet for getting out of sanctions—although the superintendent is developing such a plan.

- The school district has lost more than 50,000 students to charter schools, private schools, schools in suburbs, and to a poor state economy over the last five or so years—resulting in the need for substantial budget cuts and school closings, indicating weak community confidence in the current quality of education that the district is able to provide. The loss of students, the budget cuts, the repeated leadership changes and reorganizations, high student mobility, program changes, and school closings have contributed to the district's poor staff morale, sense of being under siege, and weak community confidence in how the district has performed over the last several years. Moreover, these factors probably have dampened any increases in student achievement. The loss of staff over the years may also result in the diminution of institutional memory that a superintendent needs to avoid hidden political landmines.

- In addition, the drop in student enrollment jeopardizes the school district's standing as a first-class school district under state law, risking the possibility that the city's cap on charter schools would be lifted, further straining the district and its ability to stabilize itself.

- The process used for closing schools a year ago is still in the forefront of the minds of many of those interviewed by the team. The process of closing schools is never an easy one in any city, but some individuals interviewed indicated that the process in Detroit resulted in some higher performing schools being closed in lieu of lower performing schools.

- Community members, parents, and school-based staff members interviewed by the team consistently reported being suspicious about whether resources, staff, and equipment were allocated equitably to schools across the district. The interviews generally suggested that many people inside and outside the district

distrusted the ability of the school district to operate in a fair and transparent manner.

- Community members and parents reported to the team that they had very little confidence in all but a handful of the district's middle and high schools.

- The district does not appear to have a communications plan that articulates how it will improve relations with the community. If the district does have such a plan, no one interviewed by the team knew of it. In addition, the team found no district-level newsletters or other ways of communicating to parents about district announcements or developments. The Council knows of few school districts nationwide that have so few tools for communicating with the public. The district's website is of little help in that it contains inaccurate and out-of-date information (e.g., the district's organizational charts).

- The district's relations with the media are reported to be strained and antagonistic.

B. GOALS

Urban school systems that have seen significant gains in student achievement often have a clear sense of where they are going and have been able to translate their broad vision of reform and improvement into concrete and measurable academic goals. These goals include those set for the district at large and for its individual schools. These goals are realistic, but they also stretch the system and its performance beyond its current comfort levels. Finally, goals are accompanied by specific timelines for when targets are to be met.

Positive Findings

- The school district has a mission statement, although it is not clearly stated or widely known.

- The new superintendent has articulated a badly needed priority to improve community engagement and community relations and perceptions.

- The new superintendent, moreover, has indicated that she wants a school system that is more data-driven and data-oriented, and she has given a strong priority to strengthening central-office services to better support the schools.

- The school district does have systemwide and measurable goals for reading and math achievement that are tied to Adequate Yearly Progress (AYP) targets under *No Child Left Behind*. These numeric targets are required under the federal law. These numeric goals, however, are not reflected in the draft District Improvement Plan provided to the team.

- Individual schools in the district also have numeric goals tied to meeting AYP targets under *No Child Left Behind*.

- Schools receive a worksheet each school year comparing its MEAP performance by "strand" to that of the state. The worksheet also provides data on the nationally standardized TerraNova test and the Detroit-developed "Measuring Instructional Progress" (MIP), comparing the school with district averages on similar strands. The worksheet then ranks the priority of the strand as a way to help the schools in their planning.

Areas of Concern

- There was a nearly universal lack of familiarity among those interviewed by the team of what the district's goals were—except for some of the priorities of the new superintendent and what was being done as a district to attain those goals. Many of those interviewed cited differing or contradictory goals.

- Most of those interviewed also lacked any familiarity with a "district improvement plan" and were unable to describe where the school system was going. However, many participants were able to tell the team what the new superintendent's priorities were.

- The district appeared to lack many measurable goals beyond those articulated under *No Child Left Behind*. Most goals, in fact, involved little more than "safe harbor" targets (i.e., the minimum gains needed under *No Child Left Behind* to avoid sanctions). The team saw no stretch goals on such areas as graduation rates, ACT scores, AP course participation, attendance rates, etc.

- State and local targets for the percentage of students needing to reach proficient or advanced levels on the MEAP to avoid sanctions increased in 2007-08 in every content area and will do so again in 2010-11 and annually thereafter. The team heard no mention of this issue in interviews and saw no recognition of it in district plans.

- The November 9, 2007, draft District Improvement Plan for 2008-2011 lacked sufficient detail to guide the instructional work of the district. Identified targets and procedures were not visible in the action section of the plan. Instead of quantifiable target, the Action Plan generally set forth non-numeric goals for improvement. In addition, the Action Plan lacked any intermediate benchmarks, listing only beginning and ending dates, which ran from summer of 2007 through June of 2011 for each of the five strands. Moreover, responsibilities for monitoring progress on the strands were spread through broad categories of staff (i.e., principals, curriculum leaders, and teachers) rather than vested in a single person. Finally, the "Evidence of Success" category in the plan featured lists of items that did not explain the process or standards the district would use to assess the quality or success of these items.[13]

[13] For example, page 10 of the District Improvement Plan Draft 11/9/07, Strand I, *Teaching for Learning*, lists seven items as evidence of success: student portfolios, increased MEAP scores, parental evaluation feedback, pacing guides, individualized academic prescriptions, teacher-directed assessments and lesson plans. There is no indication of a process to evaluate student portfolios, targets for MEAP scores, process

C. Accountability and Organization

It is not sufficient for a school system, particularly an urban one, to have goals if no one is held accountable for attaining them. Urban school systems that have seen substantial improvement have devised specific methods for holding themselves responsible for student achievement, usually starting at the top of the system and working down through central-office staff to the school principals. Some urban school districts also have instituted rewards for achieving targets.

Positive Findings

- The new superintendent has set a tone and expectation for accountability and performance among staff in the central office. This priority is clearly one of the superintendent's highest concerns, and was widely understood by central-office staff members, who—at the senior level—are all at-will employees.

- The new superintendent is also working to infuse accountability into external grants and financial affairs. She has asked community partners to evaluate programs for their effects on student achievement, something acknowledged by community representatives interviewed by the team. (See the chapter on finances.)

- The district is working to reduce the length of time required to act on low-performing teachers.

- Principal evaluations contain a component assessing improvements in student achievement, something that is not always found in other urban school systems across the country.

Areas of Concern

- Senior staff members at the central-office level are at-will employees but are not evaluated yet on the attainment of districtwide student achievement goals, priorities, or targets. Without clear and commonly understood personnel evaluation systems tied to district goals, there is little way to breathe real accountability into the system, and the hiring or dismissal of staff members is less likely to be based accurately on defensible performance criteria.

- The instructional division of the central office is poorly organized but is generously staffed, compared with central offices in other major urban school systems. The unit appears to have 207 positions reporting to the assistant superintendent and about 24 vacancies, compared with a comparable unit in the Philadelphia Public Schools, which has less than half that number of staff members but 260 schools and about 212,000 students. (See Exhibit 33.)

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for gathering and using parental feedback, criteria for quality or use of pacing guides, process of evaluating the quality or success of individualized academic prescriptions, process for evaluating the quality of teacher-directed assessments or how lesson plans fit into the indicators of success.

Exhibit 33. Staffing Levels in the Division of Curriculum and Instruction

Department	Professional/ non-clerical	Technical/ clerical	Vacancies
Literacy	20	8	0
Specialized Student Services	36	4	2
Student Support and Intervention	4	14	0
Bilingual Education	9	2	0
Adult Education	10	1	11
Career and Technology Education (CTE)	5	6	2
Fine Arts	2	2	1
Mathematics	12	2	0
Science	11	2	1
Social Studies	1	NA	5
Health & Physical Education	13	NA	0
Guidance	4	2	2
Athletics	NA	NA	NA
School Improvement	NA	NA	NA
Curriculum Development	27	9	0
Student Code of Conduct	NA	NA	NA
Totals	154	53	24

- The district may be violating federal supplement/supplant regulations in hiring and paying department staff members who are unaware that they are being paid with Title I funds.

- The district may also be violating federal Perkins Act funding requirements by allowing the hiring of permanent clerical staff, program specialists, and supervisors. (The law has a three-year limit on such hiring.)

- The sample job descriptions furnished to the team for instructional leadership and specialist positions require "successful certified teaching experience" but make no reference to expertise in raising student achievement in the content areas.

D. Curriculum

Urban school districts that have seen substantial improvements in student achievement have a curriculum that is focused, coherent, clearly articulated, and rigorous. These districts, moreover, analyze the content of their programs and textbooks, if used, and adopt or create supplemental materials to fill in any gaps between them and the state standards and tests. The result is a complete package of texts, supplemental materials, and interventions needed to move student achievement forward.

Positive Findings

Language Arts

- The school district adopted a systemwide reading program several years ago—*Open Court*—that people interviewed reported being rather happy with. The program has often proven to be successful in other major urban school systems in improving basic reading skills and raising test scores, particularly at the elementary school level.

- The district has adopted various *Open Court* intervention materials for teachers to use when students begin to fall behind over the course of the school year.

- *Open Court* literacy exercises and writing components have been integrated to some degree into the district's social studies curriculum guides, an unusual but admirable development.

- The district revised its policies and procedures for elementary school English language arts programs in 2007. Revisions included more collaboration with other departments, including the Office of Bilingual Education and the Office of Specialized Services. In addition, the new policies emphasize the provision of supports to principals, coaches, and teachers, and the importance of preparation for state assessments.

- The district's middle school and high school English language arts policies and procedures[14] manual shares the mission, vision, and most of the major functions stated in the elementary-level manual, including collaboration with other departments. Both manuals provide clear instructions for accessing instructional pacing calendars, teacher resource files, and the Department of Literacy events calendar through the district's intranet Web site. In addition, the middle school manual includes sample writing items from the MEAP, including explanations of how the scorer rated student writing.

- The district also uses a series of pacing guides in its various content areas and has curriculum guides for all core content areas. In addition, the team reviewed sample pacing guides that had explicit written statements on how to improve student achievement. This precision frees teachers to concentrate on how they teach rather than on having to write curriculum. Furthermore, the terminology used in the materials strongly indicates that the writers of the guides were familiar with the written, taught, and tested curriculum.[15]

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[14] Policies and Procedures: Middle School English/Language Arts, World Languages, and 21st Century Literacy/Corrective Reading 2007-2008. Policies and Procedures: English Language Arts and World Languages 2007-2008 High School.

[15] The Grade 3 Language Arts Curriculum Guide: Instructional Sequence and Pacing Charts states in the introduction that "using the curriculum set forth in this document will enable and free you to do what you do best—teach children. The fidelity with which you teach this curriculum is crucial to our efforts to strengthen student achievement." On page I-1 the guide states, "The format makes transparent the

- The district also has taken steps to ensure that curriculum guides are aligned to state standards and grade level content expectations (GLCEs). However, the GLCEs examined for Grade 3 consist of 33 broad expectations that are often open to interpretation. For example, the GLCEs do not state the extent to which a third-grader is to "identify author's purpose and style" since this could also be a GLCE for a higher grade level where more sophistication would be expected. Furthermore, the Grade 3 English language arts (ELA) curriculum guide does not indicate where the *Open Court* reading program closely aligns with state and district objectives and where the teachers will need to fill gaps.

- The Grade 3 ELA curriculum guide integrates reading and writing and builds in opportunities to gain skills in listening and speaking. The guide also provides an exhaustive list of instructional strategies for reading, comprehension, written expression, spelling, alternative testing and evaluation procedures, and general teaching strategies that draw on the work for Doug Buehl for interactive learning and David Sousa for strategies that are effective with all learners, including those with special needs. Unfortunately, the teacher has to turn to a separate unreferenced appendix (beginning on page A-41) to find a listing of accommodations for each code. Inexplicably, this set of accommodations is separated from the codes in the introductory materials, and the appendix materials do not reference the introductory pages where the codes are explained. Additionally, there is only one strategy listed for each code. Finally, the strategies appear to be directed at students with disabilities, missing the opportunity to weave in broader differentiation for all students. These appendix pages appear to be used as part of a workshop where teachers are to fill in the accommodations for the lessons in each *Open Court* unit. However, teachers receive no guidance on criteria to judge when one strategy is more appropriate than another.

- The Grade 3 ELA curriculum guide includes a glossary of terms used in the curriculum document.

- The *Open Court* reading unit assessment furnished to the team has questions that require cross-text analysis in both short answer and multiple choice formats that students will also find on state tests.

Mathematics

- The school district has a set of early childhood, elementary, middle, and high school Core Curriculum Outcomes and Performance Standards. (See *Detroit Public Schools Mathematics Curriculum Guides and Early Childhood.*)

- The district, moreover, uses the *Scott Foresman Addison Wesley* math program in grades K-5. The program is generally well received in other urban school systems across the country and has been instrumental in raising math scores in other urban school systems. The district also uses the *Holt* math program in grades 6-8, and

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connections among curriculum (what to teach), instruction (materials, activities and strategies) and assessment (what was learned)."

the *McDougal Littell* math program in grades 9-12. The programs are somewhat aligned with the GLCEs of the Michigan Mathematics Curriculum Framework *and* the Detroit Public School Mathematics Core Outcomes and Performance Standards.

- The district also uses *Accelerated Math* for its intervention program with students who are having trouble grasping math concepts over the course of the school year and are beginning to fall behind.

- The math curriculum integrates Michigan Practice and MEAP preparation components into its pacing guides throughout the year. It also provides sample writing prompts to assess student understanding of the processes and skills they are learning in mathematics.

- The math staff members at the central office have placed the math curriculum for the district onto CDs that are easy to use and contain an array of other supplemental materials and resources. Included on the CDs are sample lesson plans for 160 days; vocabulary/literacy strategies; literature connections; MEAP/TerraNova activities; MEAP released test-items from prior and present grade levels; MEAP mathematics sample assessment items; an accelerated math sample objective library; Mathematics Web sites; TerraNova objectives and sub-skills); "Math Facts in a Flash," and Brain Gym.

- The district's mathematics curriculum guide includes 18 core curriculum outcomes (K-5) that are related to African-centered education (folklore, customs, symbols, and practice related to mathematics) and that include contributions made by a student's own cultural/ethnic heritage.

- The Office of Mathematics has also identified best practices in teaching mathematics that it wants teachers to use.

Other

- The district's science curriculum includes "Activities Integrating Math and Science" (AIMS) activities and a variety of materials to supplement the textbook.

- Furthermore, the district has an African-centered program that can be interwoven into all content areas.

- The district has also taken steps to integrate academic skills into its career technology education (CTE) program.

- The district has also taken the unusual step of aligning its high school curriculum with the ACT and the Michigan Merit Exam (MME). The ACT is the most frequently used college-entrance exam in Detroit and throughout Michigan, and the company that develops it has taken steps to backmap its exams to course content needed at the secondary school level to perform well on the tests.

- The district has a rich array of curriculum supervisors and instructional specialists to support schools.

- Few of these instructional features were available in the district when the Council first reviewed Detroit Public Schools' instructional programs in 2002, suggesting that considerable developmental work has been done in the intervening years.

Areas of Concern

- The district has too many documents for most teachers to handle with any ease (e.g., state standards, core curriculum outcomes, policy manuals, curriculum guides, pacing guides, and African-centered materials). Teachers are generally forced to toggle from one document to another, if they try to follow all the guides.

- The elementary English language arts policies and procedures manual does not require curriculum writers to clarify state standards and GLCEs in the curriculum. Therefore, the documents lack the level of specificity that would assure teachers that by teaching the curriculum they are preparing students for the MEAP and laying the foundation for more complex demands students will encounter in each succeeding grade level. Many of the headings in the policies and procedures manual are not found in the English language arts curriculum guides (e.g., the requirement to use and record lesson and unit assessments from the teacher's edition, the use of individual student achievement profiles, the mandatory use of the "concept/question board"—a component of *Open Court* reading that reflects the theme being studied, grade book and lesson plan requirements, Response to Intervention, etc.). This void requires teachers to use multiple documents to determine what the district expects of them and may prompt teachers not to use any of them.

- The instructional program appears to be driven off its textbooks and programs rather than off the state standards. It also appears that no independent analyses have been done to assess the gaps between the programs used by the district and the state standards or GLCEs. The district has a number of vendor-provided alignment studies, but these assessments are typically superficial and often fail to identify gaps or differences in rigor taught in the program and expected on the state tests.

- The curriculum documents are often not formatted uniformly across subject areas, making it more difficult for teachers who teach multiple subjects to find material quickly or to use them in a consistent fashion.

- The pacing guides in mathematics, English language arts, and the sciences are presented in different formats, reflecting a lack of collaboration across departments and forcing elementary school teachers to cope with the differences. Furthermore, the pacing guides do not reflect gaps in alignment with state testing expectations. Finally, the pacing guides do not appear to have time built into them that would allow for reviewing, reteaching, or enriching concepts—although they have built in time for snow days.

- With the exception of social studies, there appears to be little integration of core subject material from one subject to another. Also, there appears to be little modification of the curriculum in response to assessment results showing weaknesses in skills in each subject area.

- The district, moreover, appears to lack clear and consistent guidelines for using its scope-and-sequence documents, pacing charts, and curriculum guides. In addition, items appear in guides and policy/procedure manuals without any rationale for being there or any appropriate narrative for how to use the materials. [16]

Language Arts

- The latest update to the English language arts (ELA) curriculum appears to be 2003. It also appears that new documents refer teachers back to older documents, rather than updating materials into a single source.

- The ELA vision statement is excerpted from the English language arts vision statement of the Michigan Department of Education, but many elements of the vision (e.g. "to think analytically," "understanding elements of oral, visual, and written texts," and "connecting knowledge from all curriculum areas to enhance understanding of the world") are not specifically addressed within the document.

- There does not appear to be any way for teachers to differentiate what is priority or what needs to be supplemented when there is a lack of alignment between ELA materials and texts. The document titled "The Open Court Reading Program: Pacing Calendar and the English Language Arts Grade Level Content Expectations (GLCE) v.12.05" does indicate the pacing for reading lessons and working with the reading genre and the writing process at the broadest levels, but the lessons and units do not reference the GLCEs or District Core Outcomes. The additional "Curriculum Instructional Sequencing and Pacing Chart" in the ELA curriculum guide for grade 3 does list correlations for each unit and lessons from the textbook to the District Core Outcomes and Performance Indicators, the Michigan Curriculum Framework Standards, and the MEAP Content Expectations. However, it does not indicate the precise focus of each lesson on the subset of concepts, knowledge, and skills within these categories. Furthermore, it does not indicate where there may be gaps in what students must learn to be successful on the MEAP or higher expectations, or in reaching the vision for English language arts.[17] Finally, ELA curriculum guide provides no

[16] One example is "Syllable Generalizations" that takes five pages in the manual on Policies and Procedures: Middle School English/Language Arts, World Languages, and 21st Century Literacy/Corrective Reading 2007-2008. There is no explanation for why this section is there or how teachers are to use it.

[17] The only detail available to teachers in the Curriculum Instructional Sequencing and Pacing Chart for Grade 3 Reading is a precise listing of phonics skills. While page numbers are listed for topics, such as "main idea," the teacher cannot know without referencing the numerous pages whether students are working with a stated or inferred main idea; whether they are working with the main idea of a paragraph, a

examples of student writing that would help teachers districtwide understand how well students are expected to write by the end of each grade level.

- The Grade 3 ELA curriculum guide indicates in the appendix that the MEAP contains cross-text questions and provides four sample multiple choice questions that teachers can use as examples in developing their own MEAP-like questions. However, the teacher has to read the appendix to get this information. It is not included within the curriculum instructional sequence and pacing chart even though that document includes a column for assessment items. In addition, for some unstated reason, the appendix also includes sample multiple choice questions for cross-text questions for grade 7 students.

- The appendices of the Grade 3 ELA curriculum guide also include materials for reading and writing activities without referencing how these materials are to be used within the pacing and structure of the grade 3 curriculum.

- While the appendices of the Grade 3 ELA curriculum guide feature materials directed at working with students with disabilities and with English language learners in the general education classroom, there are no references within the curriculum instructional sequence and pacing chart to point teachers to this information.

- The literacy program after sixth grade is much more fragmented, with multiple texts and programs, than it is in the earlier grades. The Grade 11 curriculum guide supplement so loosely aligns its instructional sequence and pacing chart with Michigan Content Standards and Expectations that teachers gain no information about what students must learn. For example, 20 codes for content standards and expectations are listed as being aligned with the assignments in reading, writing, grammar, speaking, and listening in the first row of the table for Unit 1.

- The district's ELA curriculum guide separates writing and spelling rather than integrating the two.

Mathematics

- The Year at a Glance document does not match the pacing chart. (For example, days 2-9 on the Companion to the Instructional Sequence for Grade 3 pacing chart calls for the teacher to conduct MEAP university lessons, but Year at a Glance states that the teacher is to provide instruction on test-taking strategies on days 1-4, and the day 5 activity—Lesson 1:5 Greater Numbers—is listed for day 10 on the companion to the instructional sequence document.)

- The CD files are in PDF format and lack links to enable users to move around the document or to access online sites. Thus, when the instructional sequence and pacing document indicates codes referring to the Michigan Curriculum

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whole passage, or a comparison across passages; or whether the main idea is found in expository, narrative, or other types of text.

Framework, there is no link to enable someone to read what the codes represent. The "Pacing for Test Success" component of the instructional sequence and pacing document provides a sample problem for review, but there is no link to additional review materials or indications of how teachers might present or reteach the underlying concepts for the review item to students who do not remember how to deal with that type of question. The released test items are useful to have, but are not annotated to help teachers deconstruct what was tested and other ways the concepts and skills might be assessed to reduce the tendency to drill on only one type of item.

- Assignments given to students do not appear to match the grade level content expectations (GLCEs). For example, the item coded as N.ME.03.02 states that students are to recognize and use expanded notation for numbers using place value to 10,000, but problems 8 and 10 asked students to work with numbers in the 100,000th place. It is fine for a district to go beyond state standards, but it should state explicitly that this is the purpose of assigning those problems.

- Teachers are asked to utilize "Math Talk, Inquiry Teaching and Learning (Constructivist Vision), and Writing in Math," but the district does not require professional development to ensure that teachers can effectively utilize these strategies.

Other

- The district uses the Connie Muther textbook selection process, but has not added a component to provide teachers with alignment information once the textbook has been selected. Moreover, many people interviewed by the team reported that some students did not have textbooks. In addition, the district does not appear to have a policy allowing children to take home books. Each school decides on its own whether to allow this practice.

- With the exception of written materials in the mathematics curriculum guides, the district has not placed review or practice throughout its curriculum, leaving this decision to textbook publishers. Student scores and fall testing do not appear to result in emphasizing particular concepts or skills.

E. Professional Development

A common feature of many of the faster-improving urban school districts across the country is a high-quality and cohesive professional development program that is closely aligned with the curriculum. These professional development programs are often defined centrally, but are built around the district's instructional program, delivered uniformly across the district, and differentiated in ways that address the specific needs of teachers and administrators. These faster-improving districts also find ways to ensure that some of their better teachers are working in schools with the greatest needs.

Positive Findings

- The school district is working on developing a five-year professional development plan, although it has not had one up to this point.

- District staff reported to the team that the school system had allocated about $3.5 million of its budget to professional development, in addition to professional development funds from the 10 percent set-asides under the federal Title I program.

- The district has five professional development days approved in the contract with the Detroit Federation of Teachers for 2007-08 and six days in 2008-09. Some of the professional development offerings are devoted to training through the vendor on implementation of the *Open Court* program and the federal Reading First program.

- Teachers in the district can gain State Board Continuing Education Units (SBCEU) credits by attending state-approved professional development sessions.

- The district apparently has an initiative to increase the number of National Board Certified Teachers. The school system also provides professional development to some clerical staff, something that other urban school systems do not necessarily do.

- The district also provides professional development on the use of its COGNOS system, the district's data system. In addition, the district's PeopleSoft human resources module is capable of tracking participation in professional development.

- The school system provides "common planning time" for elementary school teachers to plan lessons and discuss instructional challenges.

- Over the last five years, the district has sent many of its principals to Harvard University's summer academy for principals, a well-regarded program that has attracted principals of many big-city school systems.

- The district has drafted a five-year professional development plan for school leaders in the following strands: instructional leadership and student achievement, management leadership, organizational management, and partnership/customer service. The plan does not indicate whether the sessions are mandatory or voluntary, nor does it indicate whether the topics under each strand are covered in a single session or will be studied in depth.

- According to page 3 of the Elementary Language Arts Policies and Procedures document, a new Center for School Leaders is to provide staff development for marginal English/Language arts teachers. Page 6 of the corresponding manual for Middle School English Language Arts identifies the Enrichment Academy as the provider of staff development for marginal middle school English language arts teachers. Interviewees did not mention either the center or the academy.

Areas of Concern

- The district has a calendar of professional development courses. However, it provides only course titles and the time the course will take place. In addition, the calendar lacks course descriptions, and the titles do not indicate whether the course is a single session or a series of sessions. Moreover, the calendar does not indicate whether attendance is voluntary or mandatory. Finally, there is no indication of whether a course listed multiple times is merely another section of the same course, or contains different content.

- Attendance at most district-provided professional development sessions is voluntary and is often too low to produce much districtwide benefit or effect. It was clear from teachers and teacher representatives interviewed by the team that teachers across the district placed little value on the professional development offered by the school system.

- Professional development offered by the school system apparently is only mandatory for teachers at Reading First and high-priority schools, although it is made available to all schools.

- Participation in professional development is not tracked by the district for purposes of assessing its effects, even though the district's PeopleSoft system has the capacity to conduct such tracking.

- The school district provides no quality control over the professional development offered to teachers and others. In addition, the school district does not conduct any meaningful evaluations of the effects of its professional development or the professional development offered at its individual schools on teacher practice or on student achievement.

- Most professional development offered by the district appears to involve one-shot sessions that lack any coherence, definition, or follow-up. Little of the professional development appears to be imbedded in the ongoing work of teachers or is designed to improve teaching skills.

- The professional development offered by the district appears to be mostly defined by external grants or the products that the school system purchases, rather than by teacher needs, assessment results, or district instructional priorities. The district does not offer a clear explanation of how the professional development it offers is designed to improve the capacity of teachers, schools, and central office staff members to improve student achievement.

- The team saw no evidence of a professional development or induction program for new teachers in the school system. Given the large number of new teachers brought into the system each year, this gap is bound to have detrimental effects on

the quality of teaching and the ability of the district to support and retain these new teachers.[18]

- The team also saw no evidence of professional development for the district's substitute teachers. This problem is compounded by teacher absences and the reported problem that the district has in recruiting substitute teachers.

- The team heard repeated examples of new district initiatives being rolled out for implementation without adequate professional development or coordination.

- The continuous downsizing and school closings over the last several years appears to be triggering the "bumping" prerogatives of senior teachers, resulting in some teachers teaching in fields they have not taught in for some time and undermining overall instructional quality. The district and the union have supported the concept of a balanced staff in which assignments should first be based on having the necessary qualifications to teach the content area and grade level. Furthermore, the contract states that a teacher carries seniority only in the areas in which she or he is currently teaching. However, there are clauses regarding seniority that could be interpreted as being in conflict with these provisions[19]

F. Reform Press

Urban school systems that are succeeding in improving student achievement are not waiting for their reforms to trickle down from the central office into the schools and classrooms. Instead, these faster-improving school districts have developed specific strategies to ensure that instructional reforms are reflected in schools and classrooms. These districts create strategies to monitor the implementation of their reforms to ensure integrity and comprehensiveness.

Positive Findings

- The school district does have procedures for conducting "walk-throughs" to see what is happening in the classrooms.

- Each school in the district has a school improvement plan that is supposed to lay out analyses of data and plans for improving overall student achievement. (Schools receiving funds under the federal Title I program are required to have such plans.)

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[18] *A Progress Report: School Improvement in The Detroit Public Schools, Phase II Teacher Survey*, November 2002. According to the teacher survey commissioned by New Detroit with financial support from the Skillman Foundation, 34.3 percent of DPS teachers in 2002 were at least 51 years of age, indicating that the need for a strong induction program for new teachers is likely to grow as current staff members reach retirement.

[19] Agreement Between the School District of the City of Detroit and the Detroit Federation of Teachers Local 231, July 1, 2002--June 30, 2005. pp.30-35.

- The district has about 30 instructional coaches based at the central office to help schools. In addition, the district has school-based coaches, Reading First coaches, and curriculum leaders. Moreover, a number of external organizations (e.g., Wayne County) provide coaching support to schools.

Areas of Concern

- The district has walk-through procedures, but there are differing ones in use and they are not always focused on the same things. Central-office staff members and principals use a variety of walk-through documents, and the district has separate walk-throughs for *Open Court,* Reading First, the Prentice-Hall Literature series, and for central-office staff. There is nothing wrong with the varying procedures and forms as long as they are coordinated and used in conjunction with each other, but the team saw no evidence that this was the case. The *Open Court* and Prentice Hall checklists deal with intended components of program implementation. The Observation Checklist for Secondary Schools was the least rigorous of the checklists provided to the team.

- The team saw little evidence that individuals using the walk-through forms and procedures had received adequate training on them. Moreover, the team did not see much evidence that the results of the walk-through procedures were incorporated into any systemwide reports or analysis and used to improve classroom instruction across the district.

- The team saw little evidence that the school improvement plans were rigorously reviewed prior to sign off by the assistant superintendents. The quality of improvement plans examined by the team varied greatly from school to school.

- The team saw little evidence that school improvement plans were used to inform decisions about funding or resource allocation.

- Finally, the team saw little evidence that the work of the diverse coaches in the district was adequately coordinated to ensure that their efforts were synchronized, avoided redundancies, and were consistent with the instructional priorities and needs of the district.

G. Data and Assessments

Two of the most noticeable features of urban school systems that are seeing significant improvements in student achievement are the regular assessment of student progress and the use of data to decide on the nature and placement of intervention strategies before the end of each school year. Districts that are more effective also use data to shape and define their curricula and their professional development content and strategies. Moreover, these districts use data to monitor school and district progress and to hold people accountable for results.

Positive Findings

- The district has a much stronger commitment to the use of data to drive achievement than the Council saw when it did its initial reviews in 2002 and 2003. In addition, the use of data undoubtedly is one of the new superintendent's top priorities. She has also stated clearly that she wants all programs evaluated for effectiveness.

- The district administers the TerraNova test to all its students in order to get nationally normed or standardized data on the status of its students from year to year.

- The district's new data system—COGNOS—has an item bank that can be linked to items on the MEAP. The system also allows teachers to see by grade level context expectation (GLCE) and released item whether a student or group of students answered questions correctly.

- Every school has a data analysis team, and data analysts are being hired in various central-office departments, including curriculum, early childhood, and other units. Senior staff members are being charged with modeling the use of data from the central-office level down through the schools.

- The district has used its new capacity to analyze data to identify writing as a critical problem for students across the school system.

- Staff members from the Title I, professional development, research, and assessment units are working to evaluate programs and disseminate results down to the school level to improve effectiveness.

Areas of Concern

- Michigan is one of only a handful of states nationwide that gives its annual testing for *No Child Left Behind* and other purposes in the fall rather than in the spring. The timing of these tests is both counterintuitive and counterproductive, since the fall testing assesses material taught the previous school year after the summer break. In addition, the teacher receiving the results is not the same teacher that produced them. And results are returned too late in the school year to do much about the results. In addition, the timing of the tests allows no systemic consideration of how to deal with students new to the district or school, how to use the results for diagnostic purposes, how to fold the results into the pacing guides, summer school programs, or supplemental educational services (SES) and other extended-time efforts. In short, there is no reason to think that the fall testing system works for anyone except the state.

- The district has no beginning-of-the-school year diagnostic assessments that would enable teachers to learn where students are in terms of critical skills. Instead, it conducts state tests in the fall and does not get the results of these tests back until after the first of the calendar year.

- The district got rid of its quarterly benchmark tests to cut down on the amount of testing it does during the school year. The consequence is that the district and its schools have no way of telling where students are on the instructional curriculum, except for results on its unit tests, which the district does not aggregate or review. In general, the district relies too heavily on its summative assessments and places very little emphasis on its formative assessments to know how to support its teachers and students.

- The district does not appear to have a process in place that would systemically modify or adjust instructional practices if data revealed there were problems.

- The district is spending considerable money on the administration of TerraNova test, but it is not clear how it uses the data. None of the curriculum guides—except math—mention TerraNova. There is no indication that TerraNova results have been used to shape the curriculum or instructional practice. And there is no indication that TerraNova's predictive validity with the MEAP has been established.

- Principals, parents, and teachers have little way of knowing which or how many students are on grade level, particularly in reading, over the course of the school year.

- It is not always clear to stakeholders at the school and central-office levels what COGNOS can do and what it cannot. In addition, it appears that COGNOS cannot generate reports by district "constellation" or feeder patterns. There was also no indication that English as a second language (ESL) test data had been entered into the COGNOS system. Finally, the use of COGNOS data at the school level was dependent on the reliability of the technology, which the team heard was problematic and inconsistent.

- The district has no calendar or schedule on which it evaluates its programs for effectiveness, and has little way of knowing which programs in the district work and which ones don't. Moreover, the district also has no mechanism for determining whether the numerous programs it has implemented over the years were implemented correctly.

- The district also has no mechanism in place for reviewing or evaluating external research programs or data requests. The team heard that policies to guide research requests were generally inadequate.

H. Low-Performing Students and Schools, and Special-Needs Populations

Urban school systems that are seeing substantial improvement in student performance have a targeted strategy to intervene in and increase achievement in their lowest-performing schools and with their lowest-performing students. These school systems also have clear strategies for teaching special populations such as English language learners and students with disabilities. Such strategies may vary from district to district, but they share a number of common elements.

Positive Findings

- Several low-performing schools in the district have been reconstituted.

- The district uses a number of intervention programs in reading and math when students are beginning to fall behind (e.g., Corrective Reading, Reading First, and Accelerated Math). Other urban school systems often use these programs effectively. The adopted math textbook also provides math diagnosis and intervention systems in grades K-6.

- The district was one of the first districts nationwide to participate in the Reading First program and uses the program in its lowest-performing elementary schools.

- Reading First began in 2002-03 with 22 schools, and added a second round of 17 schools in 2005-06. Schools participating in Reading First generally have made strong gains on the Grade 4 MEAP, according to data furnished by the district.

- Title I content specialists are also assigned to schools in stages 5, 6, and 7 of school improvement under *No Child Left Behind*. The district also has deployed an extensive number of coaches to focus on its lowest-performing schools.

- The district approved five reading intervention programs: Reading Recovery, Grade 1; Reading Mastery, Grades 1-3; Corrective Reading, Grades 4-12; Project Read; and Wilson Reading.[20] The Policies and Procedures: Middle School English/Language Arts, World Languages, and 21st Century Literacy/Corrective Reading 2007-2008 manual provides guidelines for identifying students and suggests modules for using the Corrective Reading program in all middle schools.

- The district has instituted an extra math period in its low-performing middle and high schools to give students the opportunity to catch up.

- Principals can request and receive support from central-office instructional specialists for struggling teachers.

- The district has implemented a new program (Avenues) for teaching English to ESL students. It also prepares individual student profiles on English language learners before they attend summer school. In addition, the district has moved to provide new textbooks (Edge) designed to move ELL high school students to higher comprehension levels on the Michigan Merit Exam (MME).

- The district has its own centers for students with profound special education needs, and has resource teams at each school to address the behavior and academic needs (response to intervention) of students with disabilities before testing them. The district has also set up special education transition schools for its 19-26 year olds.

[20] Elementary English Language Arts Policies and Procedures, revised 2007, page 13.

- The district serves nearly 12,000 English language learners at 51 sites. The team's examination of 2007 test scores in grades 3, 5, and 7 showed that the percentage of the ELL students attaining proficiency or above on the MEAP is sometimes higher than the percentage reached by their native English-speaking peers, particularly in mathematics. (See Chapter 1.)

Areas of Concern

- The district is under "district improvement" status under *No Child Left Behind*, but it does not have a clear strategy for getting out of sanction status. In addition, a high percentage of the district's individual schools are in "school improvement" status under the law.

- Despite the fact the district has reconstituted a number of schools over the last several years, there appears to be no districtwide plan for reconstituting schools; nor is there any guidance for reconstituted schools on what they are supposed to do. For instance, there appears to be no overall strategy for handling staffing, professional development, instructional programming, or the like in schools being reconstituted.

- There does not appear to be any additional support by the district for schools coming out of school improvement status under *No Child Left Behind*.

- The district does not appear to have a coordinated strategy or plan for how it uses its federal Title I school improvement dollars to reform or improve its lowest-performing schools. There is also no coordinated strategy for how the district uses its supplemental educational services (SES) or other extended-time programs to improve student achievement. These programs appear to be disconnected from the broader districtwide efforts.

- Core instructional specialists and curriculum leaders deployed to help improve low-performing schools appear to be used periodically for purposes other than their main jobs, e.g. discipline, substitute teaching, etc.

- Teachers in schools in their fourth or fifth year of sanction status under *No Child Left Behind* apparently are to write and update individual student achievement profiles on a quarterly basis, accompanied by student portfolios.[21] However, no one interviewed mentioned these profiles. The document does not indicate how these profiles are to be used or monitored.

I. Early Childhood Education and Elementary Schools

It is often difficult for urban school districts to improve everything at once. Districts having success in improving student achievement did not take on the entire

[21] The Elementary English Language Arts Policies and Procedures for 2007, page 7. These profiles are also mentioned in the draft District Improvement Plan as an indicator of success in Strand 1.

system at once. Instead, these districts started their reforms at the early elementary grades and worked up to the middle and high school grades.

Positive Findings

- The district's Head Start and the state's early childhood programs serve about 3,115 students in more than 90 early childhood programs. The district also has a relatively large staff to serve the early childhood programs.

- The district has 46 Head Start classrooms in 24 schools.

- Pre-K through Grade 3 longitudinal data assembled at the team's request suggests that the district's early childhood students perform better in later grades than do those students who did not attend pre-K programs in the district.

- Community representatives interviewed by the team reported having far greater confidence in the district's elementary schools than in its middle or high schools.

Areas of Concern

- The extensive number of school closings over the last several years may have swollen class sizes and undercut the district's efforts to boost student achievement. The situation may have also been exacerbated by teacher seniority rules and bumping procedures, but there are no clear data to sort out what variables are causing what effects.

- The district has an early childhood program, but it does not have a districtwide full-day kindergarten program, meaning that some of the positive effects of the early childhood programs may be lost in kindergarten.

- The district also has no systemwide gifted and talented program, making Detroit one of the few urban school systems nationwide with no such effort. The void has enormous ramifications for the district's ability to create a pipeline of students for its AP and other advanced courses in the secondary schools.

- District staff members reported to the team that students often left the Detroit school system after the elementary grades, but the team's examination of the data suggest that students are leaving the district year by year as they move up the academic ladder—including at the elementary school level. This situation caused the team to question how thoroughly the district's attrition statistics were being analyzed.

J. Secondary Schools

While many urban school systems that see gains in student performance focus their initial reforms on their elementary schools, they do not ignore their middle and high schools. There is no national consensus on how to improve high schools yet, particularly in the nation's urban areas. Still, the faster-moving districts have put a number of

strategies in place to ensure that students who did not learn the basic skills in elementary school do so before they graduate from high school.

Positive Findings

- The district has consolidated its high school programs and efforts to reform its high schools under a single organizational unit in the central office. The district is also pursuing small learning community and school-within-school strategies to overhaul and redesign its secondary schools.

- The district has a number of magnet programs, AP, and other accelerated courses in its high schools—although they are not evenly available at all the schools. The district has also set up a number of pre-AP courses.

- The district has established dual enrollment courses and early-college programs with Wayne State University and Wayne County Community College.

- The district has also established 10 alternative schools with credit recovery programs at the middle and high school levels.

- The district has established two single-gender schools (1 female, 1 male) to address the special gender-related needs of students. The district is one of only a handful of big-city school districts across the country with such programs.

- The district also has deployed a curricular leader or curriculum specialist to each of its 6-8 grade middle schools, with responsibilities to teach one to three classes a day.

- The district is increasing its AP offerings. A memorandum dated April 12, 2006, nominated 77 teachers in 11 schools to attend Advanced Placement summer institutes at Oakland University with external grant funding.

- Career and Technology Education (CTE) course offerings include preparation for careers in biomedical engineering and information technology.

- The Advanced Placement program under the Department of Literacy features Pathways to Learning documents that list policies and procedures for AP, beginning with vertical preparation in grades 9 and 10 for entry into AP courses. The documents provide suggested supplements to the adopted grade-level textbooks. Additionally, individual AP course guides offer a written supplement that describes how to modify the use of the adopted textbook to meet AP course requirements, sample lesson plans and activities, vocabulary lists, and summer reading suggestions.

Areas of Concern

- Student achievement in the district’s secondary schools is unusually low and dropout rates are unusually high.

- The district has implemented Michigan's Integrated Behavior and Learning Initiative (MiBLSi), but only in 15 schools. (Additional schools may be added in 2008-09.) The district also has a positive behavioral intervention effort as part of its special education program.

- The district does not appear to have a secondary school feeder pattern for the special language programs that it has in its elementary schools. In other words, students who start learning a language in elementary school may not be able to continue to study that language in middle and high school.

- The district's Career and Technology Education (CTE) supervisors make every classroom apply for state approval (a year-long process) to get federal Carl Perkins vocational education funding, rather than requiring programs to apply as a whole. This process constitutes an enormous waste of time and effort.

- The creation and definition of the district's CTE programs does not appear to be informed by current and local labor market trends and projections.

- The CTE Technology Plan furnished to the team indicates that there is awareness that Perkins funds can be used to update the aging computer infrastructure available to students. However, no one mentioned this possibility, even though several interviewees decried the state of technology in the schools.

- There appears to be little coordination between any of the secondary school program personnel and the Adult Basic Education program personnel. Some of the staff members did not know each other.

RECOMMENDATIONS

A. Political Consensus and Preconditions

1. *Encourage the school board to participate in various professional development opportunities around the country and to build a greater consensus for the direction of the school district's reforms and improvement.*

2. *Encourage the school board to receive regular reports on the district's efforts to improve the instructional program and on trends in student achievement.*

   To signal that instruction and student achievement have high priority in the district and to be well informed on progress toward district goals, the team suggests that the school board receive regular updates on instructional initiatives and student progress indicators. When receiving reports on instructional initiatives, the team recommends that administrative staff provide such information as—

   - The rationale and assumptions behind program designs

   - How various departments in the school district and stakeholders are collaborating on the initiative

- How the success of the initiative is being monitored
- The effects of the instructional reforms on student achievement, including the number of students participating by subgroup
- Modifications to be undertaken as a result of monitoring the program implementation and program impact on students.

3. *Initiate a coordinated citywide army of volunteers, tutors, and mentors to work with and support district students. Considerable goodwill exists across the city about the new superintendent's initiatives, and many groups might be enlisted in her efforts to support the achievement of district students.*

   In 2003, New Detroit reported findings from two business and community focus groups.[22] The organization recommended establishing an office to serve as a clearinghouse for partnership efforts by corporations and others. As with all initiatives, however, bringing in community members requires planning and coordination. If the district moves forward on this recommendation, it should consider—

   - The process for identifying priorities that volunteers can help the district address
   - Creating a public outreach and communications plan
   - Determining how volunteers will receive training about school procedures
   - Determining if tutors will use specific materials, how these materials will be purchased, and how tutors will learn how to use them
   - Determining how volunteers will be screened, scheduled, monitored, and recognized as they work with children
   - Determining how the program success will be evaluated
   - Creating a process for handling issues or problems that may arise
   - Determining how the district will honor outstanding volunteers

4. *Establish a joint program of the school board and superintendent to recognize schools that have made substantial progress and have come out of sanction because of higher student achievement.*

   It is important for a district to honor and celebrate strides made in student achievement. Some districts recognize schools with banners in front of the school, a dinner hosted by the business community, recognition by the local media, or stipends

[22] *Partnering with the Detroit Public Schools: Perspectives from Detroit Area Business & Community Leadership: Focus Groups Conducted by New Detroit*, October 20 & 27, 2003.

awarded to school staff. There are numerous ways to let people know that their hard work and results have been noticed and appreciated.

5. *Encourage the superintendent to convene a regular series of community forums and outreach efforts that would allow her to express her vision and direction for reforms and to hear community concerns. The forums might also be used to garner ideas for improving student discipline and for attracting parents and students back to the district's schools.*

6. *Encourage the superintendent to establish a series of "no excuses" cross-functional administrative teams to work on major district problems and challenges, such as retaining and attracting students, and building teamwork and collaboration across different areas.*

   District staff members across departments often compete with each other without realizing how their independent efforts unintentionally fracture districtwide initiatives. We recommend establishing a series of cross-functional teams to build teamwork, improve communications, strengthen coordination, enhance planning and program implementation, solve complex and multifaceted problems, and build a sense of joint ownership for solutions. The cross-functional teams should receive training in change management or *system's thinking*, and consider short- and long-range planning needs. The teams should have clear tasks, responsibilities, and timelines, and should be held accountable for the outcomes of their work.

7. *Develop or update the district's communications and marketing plan—particularly the district's internal communications activities—to better engage the public and communicate with parents. Reinstitute a parent newsletter that summarizes not only district developments, but also highlights community efforts to be involved in the schools or to work with students. Give special visibility to parents or groups who return to district schools.*

8. *Set up specific procedures in each department for how to respond to requests for information, and track and report on the requests, the pattern of requests, and what happens to the requests.*

9. *Establish better working relations with the media through regular meetings with the editorial boards of the major newspapers to explain district goals, efforts, and progress, and by dropping the overused practice of requiring reporters to submit Freedom of Information requests before they can get routine information from the school system.*

10. *Begin working with the teachers' union in preparation of contract negotiations to ease the effects of "bumping," particularly in the lowest-performing schools.*

    Both the district and the union benefit when parents have confidence in their public schools and choose to educate their children there. Demonstrating to the public that children's success is foremost in the minds of DPS administrators, union leaders and teachers might bring the Detroit school system additional national prominence and help reverse the decline in student enrollment.

11. *Update the district's Web site to ensure that it contains the latest information for parents and community members and that this information is easy to access.*

    The district's Web site is a major communication tool. In conducting its research, the team often found that the site contained outdated or inaccurate material. Providing updated information to the webmaster should be included in the process of making changes in organization, services, data reports, or procedures.

12. *Conduct a systemwide inventory of programs, resources, and equipment at district schools to ensure that resources are being distributed equitably and are at an agreed-upon standard. Also, inventory schools that have been closed to ensure that needed materials and equipment follow students to their new schools in a timely, efficient manner.*

13. *Develop explicit criteria for the closing of any additional schools in the district, using detailed demographic analyses and school* No Child Left Behind *status. Criteria should include staff transition plans for closing and receiving schools.*

    Closing schools is always a difficult, emotional process. Some conflict can be mitigated by establishing a transparent process that uses predetermined criteria for selecting the schools that will be closed. Among the criteria that might be considered are student achievement levels, school size, and projections for future growth or population declines in an area. Additionally, the district should consider the safety of routes students will have to follow to reach a different school. Principals of the closing schools need to inform receiving schools about community concerns so that the receiving schools can prepare an effective process for integrating the new students into their new school community. Moreover, the sending and receiving schools need to coordinate the process for handling student records and classroom materials for a smooth opening of school. Finally, transition plans for staffing should consider student needs and staff strengths, and notify staff of new assignments in a way that demonstrates respect for staff and students.

14. *Develop explicit strategies in schools and grades with declining student enrollment formulate activities aimed at retaining students in the Detroit Public Schools.*

B. Goals

15. *Review all district goals for raising student achievement to ensure that they are specific, measurable, up to date, and are widely known across the school system.*

    Staff members at all levels of the district need to be aware of the goals for student achievement for each subgroup and share a sense of urgency in meeting or exceeding these goals. Where groups are performing so poorly that meeting safe harbor targets entails raising average scores by only a few percentage points, consider bolder targets with supports for reaching those benchmarks.

16. *Review all individual school improvement plans and the district's improvement plan to ensure that the district's goals are reflected in each school's goals and plans for improvement, and that the activities are aligned to attain those goals.*

Ensure that the school improvement plans align with the goals and initiatives in the district improvement plan. In addition, ensure that the district improvement plan has sufficient detail to drive instructional reforms. Whereas the district improvement plan may need to fulfill state requirements, it also needs to have annual targets and clearly defined benchmarks to evaluate reforms and drive staff accountability.

17. *Establish a series of targets for improving student achievement in each of the district's "constellations." Include goals on building cleanliness, security, responsiveness, and resource distribution. Build in regular reports to the school board to communicate progress in meeting goals.*

18. *Establish an ambitious series of stretch goals that go beyond NCLB safe harbor and Adequate Yearly Progress targets—including goals for such measures as ACT scores, AP participation, ninth-grade transitions, dropout rates, etc.*

C. Accountability and Organization

19. *Explicitly tie the evaluation of senior staff to districtwide achievement goals and priorities, i.e., place senior instructional staff on performance contracts linked to attainment of districtwide instructional goals*

    The district should consider tying district instructional goals and timelines to staff evaluations and job descriptions. The move could also assist in improving staff communications, expectations, and monitoring. The practice often contributes to a sense of urgency for meeting district goals and stimulates collaboration among cross-functional teams. It also could enable the district to take action when individuals are not meeting their written responsibilities. The district already includes student achievement expectations in evaluating principals, but does not yet include student achievement in the evaluations of central-office staff.

20. *Review and revise the job descriptions of senior instructional staff members to reflect core competencies and responsibilities for meeting district goals and priorities.*

    Training and support can then be aligned more tightly to the functions that staff members are expected to perform

21. *Revise principals' evaluation procedures to clarify and strengthen the use of achievement data to determine whether academic expectations are met or exceeded.*

    The current principal and assistant principal evaluation form uses weighted scores to measure performance. It uses a weighting factor of 15 out of 100 for increasing student achievement on MEAP or MME, meeting AYP and school goals, and student performance on the TerraNova test. In addition, a weight of 10 is awarded for using data to increase student achievement, develop curriculum activities and strategies, and to plan, assess, and implement professional development. The district has also provided an outline of the criteria for earning a performance rating (exceeds expectations, met expectations, needs improvement/developing, and unsatisfactory) for the components within these performance categories. The district might consider increasing the weight given to increasing student achievement.

22. Conduct a detailed functions analysis of central-office instructional staff to determine areas of responsibility, accountability, spans of control, and consistency in job titles.

After conducting an audit of current job functions, the leadership team can redefine positions to better support the district's vision, goals, and targets.

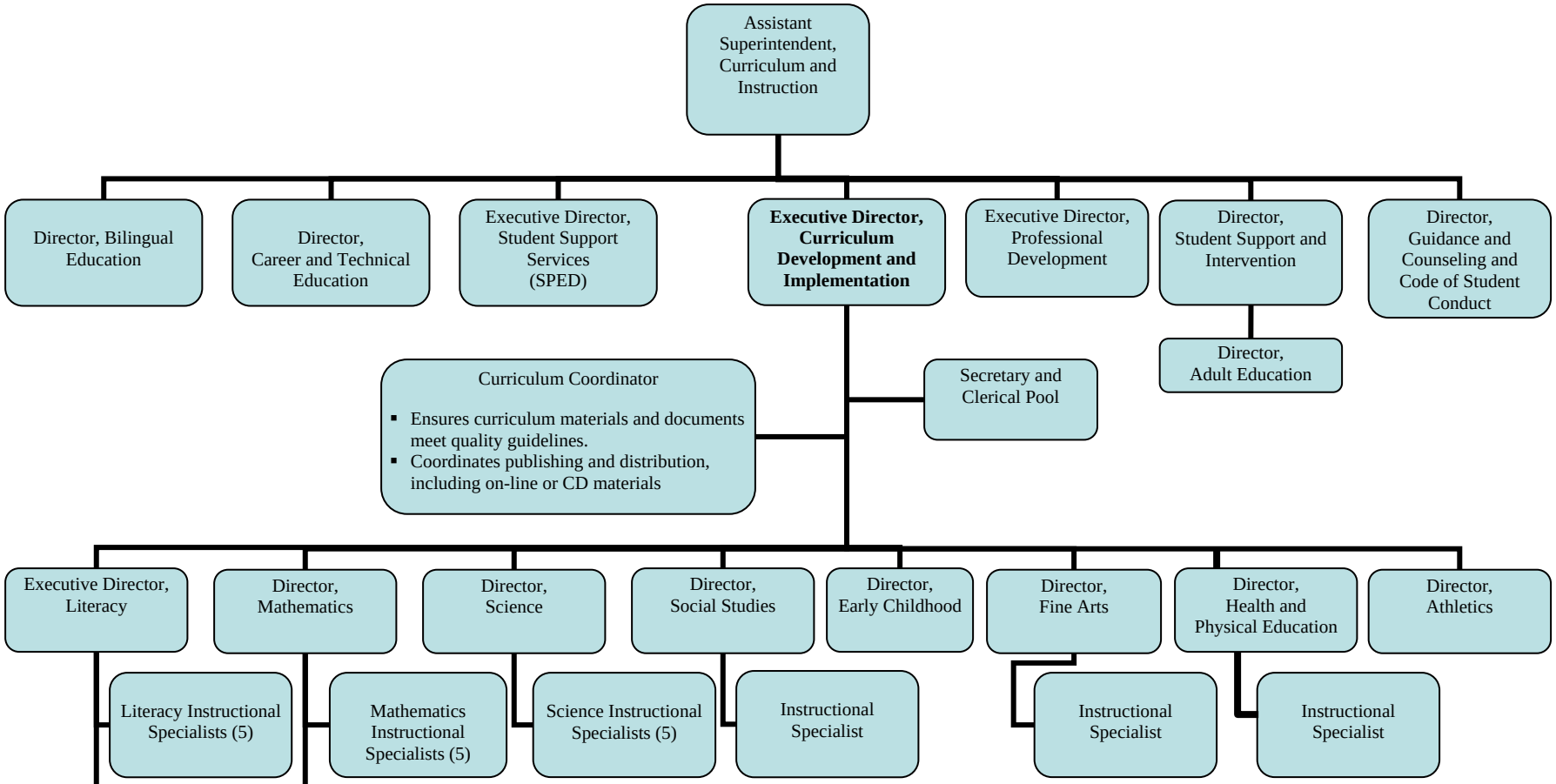
23. Reorganize the instructional unit

When the team visited the district in November 2007, the leadership of the instructional unit was reviewing the job responsibilities of department members. The number of professional and clerical staff members in the instructional unit is significantly higher than districts of much larger size. (See Exhibit 34 on the next page for a proposed organizational structure.)

As the district defines its goals and examines its current status, the unit should be configured to help meet new demands. While it is important to maintain a strong central-office presence, the district should consider moving many staff members closer to the schools. In most large urban school districts, the central-office curriculum department is responsible for several critical functions—

- Ensuring that teachers have a written curriculum guide and/or pacing charts describing what needs to be taught at each grade level and course, including all state requirements, and ensuring that teachers and school administrators have the same high expectations for student work.
- Analyzing all districtwide tests to determine the concepts, knowledge, and skills students should master to be successful on them. Using that information, curriculum staff revises curriculum to include more detailed information about what should be taught.
- Leading the textbook adoption process, and conducting a detailed gap analysis to indicate to teachers where the adopted textbook is strong and where and how to supplement it.
- Ensuring that teachers and principals have the training and support to use textbook and other curriculum materials well in teaching the district's curriculum. It is also important for the central office to build a mechanism to learn from end users how to improve the support that they receive.
- Ensuring a seamless system of prioritized, differentiated professional development for teachers, and providing in-service training on curriculum, instruction, and coaching for content area coaches, so that they are better able to reach the district's achievement goals.
- Providing tools for monitoring student progress on the curriculum, including benchmark assessments aligned with the pacing guides and walk-through tools for principals and supervisors.

Exhibit 34. Proposed Organizational Structure of Instructional Department



Instructional Specialists:

- Under the leadership of the curriculum director, develop and revise curriculum documents aligned to the state standards and assessments to guide classroom teachers and improve student achievement.
- Plan, develop and deliver professional development designed for specific audiences of principals, coaches, and teachers to address areas of need indicated by student achievement data.

Coach Coordinators

- Ensure that coaches working in schools have deep knowledge of curriculum, instruction, assessment, and coaching.
- Plan and conduct weekly meetings with school-based coaches to provide professional development, learn what support is needed at the school level.
- Work with principals to monitor the quality and success of the coaches in improving student achievement.

- Preparing jargon-free materials for parents to help them understand what to expect their children will be learning and how they might support that learning in everyday activities.
- Collaborating with other departments to ensure that curriculum materials and professional development for general education classroom teachers meet all student needs.
- Keeping abreast of current research in curriculum, instruction, and assessment.
- Staying up to date on federal, state, and local developments in order to anticipate issues and propose solutions.
- Using scarce budget resources effectively and efficiently to focus on curriculum and instructional areas that data analysis suggests should be priorities.
- Providing guidance to district leaders and schools on how to reach district achievement goals.

There is no single way to organize a curriculum department. Usually, districts separate staff functions to support schools and teachers from supervisory functions to evaluate school staff. If the curriculum department is to perform a staff support function, it must clarify the roles its staff members will perform. In determining the organizational structure of the department, leadership should first decide the strengths of each staff member and how those strengths best match the knowledge and skills required to achieve the goals of the district and the department. The Council of the Great City Schools has samples of how other urban districts have organized their teaching and learning departments.

24. *Review staff allocations and funding sources for personnel in the instructional department to determine who is supported by federal programs and check for compliance with regulations.*

    Funding sources often carry limitations for what a staff member may do without jeopardizing the funding. The information about how the position is funded should be part of the job description. The pertinent regulations routinely should be furnished to staff members in those positions and to their supervisors.

D. Curriculum

25. *Analyze the nature of the grade level content expectations (GLCEs) to determine essential knowledge and skills for mastery in each core content area. Once done, place the GLCEs into a sequence aligned with priorities and state tests, match with teaching materials and pages, and place them into the pacing guides.*

    It is important for everyone in the district to understand that the adopted textbook programs are not synonymous with "district curriculum." Curriculum is the set of objectives that delineates what students are to know and be able to do. Instruction is teaching that is aligned with the curriculum. Communicating clear curriculum

expectations to all school administrators and teachers is one of the largest problems facing school districts. Too often district leaders rely on state-developed documents and make assumptions that everyone is interpreting the standards and GLCEs in exactly the same way. That is rarely the case.

Unfortunately, standards and GLCEs are open to interpretation, even by various content experts. Low scores at higher grade levels are frequently the result of misinterpretations in lower grades about the precise level of rigor and depth of knowledge intended in the state's standards documents. Many districts try to address this issue through staff development, but provide nothing in writing to guide teachers long after the sessions are over.

Some educators refer to the analyses of state requirements as "unpacking the standards." They do this so teachers will know precisely what is eligible for testing and how it should be included in the district's pacing guide. Teachers should know how deeply—or rigorously—these concepts are to be mastered at each grade level and how these concepts and skills will be developed in subsequent grade levels. For example, how does a first-grade or a fourth-grade teacher know if his or her students are writing on grade level or above? What level of vocabulary, grammar, punctuation conventions, and quality of organization are teachers to aim for in every school? By providing more details about what students are to master at each grade level, teachers can feel more confident that they are working on the right knowledge, concepts, and skills while developing in their students the foundation for ever-more complex work at higher grade levels.

Unpacking can take the form of bulleted lists of sub-skills or annotated exemplars of student work. In either case, the unpacking should align precisely with how student mastery is assessed. For example, instruction in "finding the main idea" initially appears to be a straightforward notion. But there needs to be an explicit understanding—districtwide and at each grade level—of whether instruction should focus on the stated main idea and/or the inferred main idea. Teachers need to know whether students can identify the main idea of a paragraph, a longer reading selection, or across reading selections. And teachers need to know which genres may be involved. Instruction will differ depending on whether students can recognize the main idea from a multiple-choice item, select the best summary from a set of possible summaries, select a title, summarize the main idea in their own words, or compare and contrast the main idea of multiple texts. If students are to be able to select details from the reading passages that support their conclusion about the main idea, then classroom instruction is affected.

Central-office experts need to examine the GLCEs at every grade level and map how students are expected to develop concepts and skills over time within and across grade levels. And they need to use the released MEAP assessment items to further inform the unpacking process and analyze each item to determine:

- What concepts would a student have to know to answer the item correctly?

- What knowledge and skills would the student have to master to be successful on the item?
- What level of vocabulary would students have to understand in order to answer the question? Are their terms that have special meanings in the item that have a different meaning in another context? (e.g., "*interpret* this poem" versus "*interpret* this graph.")
- How else could these concepts, knowledge, and skills be assessed?

When the GLCEs and assessments have been unpacked, the key question to answer is this: Where and when in the curriculum has the district introduced, practiced, reviewed, and taught these concepts, vocabulary, skills and subskills to the level of rigor students need in order to be successful?

26. *Conduct an independent analysis of the district's curriculum and textbooks in core subjects to identify gaps with the state standards and with the Michigan Educational Assessment Program (MEAP) and the National Assessment of Educational Progress (NAEP) frameworks. Then revise curriculum documents and pacing guides accordingly, explicitly advising teachers how to fill gaps with specific materials or strategies.*

    Textbook companies regularly furnish alignment documents, but, at best, those documents normally represent a loose, topical alignment with state standards and expectations. Typically, the publisher indicates alignment when a lesson simply contains even a tangential or topical connection to the standard or objective. For example, if students are to read a story, textbook publishers will often include any objective or GLCE that has to do with reading or listening to a story in the definition of alignment. In actuality, the lesson that links to that story is designed to teach a particular concept or skill. Perhaps the story is the vehicle for studying how to determine an author's point of view, while practicing other reading skills that were taught in prior lessons. A teacher looking for lessons to teach or reinforce that particular concept does not want to look up which of the 20 items correlated with the lesson is the real focus of the lesson. Once the concept is taught, it may be referenced or reviewed in many future lessons. Teachers need to know precisely when the concept is introduced and explicitly taught, rather than simply seeing it (the concept) listed in the lesson without its being the focus of the instruction. Furthermore, portions of major concepts need to be presented at different times. The guide needs to tell teachers the portion of the concept that the lesson actually presents. Finally, some publishers simply do not tell a district where gaps exist, thereby presenting a rosier depiction of alignment than may actually be the case.

    Staff members conducting a more convincing gap analysis need to have a deep understanding of what the unpacked GLCEs actually mean, how they translate into classroom work, and how state assessments measure student mastery of them. On the basis of this understanding, the analysis should create a product that is incorporated into the curriculum guide and pacing charts, which indicates to teachers how all of the previously unstated subcomponents that go into the GLCE are developed through the

lessons. Furthermore, the analysis should indicate when the teacher can rely on the textbook to meet all of the needs of the GLCE and where the teacher needs to supplement the textbook with commentary, additional practice, additional materials, or another resource.

The Detroit Public Schools' new superintendent has taken the bold step having the district participate in the Trial Urban District Assessment (TUDA). The gap analyses done by the district should extend beyond MEAP to NAEP in order to determine where the textbooks and the classroom instruction need to be enhanced to support the higher rigor that NAEP assumes. At the middle school and high school levels, the analysis should also consider components of the MME and how students are acquiring the academic vocabulary needed to be successful in the secondary grades.

Finally, it is important to note that Recommendations 25 and 26 should not be interpreted as a call to supplement the textbook with test preparation drills and workbooks. These commercial materials usually have no classroom context and provide rote practice without teaching the underlying concepts students need to understand. The team stresses the importance of having a curriculum with supporting textbook and classroom learning activities that teach students what they need to know in a way that will also help them be successful on any academic test or challenge.

27. *Revamp the district's pacing guides to reflect the gap analysis and the unpacking of the GLCEs. Include time for review, reteaching, and enrichment. In addition, ensure that pacing guides integrate content across subject areas, writing, and African-centered content. Finally, build additional flexibility into the pacing guides so that they are not specified day to day but week to week instead.*

    Teachers tend to use pacing guides when they perceive them as useful and necessary. Elementary teachers, in particular, find this level of specificity and uniformity helpful because they often teach multiple subjects. The pacing guides should form a one-stop document for teachers with a single organizational structure and format across content areas and grades. Pacing guides should be in the front of a curriculum guide that contains additional details for lessons and units. Statements from the policies and procedures manuals that indicate expectations for lesson planning and classroom requirements should be accessible in the curriculum guide. Teachers doing lesson planning should not have to turn to multiple documents to know that their lessons are addressing the right content. Specifications for the pacing guides might include—

    - An introduction and philosophy statement, together with any policies or procedures that require teachers to use specific materials or classroom instructional practices.

    - A side-by-side alignment of unpacked district objectives and Michigan GLCEs. The document should write out GLCEs and the unpacked subcomponents, rather than using codes alone, and should include all GLCEs. It is common to have district objectives that go beyond state requirements.

- An indication of what portions of a concept being taught in a particular grade level have been presented in prior grades[23]
- Alignment with the textbook through providing a description of how and when to use supplemental materials
- Indications of how and when to supplement the textbook where it is poorly aligned with state assessments, and what portions of the textbook are optional
- Lists of academic vocabulary to be emphasized in a given unit. The vocabulary should be drawn from the content area and common academic terms that need to be taught precisely the way they are used in each content area (e.g. "analyzing" in language arts has a different meaning than "analyzing" in chemistry.)
- Suggestions for intervention strategies when students have not met prerequisites or mastered ideas, including references to Tier I, II, and III interventions. (Tier I refers to the instructional program for all students; Tier II consists of interventions designed to help a smaller group of students who have not yet mastered a concept or skill; and Tier III is a more intensive intervention for those few students who are far from mastering the concepts and skills and require more substantial support.)
- Suggestions for adapting specific and differentiated learning strategies for special populations
- Definitions of terms used in the guide and courses
- Annotated examples of student work to illustrate levels of mastery of specified objectives.[24]

Well-designed pacing systems should also be able to—

- Support teachers and administrators
- Ensure that students have an equal opportunity to progress through the curriculum
- Ensure that students have the academic preparation for future work
- Provide continuity of instruction in districts in which students frequently change schools

[23] For example, a fourth-grade teacher could see what had been taught about that objective in earlier grades.
[24] Selecting or developing examples of quality writing for each grade level and content area would provide teachers, administrators, parents and students a better understanding of what it means to write at grade level.

- Free teachers to work on quality classroom instruction, rather than having each teacher spend time independently inventing the sequence of instruction and determining the importance of each objective.

Finally, the pacing guides should be realistic in terms of how much time is actually available for teaching in a school year, and should—

- Define a specific period of time for teaching concepts, knowledge, and skills
- Provide time for reteaching, as necessary
- Consider the number of days available for actual instruction (after subtracting holidays, snow days, testing days, etc.)
- Allow for the explicit review of concepts, knowledge, and skills throughout the year
- Indicate how to assess student learning, including and going beyond state assessments
- Be revisited on a regular basis if student performance indicates the need to revise the pacing system, clarify objectives, and determine if additional materials are needed or targeted specific professional development is required.

While curriculum leaders in the central office might develop a pacing guide, it should be written with teachers. It should also be tested with focus groups of teachers, piloted by teachers, and revised according to teachers' reactions. The results should be important for both amending the pacing guide and in shaping professional development on its use. The district may want to consult with the Dallas Independent School District for examples of tools that it has created to make its curriculum more explicit for teachers, principals, and parents.

28. *Reformat curriculum guides so that they are consistent and uniform. Consider using the district's science guides as a template.*

29. *Ensure that the Year at a Glance and the pacing guides/curriculum guides are consistent. This could be accomplished by consolidating documents.*

30. *Design a process for teachers to provide regular feedback on curriculum materials and guides, and use the results to revise the curriculum as needed and to inform the nature and direction of the district's professional development.*

    Materials can meet every criterion for being high quality, but still sit unopened if teachers do not think that they are useful. Every business works with its end users to articulate their needs and assess effectiveness. Curriculum is no exception. Curriculum materials improve when the process of creating and improving them has a way for both new and experienced teachers to try out designs and learn from differing strategies. Teachers may have also learned that certain sequences of objectives work better than do others or need more time than is allotted for skills development. It is

important to hear what teachers have to say about improving the documents and what professional development they need to implement them.

31. *Place a moratorium on the purchase of additional programs until the district's curriculum documents can be analyzed and revised, and current programs are correctly implemented and evaluated.*

    The school district needs to get a handle on the strengths and weaknesses of the programs that it currently uses. It will take time to analyze the GLCEs and the textbook alignment. This analysis should be done before spending additional funds for new, unanalyzed materials.

32. *Allow the Assistant Superintendent for Curriculum and Instruction to visit other urban school districts that have successfully implemented instructional programs that are similar to those that the Detroit school district is using.*

    The Council of the Great City Schools can help locate peer districts that are successfully implementing instructional programs similar to Detroit's. The experiences in districts making significant progress might keep the Detroit Public Schools from reinventing the wheel and help the district avoid pitfalls that other districts have faced.

33. *Align all external grants and partnerships with district priorities and curriculum.*

    Districts strapped for funds often apply for grants to gain resources. However, indiscriminate pursuit of grants can take the focus off of district initiatives and pull scarce human resources away from important district priorities. The district needs to be selective with grants and partnerships to ensure that everyone concentrates all efforts on meeting district priorities and implementing the curriculum well.

34. *Develop a parent guide that articulates what the expected course of study is at each grade level.*

    Parents need to have a jargon-free outline of what their children will be learning each year. This information might also include tips parents can use to support student learning at home. Many districts use flyers, pamphlets, and online materials to communicate with parents. The Council can provide a list of districts that produce and disseminate such documents.

35. *Establish a clear policy for ordering textbooks and an accountability mechanism for ensuring that all schools are appropriately supplied. Also establish a clear districtwide policy for students about taking home books.*

Reading

36. *Conduct a detailed analysis of the linkages, commonalities, and gaps among the various literacy programs that the district uses after grade 6. Build transitions accordingly.*

Student mobility requires the district to provide teachers with information about what literacy programs students have had. The detailed analysis in Recommendation 26 should assist in meeting this recommendation as well.

37. *Integrate handwriting and spelling lessons into the broader literacy program, rather than treating them as separate subjects.*

38. *Identify key strategies across content areas that engage students in the active construction of meaning and build this ability into the literacy curriculum in order to enhance students' comprehension skills.*

    Literacy is not the sole domain of the English classroom. Every department needs to include literacy activities for teachers of other content areas so that students to master literacy skills. Reading in science, math, social studies, the arts, and physical education makes specific demands on vocabulary, the structure and tone of the text, and the types of self-monitoring students need to do to comprehend what they are reading.

Mathematics

39. *Provide teachers with sample questions to facilitate "Math Talk" or use Scott Foresman's new blended Investigations series instead of TERC's Investigation materials, because the series requires continued professional development.*

40. *Use the Scott-Foresman intervention program across grade levels in conjunction with the regular math program.*

41. *Incorporate into math lesson plans differentiated activities to meet the needs of different types of learners; and build follow-up/extension activities and small group learning opportunities.*

E. Professional Development

42. *Finish developing the districtwide professional development plan. The plan should include components for teachers, principals, assistant principals, central-office staff, clerical staff, and substitute teachers. It should also include appropriate differentiation for each teacher group and consider participation in prior professional development activity and experience levels.*

    The professional development calendar should flow from the professional development plan. The calendar should provide descriptions of the rationale, objectives, and audience for each session title. In addition, the calendar should indicate whether the session is voluntary or mandatory, indicate courses that consist of a series of sessions, and note when courses listed are additional sections of the same session.

    Allowances should be made for teachers' ability to select their own professional development, but the district should also be able to require professional development on its priorities and curriculum. Moreover, teachers should be paid for their

participation in required training sessions. There is little other way for a school district trying to raise academic performance to ensure that teachers have the requisite skills to do so. The district also has access to content area coaches and on-site curriculum leaders. Not all staff development needs to take place in traditional sessions. However, the district should be clear about what it expects coaches to teach and support. Coaches, moreover, need to have training both on content and on how to coach adults.

The team also encourages the district to make sure that its professional development plan reflects districtwide academic goals, targets, priorities, and student performance data for each grade and content area. This would involve taking a number of issues into consideration.

First, the district should articulate its highest-priority topics for professional development. The team suggests that sessions for all instructional staff members include work on the unpacked GLCEs and the revised pacing guides, as well as the rigor required at every grade level for students to succeed academically. Wherever possible, sessions should be customized by grade level or course, so that they are timed to deal with upcoming pacing guide concepts that have proven particularly difficult for students to master according to previous assessments.

Second, the district might consider whether the professional development should be delivered locally, defined centrally, or some combination of the two. Delivery options run the gamut from electronic communication through individual coaching—both centrally provided and school-based. Most districts use a combination. Two key factors to consider in this context are how the content of the professional development delivered matches the goals that the district wants to attain and what the quality of the delivery looks like.

Third, the district should think through how to sequence its professional development and how to articulate what impact it is designed to have. A single professional development session is unlikely to have much effect, but the district has limited opportunities to provide multiple sessions. Consequently, the district may want to consider how it leverages the effects of limited professional development through its coaching system and other on-site resources.

Fourth, the district should differentiate its professional development in the same ways that it aspires to differentiate classroom teaching. A new teacher may need very different levels of support than a master teacher needs. Principals approach curriculum and monitoring from a different vantage point than do classroom teachers. A successful plan addresses these varying needs and weaves districtwide priorities together into a single strategy for professional development.

Fifth, departments need to collaborate rather than formulating competing professional development sessions.

Sixth, the district should ensure that its professional development includes components for working with students with special needs. Typically this training benefits all students, not just English language learners or students with disabilities.

Finally, the district should begin evaluating the impact of its overarching professional development on student achievement rather than on assessing participants' receptivity to the individual training sessions. The district should be able to code and track the participation of individual teachers in professional development by type so that the district can assess the overall effect on student achievement. This approach should be used to revise and shape professional development, not to evaluate individual teachers.

43. *Revamp districtwide professional development in order to provide teachers and principals adequate and ongoing training on the district's curriculum, state standards, programs, and state testing components.*

    Professional development should be directed at building deep understanding of the curriculum, state standards, and GLCEs; how the state assesses mastery of those standards; and how the district's programs and initiatives support attainment of state standards.

44. *Ensure that the new professional development plan is aligned with district instructional priorities, budget, and the results of careful data analysis identifying particular weak points in student skills.*

    The team encourages the district to resist trying to deal with too many professional development topics in a single year in order to avoid pulling individual teachers in so many directions that it is impossible to devote real attention to mastering any of district's priorities. The district needs to review item analysis and results of the state testing program to determine those areas in which professional development would have the greatest impact on improving proficiency levels.

45. *Ensure that schools and teachers have access to districtwide professional development regardless of the school's Adequate Yearly Progress (AYP) status under* No Child Left Behind. *Schools in need of improvement should retain differing kinds and levels of professional development to meet their specialized needs.*

    Teachers who want to take advantage of a particular professional development session provided for schools with a given AYP status should be allowed to do so even if they work at a school that has met AYP. High demand should be an indication that multiple offerings of the session are in order. If there is a grant paying for materials or equipment for teachers who complete the coursework, then the principal of the school that was not funded through the grant could pay for those materials.

46. *Negotiate additional districtwide professional development days or a requirement for teacher attendance at districtwide professional development when it is linked to the curriculum. In turn, commit to making each session one that participants will view as a valuable use of their time.*

The district needs to require professional development on the curriculum it expects teachers to teach. All professions have requirements for keeping updated on developments in their fields. Even though the district pays for all professional development whether the session takes place during or beyond the school day, each session should be one that participants would value so highly that they would pay to go to it. Too often sessions are not so well-regarded. It is unlikely, however, that teachers will agree to additional mandated professional development until the sessions attain uniformly high quality.

47. *Create a districtwide professional development calendar. Clarify in the calendar which professional development is provided by the central office, which is provided by "constellation," which is provided on-site, and which is provided by grade and content area.*

    This kind of tool should help the district coordinate its professional development, and it can also help the district to think about its professional development sessions and methods more strategically.

48. *Establish a regular process for evaluating the effectiveness of the district's professional development on student achievement, and for monitoring the ongoing delivery and quality of the professional development.*

    While it is unlikely that a single professional development session is sufficient to turn around long-term situations, a system of professional development designed to have an impact on a specific area should indeed produce results. Evaluating the effectiveness of professional development should link to student performance.

49. *Create a separate system—or use the PeopleSoft module—to track the participation of staff members in professional development (and link to student performance data). The district should also use the PeopleSoft module to allow teachers and staff members to register for professional development opportunities online from home.*

50. *Develop a new-teacher induction and training program that would be held before the beginning of the first school year. The program should include mentoring, support, and multiyear follow up. (See programs in the Philadelphia, Richmond, and Atlanta school districts.)*

    Teacher induction programs can be useful not only in orienting new teachers to the district, but also in retaining them in the system. The district might consider convening focus groups to determine the types of support that new teachers view as the most helpful and to identify the kinds of additional support that they think might be useful. Most districts with good induction systems focus their professional development on knowledge of the district and its systems, content knowledge, pedagogical knowledge, classroom management, and building connections to the city and fellow staff members. The information is presented over time rather than in a single, overloaded session. Induction programs of three years or so are judged more effective than one-year programs. In planning a new teacher induction system, consider the following concepts from the Houston school district—

- New employees have varying needs when they enter the district and, as a result, need a differentiated program of induction and support.

- Just-in-time knowledge has greater usefulness to an employee and, therefore, knowledge and support should be provided when an employee is more likely to be ready to learn and be able to apply the learning immediately.

- Adults learn in many different ways, so information needs to be presented using different approaches, including group learning, tutoring, reading, and online learning.

- Employee needs merit consideration with respect to what types of knowledge are presented and when. For example, payroll and benefit information should be provided before working with new teachers on the curriculum and ways to instruct students.

- Teaching and learning are complex acts, and seminars for beginning teachers need to focus on the very basic skills needed to plan and carry out classroom instruction.

- Research-based teaching practices for obtaining higher student achievement need to be the focus of most professional development for new teachers.

- Often new employees, even if they are experienced, enter new organizations and take on new assignments with some anxiety, so processes and people should be in place to anticipate and reduce these anxieties.

- Teachers go through stages of career development, and a successful program of induction and support needs to be built around those stages.

- Increasing the number of years during which induction support is provided may require additional staff and professional development for mentors.

- As teachers are retained over time, salary costs will increase, but recruitment costs will decrease.

- There is also a fiscal impact to paying and rewarding mentor teachers who provide the induction supports for new teachers.

To achieve an improved teacher induction program, consider the following steps—

- Invest in training to develop staff expertise to lead a teacher induction program

- Identify a three-year program of knowledge, skills, and resources for new teachers and develop the training (online, traditional, and coaching)

- Identify central-office staff members who can be assigned to the new teacher program

- Provide information and training for administrators so that their role in the induction and support of new teachers is articulated clearly
- Provide job descriptions to teachers and mentors, and training on accountability systems for mentors and coaches
- Maintain a panel of principals and constellation staff members to ensure that the induction program is meeting their needs and assist in crafting the message of the importance of the program for their peers.

51. *Develop a databank of expertise and best practices districtwide that could be used to enhance the content or serve as potential providers (presenters) of professional development.*

    The district might develop a databank so that it can select the best presenters or self-study materials for each school's needs.

52. *Incorporate customer service, classroom management, and parent and community relations into the district's professional development.*

F. Reform Press

53. *Ensure that the district's disparate walk-through documents are defined clearly, are not redundant, and together reflect district instructional priorities and needs.*

    The district uses walk-through protocols from a variety of programs. These need to form a more coherent set of practices, and reduce redundancies and compliance paperwork. When the district has strong pacing guides, walk-throughs can focus attention on what is being taught, rather than on just how teachers are teaching. Both components are important in raising student achievement. Principals and supervisors need to be observing similar aspects of classroom instruction, use of the curriculum, status on the pacing system, level of instructional rigor, student engagement, and classroom management. This type of monitoring need not extend to more than three or four minutes per classroom. Principals should not use the results for evaluative purposes but to determine whether coaching or professional development might be helpful. In addition, the walk-through system should have a process for using the data generated to determine if classroom practices are improving schoolwide and if professional development is having the desired effects.

54. *Create a mechanism to coordinate the work of the various levels of internal and external coaches and instructional specialists who work to support the schools.*

    The Detroit school district has a number of coaches and instructional specialists who sometimes compete with each other unintentionally for teacher attention. They may also be sending conflicting messages about where instructional attention is most needed. On-site coaching should be coherent and coordinated, keeping in mind the impact of support staff on the time and workload of the classroom teacher. When multiple coaches and specialists work within a single building, each person should

have a specific role that meshes with the work of the others and fits the priorities of the district and school.

55. *Evaluate the effectiveness of coaching and other supports for their effects on student achievement gains.*

    The district has many staff members designated to support teaching and learning at the school level, but has no mechanism to evaluate how coaching has improved student achievement. Ineffective support-staff members either need to develop their knowledge and skills or realize that there is a mismatch with the roles they are being asked to perform and leave the position.

56. *Create regular protocols for the review and approval of school improvement plans to ensure that they include adequate analyses of data and are capable of raising student achievement.*

    School improvement plans in urban districts are often viewed as compliance documents—paperwork completed to fulfill a mandate and then set aside until the following year. As such, principals and staff members do not take the time to carefully analyze their data to determine where to place their emphasis for the year. Proposed activities, moreover, are sometimes sketchy, presented in checklist form, and do not drive instructional improvement in many schools.

G. Data and Assessments

57. *Implement a short, beginning-of-year diagnostic assessment for grades K-3 and 4-8 in literacy and math, such as an Informal Reading Inventory (IRI) and Scott Foresman math diagnostic.*

    Testing takes place in October, making it essential for teachers to know how students in their classroom are doing so they can target interventions while continuing to teach new content. (The IRI is a one-to-one diagnostic procedure. If the district determines that it would require too much time, then it should develop or use an alternative.)

58. *Reinstitute a benchmark assessment system that would measure student status on the curriculum over the course of the school year, gauge implementation of the curriculum, make midyear course corrections, inform decisions about instructional interventions, and target professional development. Conduct a predictive validity study on MEAP, MME, and ACT.*

    The district needs a system to monitor student progress through the curriculum and to ensure that students are doing work appropriate for their grade level. New benchmark tests should align with the pacing guides and be predictive of MEAP, MME, and ACT performance. Finally, they should be used to make decisions about interventions and remediation during the school year.

59. *Eliminate use of the TerraNova test when the district begins participating in the Trial Urban District Assessment (TUDA) in 2009. These new National Assessment of*

Educational Progress (NAEP) results will give the district unique, nationally comparable data.

NAEP participation will provide the district with a way to see how district students are doing compared with others nationally, in Michigan, and in other major urban school districts. Eliminating the TerraNova will save the district money and free up additional time for instruction.

60. *Lobby the state, in conjunction with other school systems, to change its fall testing system to the spring, so that results are more aligned with the district's accountability needs and that results can be available by the opening of school when they can be best used.*

    The state has a rationale for fall testing, but this practice disconnects student performance from the year in which the assessment is made. In addition, it leaves teachers with the decision of spending the first two months of school reviewing the previous year's instruction in order to improve test scores while leaving less time to master content in the current grade level. This state practice is largely counterproductive.

61. *Clarify to staff members and teachers what COGNOS can do and what it cannot. In addition, the district might conduct an inventory of school-based technology to ensure that all schools have the ability to access the COGNOS data.*

62. *Create a longitudinal data reporting system that would alert principals and appropriate district staff to students with excess suspensions and absences, and to where academically students or schools are falling behind.*

    Longitudinal data on a matched cohort of students can yield useful results and can be useful in revising the curriculum, professional development, program selection, and informing the utility of intervention programs.

63. *Upgrade and increase the capacity of district computer servers to store and retrieve student data and archival data. In addition, the district should develop a regular system for checking the accuracy of student data in the data warehouse.*

    Data warehousing is an important tool for enabling the district to monitor its progress. Errors can result when data are maintained in various databases throughout the district, rather than in a single source. Moreover, the data warehouse should contain demographic, attendance, achievement, and program participation data over multiple years. It also should be able to connect students with their teachers, and connect teachers with coaches and professional development coursework.

    In addition, as users place more sophisticated demands on the reporting system, it is important to establish a reliable process to prevent, detect, and correct data entry errors. Consider this specific advice—

- Where possible, enter data from selection-driven, drop-down menus with intelligent defaults specific to school levels. For example, at high schools, no student could be entered as being in prekindergarten.

- Where possible, create the system so that data that appear in multiple places are entered only one time. For example, a student's name and ethnicity should be entered only once. After that, this information automatically populates the appropriate field in all screens and reporting structures.

- Develop descriptions of common data entry errors to include in training and documents provided to data entry personnel.

- Tag the data entry with the user ID of the person entering the data to be able to trace the source of the data entry.

- Incorporate programmed "reasonableness checks" against the database to look for common errors for cleaning the data. For example, check that all students indicated as currently enrolled in an AP course are in schools that offer that course.

- Offer a token award for correcting errors within the database to indicate that correct data are valued. It does not have to be a monetary award.

- Determine if data entry errors occur at specific sites and send in a trainer for sites responsible for large numbers of data entry errors.

64. *Establish a focus group of end users of district data to inform the district about what data would be most useful and what reports need to be regularly generated.*

    Every district has its power users who have sophisticated requests for data reports and should be part of the planning for standard reports that the district will generate.

65. *Develop a calendar of regular program evaluations that assess the implementation and impact of district programs on student achievement and other district priorities.*

    The research department should consider developing a three- to five-year plan for evaluating districtwide instructional initiatives and professional development. The plan should give priority to areas of student achievement with the most urgent need for improvement. The research department might want to discuss evaluation systems with research departments in the school districts of Broward County (Florida) and Charlotte-Mecklenburg (North Carolina).

66. *Establish a process and series of policies to guide the district's consideration of data requests and external research.*

67. *Consolidate the evaluation funds from external grants and channel the combined dollars into the district's research department in order to build capacity and expand staff to handle the recommendations and evaluations called for in this report.*

The district can ultimately be more productive when the results of initiatives and programs are evaluated routinely. To offset the cost of additional staffing, the team suggests that all grants and categorical evaluation dollars be consolidated to build the staffing and capacity of the research department.

H. Low-Performing Schools and Students, and Special Populations

68. *Develop a plan for the steps and procedures that reconstituted schools will take vis-à-vis staffing, professional development, programming, budget, and other areas.*

    The district has to make painful choices to close or reconstitute schools. The district might consider the following as it reconstitutes schools or guides schools as they are reconstituting—

    - the selection process for teachers
    - how the school will build a united team
    - how student strengths and needs will be considered and addressed
    - how the school will determine its programs and focus
    - how textbooks and student records will be handled
    - how budget considerations will be made
    - how parents will be part of the process and be kept informed of the rationale for the changes and what to expect
    - how progress will be monitored
    - the process for resolving conflicts

69. *Retain supports for schools coming out of school improvement status for at least one year. Additionally, upgrade parent participation in the school improvement process.*

70. *Develop a districtwide plan for prioritizing and using federal Title I school improvement dollars coming through the state.*

71. *Develop a coordinated districtwide strategy for using extended day programs, supplemental educational services (SES), and summer schools to meet the academic needs of low-achieving students. Develop a mandatory summer program for the lowest achieving students, specifically geared to their needs and evaluated for progress on state standards and assessments rather than on the TerraNova.*

    Detroit students in general lag behind their peers statewide. Yet the district has a number of programs that it can use to improve student performance. The team recommends cross-program planning to specifically target priority academic concepts and skills and determine which offerings best address each priority.

72. *Ensure that the academic interventions being used by the district are aligned with student needs and special populations (English language learners, students with disabilities, etc.), and are evaluated for their effects on student achievement.*

73. *Create a mechanism by which high schools regularly consult with elementary and middle schools in their constellation to build articulation across levels.*

    It is vital for schools to see their mission as integral to the pre-K—post-secondary needs that district goals address. Student performance data indicate that student achievement tends to decline as students reach higher grade levels. This may indicate a problem in lower grade levels. Communication across schools is essential in resolving these issues.

74. *Consider reinstituting the CEO-type unit the district formerly used to guide and monitor interventions in the district's lowest-performing schools.*

75. *Conduct a thorough review of accommodations being used districtwide for the instruction and assessment of English language learners.*

    The performance of students with limited English proficiency is often higher than the performance of students in the general education population on the MEAP, particularly in math. However, the district does not know which techniques have worked for which groups of English language learners. If the review finds that particular programs and strategies are more effective than others, the district can leverage the findings to have an impact on more students.

76. *Conduct a thorough review of the district's least restrictive environment (LRE) policies and practices and an analysis of special education referral rates school by school, and establish processes for handling complaints from parents of students with disabilities.*

    Data indicate that students with disabilities are underperforming on state tests. It is essential to determine if these students have appropriate access to the curriculum or are being removed from least restrictive environments instead of being served in general education settings.

77. *Develop partnerships with local universities to provide specialists in speech and language in order to mitigate shortages of professionals in this area.*

I. Early Childhood Education and Elementary Schools

78. *Designate or redeploy someone in the central office whose sole responsibility is early childhood education. (The current early childhood leader is also a constellation leader.)*

    The school district needs a more comprehensive and seamless early childhood program than the one it has, given the needs of the children in the city. Detroit Public Schools cannot afford to wait for students to reach school age to begin instruction. Instead, it needs to broaden its preschool programs and implement full-day

kindergarten to blunt the effects of poverty in the city. The district might consider innovations that provide certificates for day care providers who participate in online and/or televised workshops focusing on building print awareness, vocabulary skills, oral expression, and strengthening coping skills among very young children. The district might also consider partnering with local business and community literacy programs to provide age-appropriate books, together with training for parents on how to use the books with young children at well-baby check-ups. If a parent does not know how to read, a nurse might provide referrals to community literacy programs. Local businesses, moreover, could have a role. Supermarkets, for example, might feature activity cards for parents to do with their children as they go through the produce department.

The school district, however, does not have a full-time early childhood program director, an unusual situation given how many other instructional staff members the district has. A full-time director might be charged with coordinating with Head Start programs; establishing public school enrollment assistance at Head Start centers (to boost enrollment); and articulating instructional programs for young children.

79. *Pilot test a full-day kindergarten program in high-needs areas of the city.*

Full-day kindergarten is standard in most urban districts. Students need a jump start in learning academic skills, and a full-day program is often welcomed by parents. The Charlotte-Mecklenburg school district has a long-established, successful program that could serve as a model for the efforts of the Detroit school system. Evaluations might be conducted to compare the progress of students in the pilot programs to those with similar demographics in half-day programs. The evaluation should be annual, longitudinal, and linked to participation in preschool efforts, if possible.

80. *Develop a districtwide gifted and talented program that is accessible across the district. Consider using the Naglieri as a universal screening device.*

The district cannot hope to retain its most talented students without programs designed for them. Many students who live in poverty will not score well on traditional screening instruments that rely heavily on academic verbal skills. There are many gifted students in Detroit who will develop those skills when challenged to do so. The team recommends administering a screening instrument such as the Naglieri to all students at specified grade levels to identify students for a gifted program. Teachers in the program should be required to take coursework on meeting the needs of gifted and talented students.

J. Secondary Schools

81. *Back-map course content and rigor from grade 12 down to at least the grade 6 to ensure that students have participated in coursework that is sufficiently difficult so that they graduate with the skills to gain entry into a competitive college or university or to other types of postsecondary career training.*

The district cannot afford to wait until high school to intervene with students who are falling behind. It also cannot afford to wait until high school to build in rigor and high

expectations for students. The team urges the district to set goals for improved participation in advanced courses. Students taking AP courses should be expected to earn a score of 3 or better on AP exams. High school coursework should also prepare students to gain entry into postsecondary programs. When revamping the curriculum, curriculum writers should consider objectives that encompass and go beyond state standards to prepare for the AP and ACT in all content areas. The district should plan for a middle school pipeline that prepares students for more rigorous high school coursework.

82. *Assess the rigor of current secondary school courses and then boost that rigor with better materials and professional development for teachers and training for administrators in monitoring and supporting higher expectations. Work with secondary school counselors to encourage students to enroll in more rigorous courses.*

    The tendency for low scores at the secondary school level may indicate low expectations or inadequate preparation. In either case, teachers should be encouraged to face the issues with the same urgency they would have if their students were their own children. Students must understand the implications for their future, and their schools must help them overcome obstacles to mastering more rigorous work.

83. *Establish a regular and thorough evaluation of the small schools and small learning community initiatives for their impact on student achievement.*

    As the district moves forward in implementing small learning communities, the urgency of monitoring student achievement is as important as monitoring structural changes and student services and engagement.

84. *Plan transition activities for entering middle schools and for the ninth-grade transition to familiarize students with school routines and coursework expectations. Provide summer preparation programs to build student confidence.*

    Transition points are difficult times for students. Use focus groups of students and teachers to find out what would have made students more successful and less stressed about the change of schools.

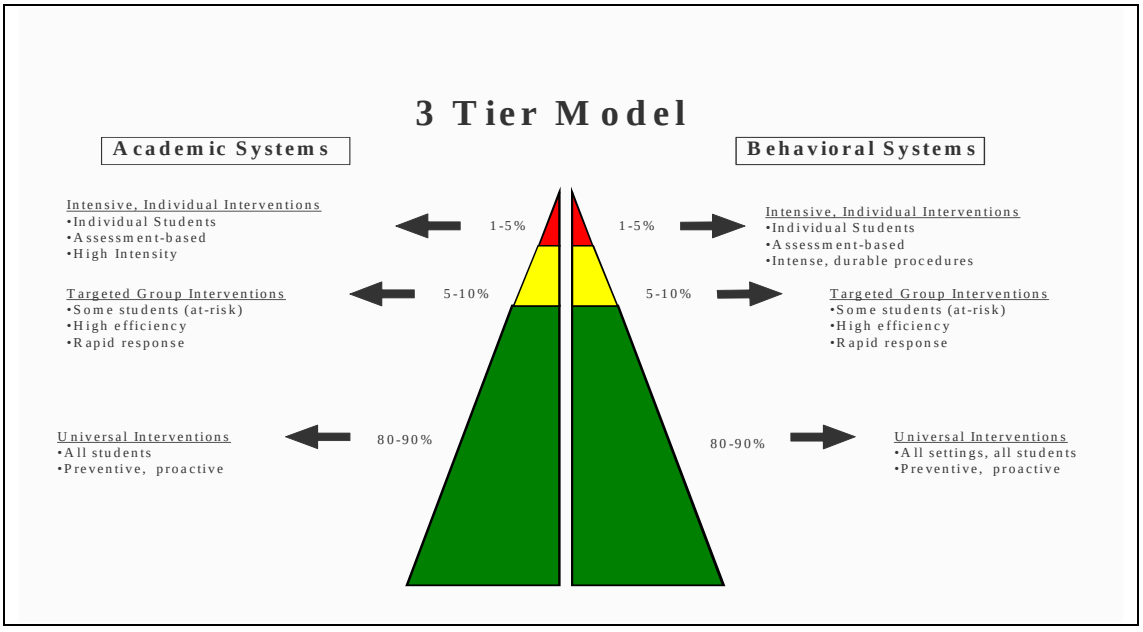
85. *Establish an early-warning data system to predict students most at risk of dropping out of school and intervene accordingly.*

    Research from the Chicago Consortium indicates clearly that students who fail one or more core courses in the ninth grade are at significantly greater risk of dropping out of school before high school graduation. Anchorage and Dallas school districts have confirmed the findings, indicating a strong correlation between graduation rates and ninth-grade report-card grades and attendance rates. The initial data also suggest that success in the ninth grade is largely shaped by emerging reading proficiency and understanding in grades 4 through 8. The district's data systems should be set up to trigger alerts when students begin to show weaknesses in these predictors. The Council's team found no evidence that these kinds of predictors were being used in the Detroit school district.

86. *Establish a districtwide positive behavioral interventions and supports program (PBIS) and implement it in both elementary and secondary schools. In addition, review standards of student conduct to ensure uniformity of policy about suspension and applications of the code of conduct.*

The team heard many concerns about student behavior. The team's main suggestion for improving student behavior and reducing suspensions lies in creating a three-tier districtwide system designed to teach children positive behaviors, followed by targeted group interventions and intensive individual interventions, as needed. A positive behavior program can be used to teach students what is expected and why. A Tier 1 program is designed for all students. Such a program would include teaching students acceptable ways to communicate with adults and peers, achieve something the child wants, or deal with uncomfortable situations that the child would like to avoid. Tier II interventions would be available for those who need additional attention. Intensive interventions or Tier III programs would only be required for only about 1-5 percent of students. The model on the next page illustrates the three-tiered model widely used across the country. The district should refer to the University of Oregon's *Positive Behavioral Interventions and Supports* at http://www.PBIS.org.

Exhibit 35. Sample Model of a 3-Tier Behavior and Academic Intervention System



87. *Review the federal Carl Perkins vocational education application and guidelines for the purchase of new computers and repurposing of old computers to address the lack of computers in the secondary schools and build in timelines, accountability and monitoring to ensure that the Career and Technology Education (CTE) technology plan is implemented.*

88. *Ensure that CTE is shaped to local labor market needs and projections, and review the practice of having all classrooms apply separately for CTE certification.*

Sometimes CTE programs persist long after the job market for those skills has declined. Anticipating future trends and meeting current needs should be an annual concern. The department also needs a process to involve local firms and their research to determine the types of programs and the skills that students must learn to qualify for careers and future postsecondary training opportunities. Finally, having each school apply separately for CTE certification to offer the same courses in multiple schools is duplicative and wasteful of staff time. The district should consider applying for the certification centrally for the schools that are qualified and want to offer them.

89. *Use CTE professional development funds to enhance the number of CTE teachers with industry certification, so students can pass tests and leave high school with appropriate certification.*

90. *Use high school teachers as adjunct professors in the colleges and universities that have early college partnerships with the district in order to better align with dual credit programs and to cut the costs of tuition.*

CHAPTER 3. FINANCE

BACKGROUND

- Significant reductions in the district's enrollment have resulted in substantial declines in state revenues. Exhibit 36 shows the loss in state aid due to declining enrollments during each of the past four years.

Exhibit 36. Reduction in State Aid Due to Enrollment Loss

School Year	Reductions in State Aid Due to Enrollment Loss
2003-04	$46.8 million
2004-05	$66.5 million
2005-06	$75.7 million
2006-07	$92.0 million
Average reduction in state aid for the past four years	$70.3 million

Source: DPS Comprehensive Annual Financial Report (CAFR)

- The district has incurred rising deficits caused by expenditures that have exceeded revenues.[25] (See Exhibit 37.)

Exhibit 37. Operating Deficits Resulting from Overexpenditures

School Year	Operating Deficits
2004-05	$67.6 million
2005-06	$101.9 million
2006-07	$119.1 million

- Rising deficits have eroded the district's general fund, unreserved fund balances. (See Exhibit 38.)[26]

Exhibit 38. General Fund, Unreserved Fund Balances

School Year	General Fund, Unreserved Fund Balances
2004-05	$46.8 million
2005-06	$22.1 million
2006-07	$ 7.2 million

[25] Reference: FY2006 and FY2007 CAFRs, Government-wide Financial Statements.
[26] Reference: FY2006 and FY2007 CAFRs, General Fund, unreserved fund balance.

FINDINGS

Positive Findings

- The district has received the Award of Financial Reporting Achievement from The Government Finance Officers Association (GFOA) and the Certificate of Excellence in Financial Reporting from the Association of School Business Officials (ASBO).

- The team noted pockets of competence and dedication among mid-level and clerical staff members in the budgeting, payroll, accounting and procurement units. These workers demonstrated that they wanted to do a good job.

Areas of Concern

A. Leadership and Management

- The district appears to have a culture of mistrust and miscommunications throughout its organizational layers that has led to low morale and high anxiety among virtually all staff members.

- Communications among departments (such as finance, human resources, and instruction) are grossly inadequate and impede the resolution of problems.

- The district does not use cross-functional teams to address districtwide issues across operating units and areas of responsibility.

- The financial units lack a clear vision, mission or strategic direction, and the district has not set goals, objectives, targets, or benchmarks for these units.

- There is no indication that the budget is aligned with the district's goals, priorities, or actual practices.

- Long-term financial planning seems to be almost nonexistent.

- The district has a projected FY 2008 deficit of between $34 and $65 million that has been caused in large part by past practices, but was exacerbated by the decision of district management to authorize a change in the staffing formula for schools in 2007-2008 from one based on the number of full-time equivalent (FTE) students to one based on gross student enrollments. The result was an additional 600+ unbudgeted teacher positions at an annualized cost in excess of $50 million.[27]

[27] DPS 4 year Teacher Comparison Shortfall Report, an internal budget department document prepared by Walter Esaw, Executive Director, Office of Budget, February 20, 2008.

- The district's interim financial reporting through the monthly Deficit Elimination Plan (DEP) report[28] masks the fiscal problems of the General Fund, Regular Program because it includes the special revenues and expenditures of the state and federal grant programs.[29] For example—

  - The DEP report that was transmitted to the state on February 29, 2008, forecast a General Fund ending balance of $3.3 million for FY 2008, while the Regular Program portion of the General Fund had been projected to have a significant deficit.

  - The Management's Discussion and Analysis section of this report does not disclose the General Fund, Regular Program's precarious financial condition that was reported nine days earlier in the February 20, 2008, memorandum noted above.

- The district's true financial condition is further masked because of its dependence on reoccurring short-term borrowing that has turned short-term debt into long-term debt. The following example illustrates how this borrowing practice conceals the actual fiscal problem—

  - Each August, for the past few years, the district has issued new revenue anticipation notes (RANs) primarily to pay off the previous years' notes. [30]

  - With state approval, the district converted a one-year RAN of $210 million to a 15-year note to help eliminate a current deficit in 2005, creating an annual debt service of $22 million, which came due this year.

- As of the team's visit to Detroit, the district's top management had not responded to warnings of a pending fiscal crisis, developed a plan, or taken action to address the financial problems. For example—

  - According to human resources staff, the district had not called for a hiring freeze.

  - Non-salary General Fund, Regular Program expenditures had not been frozen.

- Budget personnel indicated that they may try to address the district's financial problems by transferring expenditures from the General Fund, Regular Program to the various grants. The team's view is that such actions—

  - Constitute poor public policy

  - Conceal the lack of (or ineffective) budgetary controls

[28] As required by the State School Aid Act.
[29] As required by the State School Aid Act.
[30] Generally, RANs are intended to be used to finance cash-flow shortages of less than one year in term.

- Generate a risk of grant audit exceptions that could result in retroactive disallowance of reimbursed expenditures.

- The district has a history of teacher overstaffing and overspending salary budget allocations that is illustrated by the following—

  - Exhibit 39 shows the number of budgeted and actual teaching positions being charged to the General Fund, Regular Program (Fund 11) as of October for the past four years.

Exhibit 39. Budgeted and Actual Teachers, FY 05 Through FY 08

School Year	Budgeted Teachers[31]	Actual Teachers	Teacher Overage
2004-05	5,042	5,757	715
2005-06	4,918	5,207	289
2006-07	4,045	4,473	428
2007-08	3,588	4,053	465

Source: DPS, Budget Department

  - Teacher overstaffing has resulted in overspending of salary budget allocations, including the following—

    - Instructional (K-12) salaries and benefits were overspent by more than $56 million in the General Fund in FY 2004.[32]

    - Instructional (K-12) salaries and benefits were overspent by more than $59 million in the General Fund in FY 2005.[33]

    - Instructional (K-12) salaries and benefits were overspent by more than $36 million in the General Fund in FY 2006.[34]

    - Instructional (K-12) salaries and benefits were overspent by $57 million in the General Fund in FY 2007.[35]

- According to the deputy superintendent, the district's instructional management approves as many as 200 exceptions to the adopted staffing formulas each year.

- The district uses an unbudgeted holding account (termed the "Fall-Out Account") to charge the salaries of teachers who have been displaced by declining enrollment or whose grants have not yet been re-funded. The process includes the following—

[31] Fund 11, General fund, Regular program, Job class 250
[32] Source: 2003-04 DPS Consolidated Annual Financial Report.
[33] Source: 2004-05 DPS Consolidated Annual Financial Report.
[34] Source: 2005-06 DPS Consolidated Annual Financial Report.
[35] Source: 2006-07 DPS Consolidated Annual Financial Report.

- Displaced teachers are moved to appropriately funded accounts when grants are renewed or positions become available.

- The district's instructional management moves some of the displaced teachers to unbudgeted over-formula positions.

The use of this unbudgeted holding account to charge the salaries of displaced teachers has resulted in the following—

- More than $8.4 million was charged to the unbudgeted Fall-Out account in FY 2007

- More than $10.3 million was charged to the unbudgeted Fall-Out account, year-to-date through March, FY 2008.

Exhibit 40 shows the number of positions being charged to the Fall-Out account on a month-by-month basis in FY 2008.

Exhibit 40. FY 2007-08 Fall-Out Account, by Month

FY 2007-08 Fall-Out Account as of :	Number being charged
August 6, 2007	1,660
September 1, 2007	1,178
October 1, 2007	755
November 7, 2007	249
December 3, 2007	158
January 2, 2008	92
February 4, 2008	46
March 17, 2008	30

Source: DPS, Budget Department

- Overly optimistic enrollment projections have resulted in overbudgeting of the instructional staff. (Exhibit 41 compares enrollment projections used for budget development to actual fall enrollments and illustrates the resulting overbudgeting.)

- The district does not adjust staffing allocations, reduce the number of teaching positions, or reprogram resources after the October student count.

- The senior financial management of the district has a transactional, rather than strategic, focus. For example—

  - The Office of the Chief Financial Officer (CFO) seems to focus primarily on cash management and reviewing vendor payments rather than on broader issues, such as the district's borrowing practices and systemic overstaffing.

Exhibit 41. FY 07 and FY 08 Estimated vs. Actual Enrollments and the Resulting Overbudgeting

School Year	Estimated Enrollment	Actual Enrollment	Count Difference	Percentage Difference	Resulting Overbudgeting[36]
2006-07	122,755	118,394	4,361	3.5%	145 Teachers
2007-08	109,429	108,145	1,284	1.2%	43 Teachers

Source: DPS, Budget Department

- The district apparently has no coordinated plan to address the 120 findings of material weakness or significant deficiency in the 2006-2007 Single Audit Report, most of which were repeated from the prior year's audit.[37]

- The Comprehensive Annual Financial Report for the year ended June 30, 2007, had not been presented to the Board of Education at the time of the team's April visit.

- The school board has an audit committee that meets quarterly (although the committee is not reflected on the district's website) but the district does not have an internal audit function.

- The district lacks a mechanism to verify or audit student enrollment counts.

B. Organization

- The CFO's span of control is very broad and encompasses both the financial (such as budgeting, accounting, and payroll) and operational (such as facilities, information technology, pupil transportation, food service, procurement, and risk management) functions of the district.

- The Deputy CFO has not been assigned any units that report directly to him or any specific responsibilities and his role seems to be undefined.

- The positions in the financial units do not seem to be supported by current job descriptions or a formal performance evaluation process.

- The Risk Management Department, except for a new and inexperienced director, is staffed exclusively with individual independent contractors.

[36] The estimated resulting over-budgeting is based on a 30-to-1 pupil/teacher ratio.

[37] The team was advised by staff that the district has not been presented with a management letter from the outside auditors for the past two years because all of their recommendations for improvement have been included in the Single Audit Report.

C. Operations

- The district does not have established financial policies or formal procedures, resulting in inconsistent, cumbersome, and inefficient practices that are illustrated by the following—
    - Purchasing controls are applied inconsistently because there are no school board-approved purchasing thresholds.
    - Procedures and processes are passed on orally or by e-mails.
    - Staff members appear to be unclear on authority levels for requisition approvals.
    - The fiscal year-end search for unrecorded liabilities is inadequate because unpaid bills surface throughout the subsequent year.
    - The process of closing purchase orders at the end of the fiscal year results in unnecessary additional work to pay bills in the following year.
    - No procedural distinction is made between routine and non-routine wire transfers.
    - No quality control review process has been instituted for site-initiated purchases of consultant services, instructional materials, or computer software.
    - Excessive lead times are required for purchases that are formally bid.
    - School board-approved contracts require the signatures of the board president, the superintendent, the CFO, the chief contracting officer (CCO), and the legal counsel—a process that is time-consuming and cumbersome.
    - The financial staff is generally burdened with paper-intensive processes.
- The budget-development process is not aligned with the district's organizational needs. For example—
    - Staff members are carried over into the next year without funding for their salaries because the budget department's estimates of staffing requirements for that year are not completed in time for the Human Resources Department to prepare the April 30 notices that are required to lay off staff at the end of the fiscal year. (These teachers end up in the fall-out account noted above.)
    - The budget does not provide for naturally occurring staff turnover and vacancies.
    - The district does not budget for overtime incurred at school sites.

  - Budgets are not established to cover the self-insured retention for property, casualty, and liability risks.

- The late approval of federal grant funds from the state jeopardizes the district's ability to execute the terms of grants on a timely basis and may result in the underutilization or loss of grant funds.[38]

- The U. S. Department of Education's Inspector General, according to district staff, has expressed concerns about the district's practice of charging expenses to grants prior to getting state approval.

- The district's position control system is dysfunctional and ineffective. For example—

  - Personnel can be paid for working at a school without a position control number (PCN).

  - PCNs can be established without the allocation of budget dollars.

  - Employees assigned to the Fall-Put Account (discussed above) are all assigned the same PCN.

- The district's enterprise resource planning (ERP) system is significantly underutilized, i.e., only 30 percent of the ERP's functionality is reportedly being utilized, because, in part—

  - Workflows have not been redesigned to take advantage of the system's capabilities.

  - Staff members at all levels of accounting, budget, and human resources do not have a comprehensive understanding of how the ERP system works.

- Vendor payments are not processed on a timely basis, resulting in higher overall costs as vendors build the payment delays into the prices for goods and services.

- The district's payroll operations appear to be both inefficient and ineffective. For example—

  - Payroll department staff members use an error-prone process that requires them to manually enter time and attendance into the payroll system from paper forms that are filled in by school-site staff.

  - Each pay period 300 to 400 off-cycle checks are written because of various errors.

  - Pay changes are not reconciled on a timely basis to prevent overpayments or underpayments.

[38] Grant approval by the state was approximately six months late this year according to district staff.

  - The district loses significant interest each year because payroll reimbursements from federal grants are not transferred in a timely manner.

- The separation of duties in the workers' compensation unit appears to be inadequate when it comes to receiving and processing claims, approving payments, and preparing and distributing checks.

- The district does not manage workers' compensation costs through early return-to-work and light-duty programs.

- The district lacks an integrated computerized risk management system to track and process workers' compensation, property, and general liability claims.

- Staff is unsure as to the location, quantity, and condition of district and grants property because equipment inventory controls have been abandoned.

- After the Council's review of the district's financial operations, the U. S. Department of Education's Inspector General released its final audit of the school district's use of Title I, Part A, funds under *No Child Left Behind*. The report determined that the school district—

  - Did not return Title I, Part A, funds related to contracts for the 2004-05 school year that a district internal investigative report identified as unallowable

  - Used Title I, Part A, funds for expenditures related to selected Title I contracts for the 2004-05 school year that were not adequately documented, reasonable, or allowable

  - Used Title I, Part A, funds for personnel and non-personnel expenditures for the 2005-06 school year that were not adequately documented, reasonable, or allowable.[39]

RECOMMENDATIONS

The Council's Strategic Support Team has the following recommendations based on the findings outlined above.

1. *Develop, communicate, and implement a districtwide strategic plan that includes goals, objectives, and measurable performance indicators.*

2. *Develop a priority-based budget that is driven by the district's strategic plan.*

3. *Address the district's current-year deficit and its habitual overstaffing practices by creating and empowering a cross-functional team that would—*

[39] The Council inserts this U.S. Department of Education audit finding because it reflects the Strategic Support Team's overall concern that there is insufficient oversight to ensure the fiscal integrity of the school district.

a. Include (at a minimum) representatives of the budget, human resources, instruction, and the federal grants functions.

b. Develop an immediate remediation plan to deal with the current fiscal year's projected deficit.

c. Reengineer and implement a budget development process that would provide human resources the information it needs to execute layoff letters by the end of April.

d. Develop and enforce discipline in staffing schools within established budgets, in accordance with adopted formulas, and based on actual FTE student counts.

e. Reconstructs the position control system to ensure that all employees are in authorized and funded positions.

4. *Redistribute the current responsibilities of the CFO into the following divisions—*

a. Finance, headed by the CFO, including accounting, budget, payroll, procurement and contracting, and risk management.[40]

b. Information technology, headed by a Chief Information Officer, including instructional and management computer systems.

c. Facilities and auxiliary services, headed by a Chief Operating Officer, including maintenance and operations, pupil transportation, food service, and environmental health and safety.

5. *Create a business plan for each of the organizational units reporting to the CFO that would include goals, objectives, and performance measures tied to the districtwide strategic plan.*

6. *Conduct an independent forensic audit of student enrollments.*

7. *Establish effective and transparent interim financial reporting and analysis that would disaggregate information into meaningful presentations by fund, program, and object.*

8. *Take steps to ensure that federal grants are approved and authorized by the state in a timely manor.*

9. *Adopt a fiscal plan to eliminate the use of short- and long-term financing to support current operating expenses.*

10. *Establish an internal audit department with experienced professional staff.*

[40] Procurement and contracting, and risk management could, alternatively, be placed under the Chief Operating Officer.

11. *Establish an audit committee of board members and community leaders with experience in the accounting and auditing fields, and charge them with the following responsibilities—*

    a. Review and approve the internal auditor's annual work plan based on a risk assessment of district operations.

    b. Review and comment on all internal and external audit reports.

    c. Review and comment on all interim and annual financial reports.

12. *Launch a coordinated effort to address the findings of the district's external auditors.*

13. *Prepare employee job descriptions and create a process of periodic performance evaluations.*

14. *Revise business processes and workflows to optimize the district's ERP systems capabilities.*

15. *Adopt financial policies and establish, publish, and communicate departmental standard operating procedures.*

16. *Contract with a third-party administrator (TPA) to operate the workers' compensation program.*

17. *Adopt workers' compensation cost-containment strategies such as case management, early return-to-work, and light duty assignments.*

18. *Establish a district reserve and budgeting policy for self-insured losses.*

19. *Take actions to ensure the timely payment of vendors on a systematic schedule without unneeded management intervention or oversight.*

20. *Acquire an automated time and attendance system to augment the payroll process.*

21. *Reestablish controls over the district equipment inventory, including an annual physical count, item tagging, and centralized records in compliance with generally accepted accounting principles (GAAP) and grant requirements.*

CHAPTER 4. PROCUREMENT

BACKGROUND

- Due to the district's financial constraints, the Contracting and Procurement Department has been reduced in numbers of staff members by over 40 percent in the past several years. The current staff consists of five managers/supervisors, eight buyers or contract specialist, and four administrative support personnel.

- Data provided by the department indicated that 23,500 purchase orders were processed in the 2007-08 fiscal year with a potential value of $170 million. An analysis of these data indicated that –

  - The largest 23 purchase orders (1 percent) of the contracts accounted for $57 million or 34 percent of the total value of the 2007-08 purchase orders.

  - The largest 2,350 (10 percent) of the purchases orders accounted for $154 million, or over 90 percent of the dollar value.

  - About 1,000 or 4 percent of the purchase orders exceeded $15,000.

  - Approximately 7,500 purchase orders or 30 percent of the purchase orders were less than $200 in value.

- A number of controversies relating to the district's contracting and procurement practices have eroded public confidence, increased media scrutiny, and are the subject of on-going investigations by law enforcement and other governmental authorities.

- Significant weakness in the district's contracting and procurement practices have been identified in a number of recent audits, including the Schedule of Findings and Questioned Costs for the Year Ended June 30, 2007 (from the district's independent audit of the Comprehensive Annual Financial Report–2006-07) and the Office of Inspector General's Final Audit Report of The School District of the City of Detroit's Use of Title I, Part A Funds Under the *No Child Left Behind Act* of 2001.

FINDINGS

Positive Findings

- The team noted pockets of competence and dedication among department staff. Selected supervisors and buying staff displayed the skills, knowledge, and initiative to bring about improvements in the department's operations.

- The new Executive Director of Compliance, who is in charge of Title I and other major specially funded programs, appears to have a solid grasp of the systemic issues related to contracting and procurement for programs under her direction.

Areas of Concern

A. Leadership and Management

- There is no stated vision, mission, strategies, goals, objectives, targets, or benchmarks for the department or its operating units. Specifically, the contracting and procurement department has no business plan and no performance measures to assess its performance.

- There has been frequent turnover in the leadership of the procurement department over the years, making it difficult to develop and use a standard set of procedures and practices.

- The department is transactional - rather than strategic - in its approach; is not analytical or data-driven in its methods; and is reactive - rather than pro-active - in its actions. For example—

    - The department does not perform procurement market analysis.

    - The department does not conduct a "spend analysis" of district purchases.

    - The department does not effectively utilize usage reports.

    - The P-card is used as a payment method and not as a procurement tool.

    - The department does not appear to understand or utilize strategic sourcing.

    - The department does not conduct "make vs. buy" analysis of outsourced services (e.g.; pupil transportation provided by taxis).

    - The department has not developed a plan for acquiring food and supplies in conjunction with the in-sourcing of the food service program.

- There is little customer focus evident in the manner in which the department operates. Its customers view the department as a road block rather than as facilitator to their mission.

- There appears to be a culture of mistrust among the organizational layers of the department and the within department. For example—

    - The lack of confidence by executive management has led to an *ad hoc* procurement system of excessive and cumbersome approvals.

  - Some management personnel reported that the district runs on the "friends and family plan," implying that favoritism and conflicts of interest are common place.

  - Staff initiatives to try to improve processes, proactively address issues, or communicate with customers are viewed with suspicion.

- There is a pervasive lack of accountability within the organization. For example—

  - The team was advised that employee evaluations have not been conducted in over 20 years.

  - There are no consequences for failing to comply with procedures or directives.

  - Staff members report that employee disciplinary actions have not been supported by management.

- Communications within the department and between the department and its customers are grossly inadequate and impede problem resolution and operational efficiency. For example—

  - Audit findings with contracting and procurement implications are not shared with department staff.

  - Staff members indicated that school board actions on contracts are not forwarded to them on a timely basis.

  - Staff meetings are infrequent, ineffective, and conducted without topical agendas or anticipated outcomes.

  - Purchasing staff tend to work in isolation without interactions with their peers or on a team basis.

  - There are no formal communication vehicles between the department and its customers.

  - The department does not use customer focus groups to obtain input on processes or products.

  - Departmental staff does not visit its customers' operations to understand their requirements.

  - Customers do not know how to navigate purchasing processes to resolve problems or whom to call for assistance.

- Staff training and professional development is virtually non-existent with the following results—

- Staff members do not appear to know the capabilities of the district's ERP system.
- There is no uniform understanding of district's procurement policies, procedures, or practices.
- Some departmental staff members appear to lack fundamental knowledge of procurement terms and techniques.
- Staff members could not consistently cite the bid limits contained in state law.

B. Organization

- The contracting and procurement department appears to have excessive numbers and levels of supervision. The department has 5 management/supervisory positions (including the Chief, an Executive Director, a Director, and 2 Supervisors) who manage 8 professional staff, i.e., a management to staff ratio of 1 to 1.6.
- The contracting and procurement organization is lacking in critical functional areas. For example—
  - There is no vendor management function within the department to monitor contract compliance, develop vendor performance evaluations, or assist with vendor problem resolutions.
  - There is no business process management function responsible for establishing policies, procedures, and processes, data management, R&D, and the hierarchical approval schema.
  - There is no control function within the department to prevent double purchase orders, duplicate payments, or to ensure adherence to established policies and procedures.
- The department's organizational chart that was presented to the team does not reflect actual tasks and responsibilities and contains dotted lines that blur accountability and undermine supervision.
- The authority and responsibilities of the various levels of the organization have not been clearly defined.
- The responsibility for the acquisition of textbooks is bifurcated between the Contracting and Procurement Department and the Instruction Department with instruction handling new textbook adoptions and contracting and procurement handling textbooks from previous adoptions.[41]

[41] The Council of the Great City Schools conducted a textbook procurement study for the district in 2004, Evaluation of Textbook Procurement Process in the Detroit Public Schools. The team, however, saw no evidence that major portions of the study and its recommendations had been implemented.

C. Operations

- The district does not have school board approved procurement policies and the department's procurement procedures and practices are inconsistent, cumbersome, and inefficient. For example—
    - A comprehensive set of procurement policies – including an ethics policy – does not exist.
    - There are no policy restrictions on lobbing activities and limited communications between decision-makers and vendors during the competitive procurement process.
    - While the team was presented with several versions of a procurement procedural manual, none were currently approved for use and the department staff does not have access to them.
    - The most recent draft of the procedural manual does not cover contract renewals, vendor debarment, or emergency procurement procedures.
    - Contrary to the draft procedural manual, professional services are not procured through a competitive process. Individual departments select service providers at their discretion.
    - In the absence of authorized and adopted procedures, staff members handle the same processes inconsistently.
    - Information on various processes is passed on orally from staff member to staff members and changes in procedures are implemented without documentation.
    - There are no school board approved purchasing thresholds resulting in the inconsistent application of purchasing controls.
    - Staff members appeared to be unclear on authority levels for requisition approval.
    - There is no minimum requisition amount.
    - Staff members are processing too many small orders based on the analysis of workload data cited earlier in this chapter.
    - There is no standard for how long bids are to remain open.
    - Thresholds have not been established for when a contract may be amended versus being re-bid.
    - There are no standardized procedures for vendor/product selection committee composition and processes.

  - School board approved contracts require the signatures of the Board President, the Superintendent, the CFO, the Chief Contracting Officer (CCO), Risk Management, and the legal counsel—all of which is time consuming and cumbersome.

- The team also noted a number of significant internal control weakness (in addition to the lack of policies and procedures noted above). For example—

  - The team was told that competitive bids are collected and opened in the Board of Education office, outside of the control of the procurement process, a practice that presents the appearance of conflict.

  - The finance department has unrestricted access to the district's vendor file.

  - Certain direct vendor payments are being made without purchase orders and other payments are made on purchases orders created after the fact.[42]

  - There is no quality control review process for site-initiated purchases of consultant services, instructional materials, or computer software.

  - School level staff can execute requisitions without the approval of the site administrator and can bypass budget and program approval authority.

  - The team was told that some staff will "shop" requisitions among the buyers in order to find one who will approve their purchases.

  - No due diligence is preformed to evaluate the responsiveness and quality of vendors.

  - Contracting and procurement staff reported that departmental leadership has overturned low bidders in favor of the vendor preferred by the requisitioner.

  - It is possible to overspend contract authority because of weak controls and reporting.

  - It was reported to the team that contracts continue to be used after their expiration dates.

  - Staff members report that some contracts are rejected by school board members during private preparation meetings prior to the public Board of Education committee meetings.

- The purchasing processes are burdened with a number of bottlenecks that result in excessive lead times for purchases that are formally bid. For example—

[42] The amount of direct payments made during the year, a request made by the team, was not provided prior to the team's departure.

- It was reported to the team that it takes up to 6 month to complete the contracting process.

- In an attempt to offset weak internal controls and a lack of confidence in the purchasing process, district management has established a cumbersome and time consuming series of sign-offs that are more symbolic than real and do not add value to the process.

- Because there is a lack of standardized contract language, terms, and conditions, all contracts are reviewed in the General Counsel's Office which reportedly takes up to two months.

- There is an unexplained gap of 1½ months between school board approval of a contract and its execution.

- The district's Enterprise Resource Planning (ERP) system is significantly underutilized. For example—

  - Staff members generally do not understand how the ERP system works among all department levels and do not know what reports and data may be available from the system.

  - Department management does not use the six (6) or seven (7) standard procurement reports that the ERP system is capable of generating.

  - Automated approval hierarchies are not effectively utilized.

  - Certain requisitions are processed simultaneously in both an electronic and paper form in order to obtain requisite approvals.

  - Supervisors report that they are unable to monitor the workloads of their staff members in spite of the system's capability to provide this function.

  - Work flows have not been redesigned to take advantage of the ERP system's capabilities.

  - It was reported to the team that the on-line receiving function does not record who receive items or where they are received.

  - There is no clear process for requesting access to the ERP system or for making modifications to the system.

  - Vendor support for the ERP system, which has not been updated since 2001, may not be available after the end of this year.

- Vendor payments are not being processed on a timely basis resulting in—

  - The district paying higher prices for goods and services as vendors build in the cost of payment delays.

- Some contracts being duplicated or re-issued in order to get needed supplies because the original vendor has placed the district on credit hold for the non-payment of bills.

- The team noted the following additional concerns with the district's contracting and procurement processes.

  - While management indicated it has attempted to require the aggregation of requisitions for competitive bidding purposes, there are no consequences for failure to do so and the directive is often ignored.

  - The district's process of closing purchase orders at the end of the fiscal year results in unnecessary additional work to re-establish ongoing contracts in the following year

  - Certain contracts and other information requested by the team could not be located in district files.

  - The district uses an electronic bid notification system (DemandStar) as it's sole vehicle for the notice of bids, some commodities appear to have inadequate competition, and methods for seeking additional competition are not utilized.

  - A contracting and procurement master calendar has not been established to ensure that mission critical materials, supplies, and services are available when needed.

  - The district does not seem to have a program to encourage minority- and women-owned and small businesses to provide goods and services.

  - The district does not have a process to pre-qualify vendors to do business with the district.

  - The district does not have a formal bid protest process and does not provide award notices to unsuccessful competitors.

  - Official school board records of procurement actions are not published on a regular or timely basis.

  - The department does not have a functional web page and the directory of staff has not been updated in at least 2½ years.

Recommendations

The Council's Strategic Support Team has the following recommendations based on the findings outlined above.

1. *Conduct a comprehensive independent forensic audit of district contracts and procurement activities for the past two years, incorporating an evaluation of all procurement related internal controls.*

2. *Recruit and hire a procurement professional to head the Contracting and Procurement Department.*

3. *Develop a Contracting and Procurement Department business plan, linked to the district's strategic plan that contains specific goals, objectives, activities, benchmarks, and performance measures.*

4. *Develop and obtain Board of Education approval of a comprehensive set of procurement policies that are linked to a business ethics policy[43] and a transparent contract approval process.*

5. *Develop, publish, and implement a comprehensive set of procurement procedures and processes that maximize the functionality of the district's ERP system, that use standardized forms, terms, and conditions, and that incorporates sound internal controls.*

6. *Undertake a coordinated effort to address the systemic failings that are reflected in the findings of the district's outside auditors and those of the Office of Inspector General.*

7. *Develop strategic approaches, analytical data-driven methodologies, and pro-active initiatives to become a modern procurement operation, including the incorporation of strategic sourcing and other current contracting techniques into the supply chain management system.*

8. *Flatten the organization structure by reducing the numbers and levels of management personnel, with a corresponding increase in the number of professional purchasing staff with clear definitions of authority and responsibilities.*

9. *Create a matrix organization within the department so that buyers are assigned commodities - enabling them to leverage purchases and develop product expertise - and are also assigned a set of schools to create a single point of contact for department customers.*

10. *Establish business process management, vendor management, and process control functions in the reconstituted Contracting and Procurement Department.*

11. *Establish formal customer communications channels to—*

    - Improve understanding of processes, procedural requirements, and customer needs, and

[43] The district's ethics policy should include restrictions on lobbing and communications between decision-makers and vendors during the competitive procurement process.

- Expedite the resolution of operational issues among the Contracts and Procurement Department, the schools, and other departments.

12. *Formalize the initial training of new employees and the on-going professional development of continuing employees and encourage all department staff to pursue professional certification.*

13. *Institute a formal personnel review and evaluation process and hold employees accountable for their actions and productivity.*

14. *Improve communication among Contracting and Procurement staff through regular staff meetings, formalized methods of disseminating critical information, and a project team work approach to major contracts.*

15. *Establish an annual master calendar for procurement activities that—*

    - Incorporates closing dates for time sensitive requisitions (such as textbooks and the expenditure of specially funded programs)

    - Renewal or re-bidding timelines for major contracts, and

    - Other significant deadlines and lead-time requirements.

16. *Expand the use of the P-card program as a purchasing tool, with appropriate internal controls and limitations, under the management of the Contracting and Procurement Department.*

17. *Evaluate options to decentralize some purchasing authority, particularly where there is no value-added from centralized procurement (e.g., use the P-card for low-dollar procurements).*

18. *Widen vendor outreach with the broader publication of bid solicitations, an informative web page, a transparent vendor selection process, an enhanced award notification process, a published vendor protest procedure, a vendor pre-qualification system, and an established vendor debarment process.*

19. *Take steps to ensure the timely payment of vendors on a systematic schedule without the need for detailed management intervention.*

CHAPTER 5. INFORMATION TECHNOLOGY

BACKGROUND

- During the 2001 school year, the Detroit Public Schools decided to outsource the management of its information technology (IT) services in an effort to improve operations, cut costs, and send more money to the classroom.
    - At the time, the school district was spending approximately $20 million a year for technology to support instruction, budget and finance operations, human resources and payroll, transportation, and other functions.
    - The IT department was said to be dealing with chronic problems, especially in payroll.
- In March 2001, the Detroit Public Schools entered into a five-year agreement worth $75 million with Compuware Corporation to provide information technology services for the school district. District IT areas included the data center, help desk, telecommunications, audiovisual, field services, Web site maintenance, LAN/WAN support, and support of all applications.
- Compuware's experience in helping organizations cut costs and improve efficiency was heralded as a win for the district. In 2003, the district received the Outsourcing Center's 2003 Editor's Choice Award as the industry's "Most Improved Process" outsourcing relationship. A Compuware executive stated that a shared sense of urgency with the district enabled the company to exceed 98 percent of its service-level targets.
- While the agreement with Compuware provided for two, two-year extensions, the district, for apparent financial reasons, decided to competitively bid the services.
    - According to the district, Compuware's initial proposal in response to the school system's bid request came in at more than $18 million a year—$4.5 million over its existing agreement of $13.5 million.
    - Four vendors were selected to provide IT services to the district and were to be paid a total of $11.6 million a year.
    - Compuware appealed the school board's decision, which led the board to rescind three of the contracts. The district retained the fourth contract, a five-year agreement with VisionOne in the amount of $9.8 million a year. VisionOne services included management of the data center, network services, application systems, data warehouse, help desk, and field services, as well as the technology curriculum.

FINDINGS

Positive Findings

- The IT department has taken steps to support the district's instructional mission by implementing a business intelligence tool that increases student reporting and enables the monitoring of student data to tailor instruction to meet specific student needs.

- The process for evaluating, purchasing, and implementing curriculum software is very effective and follows program management best practices.

- The IT department has implemented a problem-tracking solution for help desk and service requests.

- The IT department has implemented a green recycling program through its Dell partnership.

- The user documentation provided by the training department is very well written

Areas of Concern

A. Leadership and Management

- The district is at imminent risk of severe business disruption resulting from the following unaddressed IT issues—

    - The maintenance agreement for the payroll software (PeopleSoft) will expire as of December 31, 2008.[44]

    - The student information system software that generates state reports, school report cards, and determines state funding is no longer supported by the vendor.[45]

    - The hardware supporting the payroll and student information systems is both obsolete and operating at capacity.

    - The Information Technology (IT) Department's practice of backing up its PeopleSoft data onto production disks—rather than using other disk storage systems—could result in the loss of all of the district's human resource, payroll, and finance data.

[44] This puts the district at risk of not being able to generate payroll and tax information such as W-2s and 1099s (which could result in fines of $10,000 per occurrence by the IRS).

[45] The district would not have vendor support to get applications up and running if the AS400 server crashed. The total cost to upgrade the AS400 software and hardware is approximately $103,000-$107,000, according to staff. Staff members view this solution as a temporary "fix" because the district would still be behind the current software release, which requires new hardware.

  - The district's data center does not have the proper equipment to protect against data loss due to damage from lightning strikes or power surges.

- The IT department has gone through four cycles of executive staffing in the last six years. As a result, the district lacks a strategic vision or a consistent approach for how information technology should improve overall operational efficiency and the effective delivery of services. For example—

  - The district does not have a multiyear districtwide technology plan that sets goals, objectives, targets, benchmarks, and metrics—all key deliverables called for in the vendor agreement.

  - Nor does the district have a clearly defined engagement model for how departmental user groups should secure services from the IT department.

  - The IT department is structured around maintaining the technology rather than delivering services to business users.

  - Accountability is lacking for both the vendor and the IT department because core competencies, processes, or staff structure for properly managing the vendor agreement have not been determined.

  - The district does not have a plan to utilize data, scorecards, or status reports so that the school board, administration, and the community at large can measure district performance.

  - Key technology purchases, which are critical to maintaining basic and mission critical services, are not prioritized.

- The current IT plan shared with the Council's Strategic Support Team cannot be effectively implemented because—

  - It does not include prioritized activities.
  - A budget is not attached to the plan.
  - Stakeholders' input has not been included.

- The transition to six-month contracts for nonunion staff has created an environment that is not conducive to resolving imminent risks and long-term IT needs. [46]

- The district does not have an integrated planning, budgeting, and reporting processes to identify enterprise technology needs, or to properly budget and account for total actual technology expenditures.

[46] Positions would terminate on January 1, 2009, with notice being provided in October 2008.

- The policy that allows the superintendent to expend $50,000 or less without board approval is not being followed and has lengthened the approval process.

- The team heard evidence that most of the district's hardware and software needs have not been met because managers in the IT department have not been involved in the budget process until this year.

- The district relies inordinately on its information technology vendor for direction because there has not been a champion for technology and related resource needs at the district's executive level.

- The cost savings attributed to the outsourcing agreement are unlikely to be achieved because—

    - There is no flexibility in the contract that would allow the district to address the imminent hardware and software crisis noted above or for any continuous improvement efforts without additional compensation to the vendor.

    - The contract was executed without service-level agreements (SLAs).[47]

    - The help desk agreement, which is based on the number of help desk tickets, inflates district costs because it closes tickets after three failed call attempts, even if the underlying problem is not resolved.[48]

    - The help desk agreement does not appear to have incentives for the vendor to recommend cost-effective options to minimize the number of calls to the help desk. This omission leads to consideration of more expensive solutions, such as password management tools and asset tracking systems.

- The district did not hold the previous IT vendor accountable for the appropriate knowledge transfer to district staff. As a result—

    - The district does not have valid performance measures to immediately enter into service-level agreements with its new vendor, which means the district may have to pay extra to determine desired performance levels.

    - The district lacks detailed documentation of all customizations that were made to its applications, which will likely result in delays and unanticipated costs in any future enterprise resource planning (ERP) system upgrade.

- The district is underutilizing its ERP system capabilities and is not leveraging the system's technology to reduce operating costs. For example—

    - Time and attendance is still a paper-driven process by which data are entered by central-office staff, rather than by school-based staff.

[47] Service-level agreements (SLAs) are being negotiated in the absence of an IT improvement plan, which will likely result in frequent SLA changes

[48] School duties often make it difficult for staff members to take help desk return calls during school hours.

- Many approval processes have not been automated.
- Intra-district student record requests are sent by facsimile rather than via computer.
- Principals do not have access to certain ERP functionalities that would enable them to generate school-based financial and personnel reports at the campus level.

- No formalized governance or steering committee structure exists to facilitate or prioritize critical IT decisions. This void has impeded daily decision making, has put the production environment at risk, and has sub-optimized the district's technology investments. For example—
  - The process for making decisions and prioritizing needs is unclear, untimely, and unnecessarily layered.
  - The current culture appears to be one in which decisions are not based on data.
  - The absence of clear timelines for deliverables from the vendor results in a lack of accountability for results.
  - CFO approval is required for some basic functions, such as indexing tables.
  - District staff appear to prefer build rather than to buy when it comes to technology,[49] and the district lacks clearly defined policies or procedures to guide the internal development of applications e.g., more than 5,000 applications on the AS400.
  - Communication is weak between the district's Department of Information Technology and its user groups, within the department, and between the department and VisionOne.
  - The district either does not have institutionalized or formalized processes to get instructional software approved or it fails to enforce those that it does have, because schools continue to acquire instructional software outside of a formalized process that the IT department claims has been in place for two years.
  - The school board has no policy regarding the purchase of unsupported equipment.
  - The district lacks a standardized process for purchasing technology, resulting in disparate purchases, excessive training issues, and higher support and maintenance costs.

[49] There appears to be an underlying assumption that, if internal resources are used, the cost will be free.

- The district does not have a technology supported asset-management strategy.
- With the exception of student records, there is no technology supported record retention strategy
- The district's backup protocols and disaster recovery capabilities are limited. For example—
  - Tests to restore data from backup tapes have failed.
  - The backup system for printing payroll checks has never been tested.
- The team saw no evidence that vendor-recommended purchases were subject to the same bidding guidelines that the district generally is required to follow.[50]
- Morale appears to be low among information technology staff.
- Management succession planning in IT appears to be missing.
- The minimal relationship that exists between the IT and research departments may be resulting in—
  - Duplicate costs
  - Inaccurate reports due to weaknesses in data integrity of systems containing student data
  - Inability of the research department to access and influence certain IT systems, which results in the creation of duplicate databases and the likelihood that inconsistent data will be communicated to the school board and public.
- The district lacks an enterprise process for ensuring data integrity and consistency. For example—
  - No single data source for student data exists because various departments own data that are not shared. For example, bilingual and special education enrollment data are maintained on an IT-developed database that is separate from the student information system.
  - Inconsistent student record data entry practices have created serious problems in servicing information requests. According to staff, over one million student records have not been entered into the system.
  - Data integrity and security around systems are weak. For example, "super" users—major departments that rely on the integrity of the data—insert data

[50] The team wondered if the outsourcing of services was an avenue to avoid rigid competitive bidding required in the public sector.

directly into production systems and some individuals have unsecured remote access to databases.

- Schools are not keeping student data up to date because of the absence of a compliance and accountability function in the district.

- The team heard evidence that district staff members resist time- consuming state reporting processes.

- Principals reported a lack of understanding of the student dropout calculation.

B. Organization

- The Chief Information Officer position is not strategically positioned in the district because it reports to the CFO and not to the superintendent.

- The team heard evidence that several positions within IT have overlapping spans of control

- There are no business analysts, internal quality assurance staff, liaisons to the various departments within the district, and no project managers in the department.

- The IT department does not include anyone who focuses on data management.

- The department has too many organizational layers.

- As noted above, the IT organization is structured around the maintenance of technology rather than the delivery of services to business owners.

- The organizational chart given to the team indicated that the IT department was staffed with 81 individuals—including district, VisionOne, and PPM staff (including attendance agents who performed little to no IT-related services). The number of district employees totaled 27 individuals, but the sum of all employees—81—appeared large to the team.

- School-based educational technology specialists have no effective organizational structure, which limits their ability to supply the required services to schools to meet the instructional needs of students.

- The district does not have a project management office to oversee major districtwide technology initiatives. Nor does the district promote a standard methodology for project management in this area. The team heard anecdotal evidence that projects have not been implemented properly.

- The instructional technology office has teen few staff members and inadequate resources.

- The pupil population management office, which includes truancy officers and other student services staff, is inappropriately housed in the IT department.

C. Operations

- The district is at continued risk from undocumented customizations to the financial systems. For example, the use of third-party tools by super users to enter data directly into production tables bypasses system security and violates internal control standards.

- Business process analyses were not performed during or after the implementation of the payroll system.

- There does not appear to be formal change-control processes in the area of application code management.

- Database administrators and programmers lack the tools to analyze and improve performance.

- Outsourced resources are used inefficiently. The team heard, for example, that technicians are sent out to the schools before knowing whether PCs are under warranty, even though the district claims this would not be possible with the Help Desk determining warranty status of equipment prior to assigning tickets to field technicians.

- Principals reported that teachers do not receive adequate training to introduce and utilize technology as an instructional tool.

- The team saw no evidence that the district's school-based technology infrastructure had been assessed to ensure that it can handle more advanced technology tools and the increased users that are coming on-line.

- There is a double entry of data because the adult education management systems and pupil population management systems have not been integrated.

- The current transportation routing and scheduling system does not contain basic functionalities that should be required. For example—

    - Transportation routing is performed manually because the GPS and transportation systems have not been integrated.

    - Routes and schedules for students who change schools are not generated automatically.

    - Data from the student information system is not automatically updated for the transportation department.

RECOMMENDATIONS

1. *Hire a cabinet-level Chief Information Officer who would report directly to the superintendent.*[51]

2. *Immediately develop a plan to mitigate the imminent risk of business disruptions, including steps that—*

    a. Ensure ongoing software support of the payroll and student information applications.

    b. Address the hardware capacity and capabilities of critical systems.

3. *Create a customer-driven multiyear business/technology plan that is tied to the districtwide strategic plan and that includes goals, objectives, activities, timelines, performance measures, responsibility centers, and costs.*

4. *Develop an integrated planning and budget development process to ensure that the costs of all IT-related initiatives are captured.*

5. *Tighten vendor management by—*

    a. Hiring or deploying an experienced program manager and support staff

    b. Developing service-level agreements (SLAs) to monitor vendor performance and contract compliance

    c. Renegotiating a performance-based contract that incorporates the SLAs and specific deliverables.

6. *Establish a steering committee composed of finance and human resource/payroll administrators and IT project managers that reviews and approves—*

    a. Modifications to the ERP system

    b. Changes to business processes in advance of any ERP upgrades.

7. *Consider changing help desk processes that have small implementation costs, such as—*

    a. Providing a single point of contact at each location

    b. Extending the days for password reset

    c. Determining whether equipment is under warranty before going to a school

    d. Encouraging self-help among users.

[51] The district hired a new chief information officer after the team's review.

8. *Optimize underutilized functionalities within the existing business applications and add appropriate enhancements to improve performance.*

9. *Consider creating a data warehouse to consolidate information that is currently housed in disparate and ancillary systems, and use the district's business intelligence tool (COGNOS) to access the data.*

10. *Consider replacing the current student information system with a Web-based, multifunctional system.*

11. *Archive student records in an electronic system that ensures the safety and security of valuable student records.*[52]
12. *Develop school board policies and procurement standards to ensure that technology purchases are compatible and appropriately consistent for training, support, and maintenance purposes.*

13. *Develop, test, and utilize best business practices for data backup and disaster recovery protocols.*

14. *Enable the research department to access the IT systems that are critical to performing high-level district reporting and analyses.*

15. *Allow the IT department to execute planned expenditures without unnecessary layers of approvals.*

16. *Set accountability and compliance standards that target responsibilities for data integrity and consistency, audit functions related to student data, the maintenance of all student hard copy records, and the safe storage of student records.*

17. *Flatten the IT organization structure, reduce layers, and broaden the spans of control where appropriate.*

18. *Reduce the cost of data entry by giving principals the authority to manage their budgets and the time and attendance of personnel.*

19. *Move truancy officers and other student services staff out of the IT department and into an appropriately focused instructional department.*

20. *Establish and enforce procedures for the documentation, review, and approval of all software modifications.*

21. *Establish procedures to ensure compliance with internal control standards.*

22. *Provide database administrators and analysts with the technical tools to improve systems performance.*

[52]Some newer student information systems have archiving capability.

23. Issue a competitive request for proposal (RFP) to select a new transportation and routing system with the functionalities that meet the needs of the district.

FOLLOW-UP TECHNICAL ADVISORY TEAM

The Strategic Support Team presented the following high-level management findings to the district's Interim Chief Information Officer on April 9, 2008—

- The district faces imminent risks of business failures, including the possibility that the district will be unable to generate payroll, W-2 and 1095 forms, state reports, student report cards, etc., with no capability to recover because—
    - Current versions of the software that support the district's student information and business systems are either not currently or soon will no longer be supported by vendors.[53]
    - The student information and business systems applications are operating at capacity on end-of-life AS400 and Sun servers.
    - There are inadequate or ineffective backup systems.[54]
- It is not clear that management has recognized the imminent risks to the school district, as evidenced by the following—
    - There has been no strategic direction set by senior management and no business plan developed by department management that sets goals, objectives, targets, benchmarks, etc., to mitigate the risks.
    - The district is not organized to address the risks. For example—
        - There are too many management layers in the chain-of-command to effect required changes. The Chief Information Officer reports to the Chief Finance Officer and not to the Superintendent.
        - There is no governance structure or steering committee that prioritizes and oversees the implementation of major initiatives, programs or projects.
- The district's contract with VisionOne is staffed and resourced to provide an array of technology-related functions that are largely maintenance oriented in nature and are not intended to address critical issues.

In response to these critical findings, the school district requested that the Council convene a follow-up team that could assist in developing a strategy to mitigate the

[53] The maintenance agreement for the payroll software (PeopleSoft) will expire as of December 31, 2008.
[54] The Information Technology (IT) Department's practice of backing up its PeopleSoft data onto production disks rather than using other disk storage systems could result in the loss of all of the district's human resource, payroll, and finance data.

impending risks to the district. A Technical Advisory Team was assembled by the Council and visited Detroit on May 7-9. The team—

- Interviewed district and VisionOne employees and obtained their unqualified consensus with the high-level management findings that are outlined above.

- Assembled a working group, headed by Frank Felton (Deputy CIO), of key district and VisionOne employees who agreed to deliver to the Council a comprehensive work plan to address these problems for team review by May 23 and for submission to the superintendent by May 30.[55] (The Technical Advisory Team recognized that the schedule for submission was aggressive but critical given the seriousness of the impeding risks to the district.)

While there has been some progress, the Council has not received a comprehensive work plan that could be recommended to the superintendent to mitigate the risks facing the district. As a consequence, the Council recommends that—

- The superintendent immediately assign appropriate staff to facilitate the progress of the working group and to remove any impediments that stand in the way of delivering an appropriate and usable plan to mitigate the risks.
- The superintendent and senior management recognize that—
    - The optional actions and activities to mitigate those risks will require additional resources and funds, at least in the short term.
    - This investment, if properly managed, will pay dividends in the form of improved service and heightened public confidence in future years.

[55] Appendix D lists the district and VisionOne employees who were interviewed and those who agreed to serve on the working group.

CHAPTER 6. FACILITIES

BACKGROUND

- The school district currently operates 206 schools that are open and occupied, and has closed 73 schools since 2003-2004.

- Notwithstanding the closure of numerous schools, the significant decline in enrollment has left the district with excess building capacity.

- The district operates its facilities program under a management contract with Aramark Management Services, LP that has been in existence for almost seven years. Under the terms of the contract, Aramark provides—

  - Management and administrative personnel and services.

  - Site-based housekeeping and engineering personnel, and skilled crafts maintenance staff. Certain area supervisors remain district employees.

- The contracting out of facilities management originated from recommendations proposed in a Berkshire Advisors study conducted in 2001 that had been commissioned by the Reform Board.[56] The study stated that—

  - Outsourcing the management function would allow the district to better address its facilities issues because the contract managers would be able to provide expertise that was not available within the district.

  - The contract managers would be able to provide needed equipment.

- Aramark Corporation was awarded a three-year contract for $6.4 million in July 2001 on the basis of the results of a competitive request for proposals (RFP) that the district issued in May 2001. Under provisions of the contract, Aramark took over management of the district's facilities and invested $2.5 million in start-up costs. The terms of the management contract have been amended several times since its inception. For example—

  - In December 2001, the contract was extended to a 10-year term at a total of $78.6 million with only minor changes in the scope of work.

  - Due to a change in the contractor's general liability insurance, the contract was amended to reduce the contract price from a total of $78.6 million to $69.8 million in December 2002.

[56] The appointed Reform Board was created by the Michigan State Legislature in 1999 and was in place until December 31, 2005.

- A letter of agreement was executed in September 2003 that provided for the "donation" of $1.6 million by Aramark to the school district for the purchase of new vehicles and GPS equipment.

- Modifications to the scope of service reduced the total contract price from $69.8 million to $53.3 million in October 2004. These modifications (1) eliminated the services of the human resources manager, the technology manager, and the training manager; and (2) added tracking and reporting of utility costs and managing of energy projects.

FINDINGS

Positive Findings

- The superintendent has brought new leadership into the district, with new ideas and fresh approaches to deal with significant ongoing issues in the areas of facilities, labor relations, and contracting and procurement.

- The leadership of the facilities contract management company has demonstrated subject matter expertise and an in-depth understanding of the specific facilities issues faced by the school district.

Areas of Concern

A. Leadership

- The district lacks a strategic vision or approach for the role that facilities should play in improving academic achievement or operational efficiencies.

- The district does not have a multiyear facilities master plan, a situation that results in inconsistent direction and extra maintenance costs.[57]

- The district lacks a plan to reduce the number of schools, redraw attendance boundaries, mitigate the costs and risks associated with its excess building capacity, or manage its capital assets. For example—

  - Based on current three-year enrollment projections, the district will need only eight high schools, but will have 26 high schools open.[58]

  - A recent decision by the school board to put a school-closure plan on hold reflects an apparent lack of concern for the costs incurred in operating and staffing under-enrolled schools and the resulting drain on the district's budget.

[57] A facilities master plan includes an analysis of community demographics, an inventory of capacity to properly house students and staff, an evaluation of the physical conditions of existing schools, and a facility needs analysis. The plan should also include information on funding, decommissioning and disposition of surplus assets, analysis of potential future school sites, and information that covers custodial, preventive and regular maintenance and major repair and replacement services.

[58] This estimate assumes a 2,000 student capacity per school.

- The district does not have an effective process for decommissioning closed schools in order to preserve and protect the district's assets. [59]

- Recognition of the fiscal and legal liabilities that unprotected buildings pose to the district appears to be nonexistent.

- The district seems to lack a consistent strategy or capacity to sell excess facilities or to manage leased properties. The district has not appraised or conducted market surveys to value its current excess properties for lease or sale, and is just now beginning the process of trying to assign values to these properties.

- The district is leasing central-office space while excess space that could be renovated for this purpose stands idle.

- The facilities unit appears to be plagued by poor morale, distrust, and tensions that exist among supervisory levels within the hierarchy of the unit.

- The team heard that issues with the district's facilities impede the instructional program. For example—

  - Principals reported spending an extraordinary amount of time on issues related to their school facilities, even though the current organizational structure was intended to lessen principals' roles in the management of their buildings.

  - Principals said that the suboptimal conditions in their school buildings have a negative impact on teaching and learning.

  - Principals report that poor indoor air quality leads to high rates of student and teacher absences.

- Relationships with the unions representing facilities employees are strained. Conditions contributing to this situation include the following—

  - In recent years, contract discussions have focused primarily on salary concessions on the part of nonteaching bargaining units.

  - There has been disparate treatment among the various district bargaining units, with employees in some units getting raises, while employees in other units suffering salary and benefits cuts.

  - Joint labor/management committees have not met in two years

  - All labor contracts have expired or are about to expire.

  - Collective bargaining was suspended until recently.

[59] The team observed unprotected closed school buildings that had been stripped by "urban miners."

- Communications within the Facilities Management and Auxiliary Services Department is poor, as well as between the department and other parts of the organization. For example—

  - Senior district management has not effectively communicated and coordinated with the contracted management firm until recently.

  - There is no evidence of formal or informal processes for facilities management to obtain input from the field on issues, problems, and potential solutions.

  - Roles and responsibilities in the Facilities Department are not clearly defined or communicated. For example, principals could not indicate who in the facilities unit was responsible for which functions.

  - No formal mechanism exists to notify school sites when custodians are reported absent.

- There is neither a professional development program nor adequate training opportunities for personnel in the facilities unit beyond what is mandated by law.

B. Contracted Management

- District oversight or administration of the contractor is generally lacking.

- The contractor's responsibilities are poorly defined and lack clear directions, adequate performance measures, clear documentation, and strong accountability.

- The district does not maximize or take full advantage of the contractor's expertise, but is paying for it nonetheless.

- A cost/benefit analysis has not been conducted to determine if the return-on–investment justifies the cost of the contractor's services.

- The contractor has not provided the required annual recommendations on potential operational improvements for the past two years.

- There is a general perception among district staff interviewed by the team that the contractor is performing poorly. For example—

  - The contractor has been criticized for managing school closures even though the terms of the agreement with the contractor limited its responsibilities to move managers and did not include the decommissioning of the closed school buildings.[60]

[60] The contract for these service had not been signed by the district as of the date of the team's visit

  - Many of the district's facilities problems, which are attributable to the negative impact of budget reductions, have been blamed on the contractor.[61]

- The credibility of facilities status reports, which are generated by the contractor, is suspect because of alleged pressures to report only positive results. [62]

- Even though the management contract states that "Aramark shall also be responsible for the management of the existing Detroit Public Schools employees," the role of the contractor in labor relations, e.g., grievances and employee discipline, is confused.

C. Organization

- The Chief of Facilities Management and Auxiliary Services is responsible for facilities management, site management, real estate management, food service, student transportation, environmental health and safety, community use of schools, and the capital improvement program, and reports to the Chief Financial Officer (CFO).

- The Department of Facilities Management and Auxiliary Services has excessive levels of supervision and overlapping responsibilities. There are four supervisory levels between the site-based facility manager and the director of facilities, that of the director of operations, the area building manager**,** the zone building supervisor**,** and the zone custodial supervisor**.** (Exhibit 42 on the next page displays the number and type of supervisory positions in this chain of command.)[63]

- Facility managers (formerly titled building engineers) are responsible for the supervision of custodial staff at the school-site level, but have not been trained for this responsibility and do not have a custodial lead-person to assist in supervising staff on the evening shift.

- Facilities Management and Auxiliary Services has no planning unit to develop strategies and action plans or to coordinate special projects.

- Demographic data are provided to the school district by the City of Detroit because the district lacks the capacity to produce these data in-house.

- There is no contract administration unit in the Facilities Management and Auxiliary Services Department.

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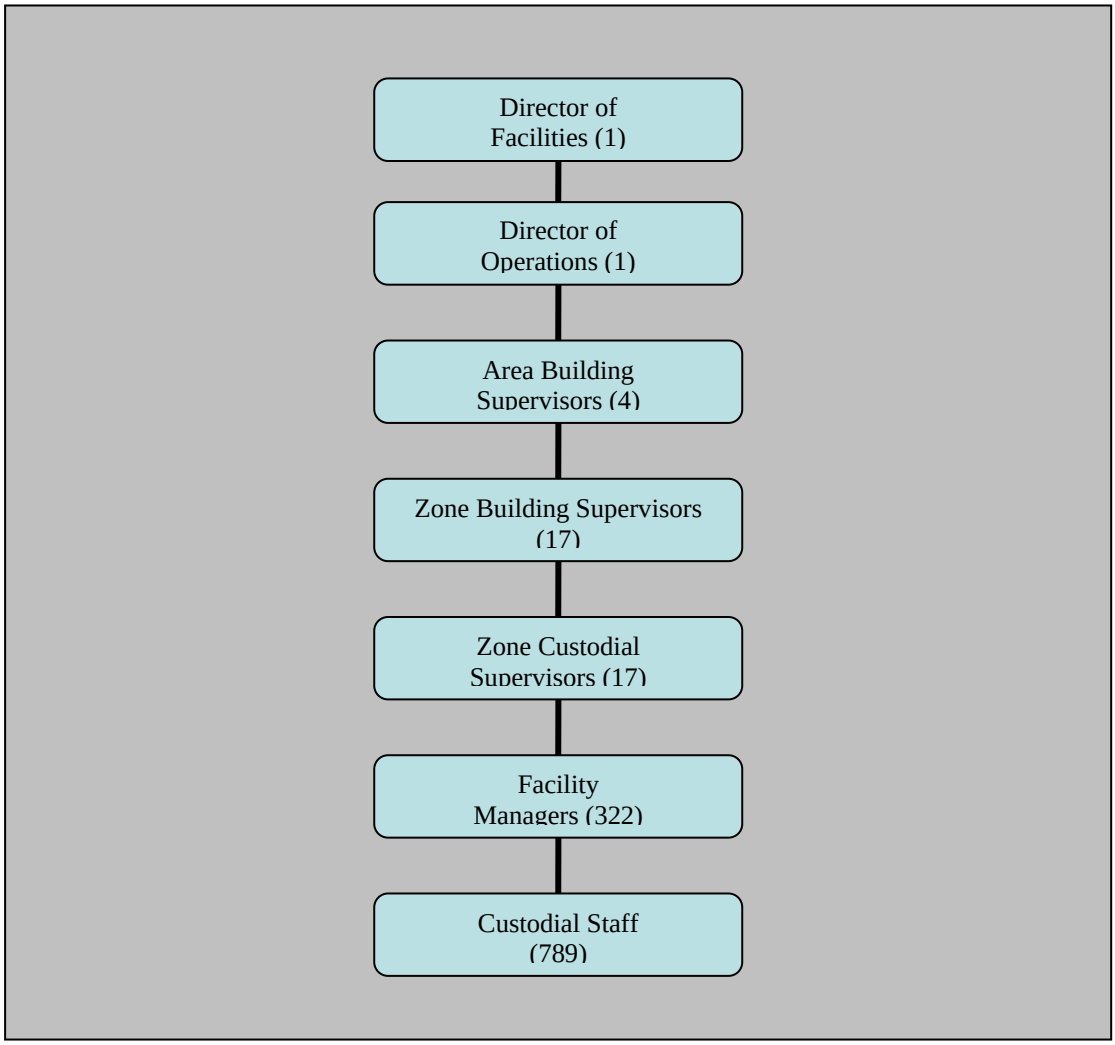
[61] One staff member incorrectly reported that the contractor receives 10 percent of all cost savings in facilities.

[62] One principal reported that she refuses to sign facilities inspection reports because they overstate the cleanliness and condition of the school.

[63] It was noted by the team from budget documents that while facility managers and custodians were reduced by 216 positions in FY2008, supervisory positions were only reduced by one position.

Exhibit 42 . Facilities Services Levels of Supervision



D. Operations

- Standard procedures and protocols are not implemented consistently.
- The work order system for maintenance operations is not managed or utilized effectively or efficiently. For example—
  - There are multiple sources and avenues for input into the system, including direct online requests from schools, telephone requests, and facilities staff entries.
  - The scheduling and prioritization of work is unclear to service providers and end users when they view open work-order requests.
- The amount of overtime pay incurred in the Facilities Management and Auxiliary Services Department, some of which is built into union contacts, appears to be

excessive.[64] For example, $8.7 million (8.9 percent) of the $97.4 million operating budget for maintenance and operations was reportedly spent on overtime in 2006-2007.

- The absenteeism rate among custodial personnel is reported to be 20 percent. (The team could not locate hard data to confirm this figure, however.)

- Personnel performance evaluations have not been conducted in the department since at least 1999.

- Job descriptions with tasks, responsibilities, and performance expectations for positions in the Facilities Management and Auxiliary Services Department are either outdated or nonexistent.

- Facilities staff report that the district's practice of eliminating vacant positions when employees are terminated for cause undermines the disciplinary process and encourages the retention of poor and marginal employees.

- School principals report that poor-performing employees are shuffled from school to school.

- The Facilities Management and Auxiliary Services Department does not use job order contracting (JOC), nor are maintenance staff members familiar with its concepts. [65]

- The district spends most of its resources for reactive (breakdown and emergency) repair work and little or nothing on preventive maintenance. This practice runs counter to what is considered the industry best practice of investing from 10 percent to 15 percent of maintenance resources for preventive maintenance services (inspection, adjustment, lubrication, minor repairs).

- The district lacks an effective energy conservation program that could capitalize on opportunities to achieve major savings in energy costs.

- The department does not take advantage of current facilities management technologies such as centralized boiler monitoring and control.

- An adequate pool of qualified substitutes is not maintained to serve as facility managers or custodians.

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[64] The facility managers/engineers have 20 weekends of mandatory overtime in their contract, ostensibly to manage boiler systems after regular school hours during the winter months.

[65] Job order contracting (JOC) is a way for organizations to get numerous, commonly encountered construction projects and repair tasks done quickly and easily through multiyear contracts. JOC reduces unnecessary levels of engineering, design, and contract procurement time by awarding long-term contracts for a wide variety of renovation, repair and construction projects/tasks. JOC provides a methodology for executing a wide variety of indefinite quantity, fixed-price, and multiple orders for repair work. JOC contractors are selected on qualifications, performance, and low bid.

- Protocols are not in place to ensure the safety and security of evening shift site-based personnel and their personal property.

- The overall number of custodial personnel appears reasonable, although the number of custodians assigned to the day shift may be excessive. The district is staffed at a level of one custodian per 25,594 square feet, as compared with the average of one custodian for 25,064 square feet in 28 other urban school districts.[66]

- The district's custodial cost per square foot of $2.05 is 15 percent higher than the median cost per square foot of $1.78 in 37 other urban school districts.[67]

- The district's skilled craft workforce appears to be understaffed. The district has 0.4 skilled craft maintenance workers for every 100,000 square feet, compared with an average of 1.2 skilled craft maintenance workers per 100,000 square feet in 37 other urban school districts.[68]

- The total costs of the district's maintenance and operations as a percentage of the general fund is somewhat higher than that of other urban school districts. The district's maintenance and operations costs in 2007 amounted to 11.3 percent, compared with a median of 9.2 percent in 28 other urban school systems.[69]

RECOMMENDATIONS

1. *Develop a comprehensive Facilities Master Plan that includes—*

   a. An analysis of enrollment trends and community demographics

   b. An inventory and evaluation of existing schools (including conditions and capacities) and excess property

   c. A needs-analysis for school facilities

   d. A process for the closing, decommissioning, and the ultimate disposition of excess school properties

   e. Guidelines for the maintenance, protection, and preservation of closed buildings and excess property

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[66] The Council of Great City Schools is conducting a major multiyear study to identify performance measures, key indicators, and best practices that can serve as guides to improve the non-instructional operations of urban school districts. The goals, objectives, and structure of the *Performance Measurement and Benchmarking Project* have been developed by executive administrators with extensive subject-matter expertise. It uses an agreed-upon research approach with standards and templates for analyzing data for top performance measures. The "custodial workload" was reported by the Council in its 2007 *Performance Measurement & Benchmarking for K-12 Operations* Key Performance Indicators Report.
[67] Ibid.
[68] Ibid.
[69] Ibid.

f. Policies to guide the sale, lease, or reuse of excess properties.

2. *Develop written procedures, processes, and protocols to support and enhance the Facilities Master Plan, particularly in the areas of—*

   a. Move-management

   b. Building decommissioning

   c. Maintenance and protection of closed sites

   d. Lease, sale, or reuse of excess properties.

3. *Develop and execute a school closure plan, based on the analysis in the Facilities Master Plan, which eliminates excess building capacity and serves the best instructional and economic interests of the district.*

4. *Re-title the Chief of Facilities Management and Auxiliary Services as the Chief Operating Officer (COO), so that the title reflects the broad span of responsibilities assigned to this position.*

5. *Restructure reporting relationships so that the COO, as well as the CFO, report directly to the superintendent.*

6. *Develop and execute a management plan for the facilities department that—*

   a. Organizes the department by function

   b. Allocates resources and establishes priorities that balance the need for preventive maintenance with the requirements for reactive repairs

   c. Defines roles, responsibilities, functions, and reporting relationships

   d. Creates job descriptions and performance expectations

   e. Establishes performance metrics for each unit.

7. *Eliminate the zone custodial supervisor level of management, and task and train the zone building supervisors to manage this area.*

8. *Train site-based facility managers to oversee custodial operations and create a lead-person to assist in the supervision of the assistant custodians on the evening shift.*

9. *Renegotiate the facilities management contract to—*[70]

   a. Better define roles, responsibilities, and accountability

   b. Facilitate regular communications and coordination

[70] There are a little over three years remaining on the management contract which expires July 14, 2011.

c. Establish well-defined performance standards and measurements

d. Provide for knowledge transfer and management transition, as appropriate.

10. *Conduct a cost-benefit analysis of the facilities management contract to determine if the return on investment justifies the expense.*

11. *Attempt to reengage with the unions through the collective bargaining process.*

12. *Reinstate labor-management committees to address such issues as low morale, high absenteeism, and workplace safety of facilities staff.*

13. *Develop a formalized process to obtain unfiltered views and suggestions from the department's customers.*

14. *Institute a comprehensive staff development program to include regular training to enhance job performance at all levels.*

15. *Establish a planning unit within the facilities department to develop strategies and action plans and coordinate special projects (including the review of demographic information provided to the school district by the city).*

16. *Create a contract administration unit that reports to the COO, which would monitor and manage the facilities management contract as well as other significant operations-related contracts of the district.*

17. *Revise the procedures supporting the district's work order system so it can become a valued core management tool for the organization and its customers.*

18. *Discontinue the practice of eliminating positions that become vacant as the result of disciplinary actions.*

19. *Establish an aggressive energy/telecommunications management program including—*

    a. Engagement of outside utility billing review firms specializing in energy and telecommunications services

    b. Implementation of cost-effective energy and water conservation measures including building energy control systems

    c. Establishment of guidelines for energy efficient designs for new and renovated buildings.

20. *Establish a well-qualified pool of custodial and facility manager substitutes and a system to notify school sites when a substitute is being dispatched to their location.*

21. *Adopt proven technologies to better manage facilities operations (such as remote boiler monitoring and control).*

CHAPTER 7. SYNOPSIS AND DISCUSSION

This is a period of deep concern about the Detroit Public Schools. The school district faces substantial challenges on almost every front. Its student achievement is low and has stopped moving upward. It continues to lose students at an alarming and unprecedented rate. It faces a large budget deficit that can be traced to years of not keeping spending in line with declining revenues. Its information technology systems are on the verge of collapse. It will have to deal at some point with the fact that it has too many facilities for the number of students that it serves. It faces the prospect of additional charter schools if its enrollment falls much further. Its underlying operating systems are antiquated and bordering on dysfunctional. And its school board has had a hard time getting traction under its desire for reform and improvement. It is a daunting list.

At the same time, the Detroit Public Schools has a number of assets that it could use to its advantage. It has a new superintendent who enjoys support in many quarters of the city and who is trying to pull the system back together. It has the support of many at the state level who want to see the district succeed on its own without further intervention. It employs many talented and committed staff people who, if led properly, will do almost anything to see that the school district survives and thrives. It has made a number of instructional improvements over the last several years that the leadership can build on in its efforts to push student achievement upward. And it has a citizenry that is hungry for improvement.

The question at this point is which set of forces will prevail. And imbedded in that question is a choice between taking the steps that will be necessary to improve the district and the lives of children in its charge or keeping things as they are.

The good people of Detroit should know that other urban school systems around the country have faced many of the same choices. The school districts in Richmond, Atlanta, Philadelphia, Long Beach, Cleveland, and other cities are examples. Some of these school systems initiated reforms on their own, while others had the choices made for them by external forces. Detroit already knows what it feels like when someone else takes control of its schools.

Either way, these city school systems—with the energy and support of their communities—decided to take the tougher but more rewarding path. They developed a strong political consensus for reform; they articulated clear goals for what they wanted to achieve; they held their staff members responsible for progress on those goals; they created high standards and the instructional program to match; they used their data to monitor their progress; and they strengthened their operations and finances to support the work in the classrooms. None of these other school systems have reached the Promised Land, but all of them have seen higher student achievement, better management, and emerging public confidence.

There is no reason that the Detroit Public Schools *can't* do what some of these other city school systems have done.

The message for the Detroit school district in this report is that the greater payoff comes from choosing the path of *most* resistance. The district, first and foremost, needs to stabilize its financial situation and carry through on the budget it recently adopted. Doing so is likely to mean further consolidation of schools and painful reductions in personnel. Within these difficult choices, however, rests the opportunity to retain and improve the best schools and keep and enhance the district's best talent.

Second, the school system needs to bear down hard on its academic program. It has made some important strides since the Council did its last instructional review of the district about five years ago. Still, the Council's team was troubled by the enormous gaps in where the instructional program is now and what might make it far more successful.

Third, the district needs to address the immediate possibility that its information technology systems could cave in. Should this happen, the district will be digging itself out and pointing fingers for years when it needs to be moving proactively forward. Our attempts to kick-start technology reforms, however, were met by staff-level inaction. The Council of the Great City Schools cannot overly stress the risk the district is putting itself in and the need to address both budget and technology problems *post haste*. All other improvements are in jeopardy if reforms in these two areas do not proceed quickly.

Fourth, the school district needs to take a hard look at its procurement and contracting practices. These are at the heart of some of the district's problems in budget and technology. The Council has made a number of proposals in this area, but the most important one involves a forensic audit of the district's procedures to help avoid the appearance of impropriety and restore public confidence.

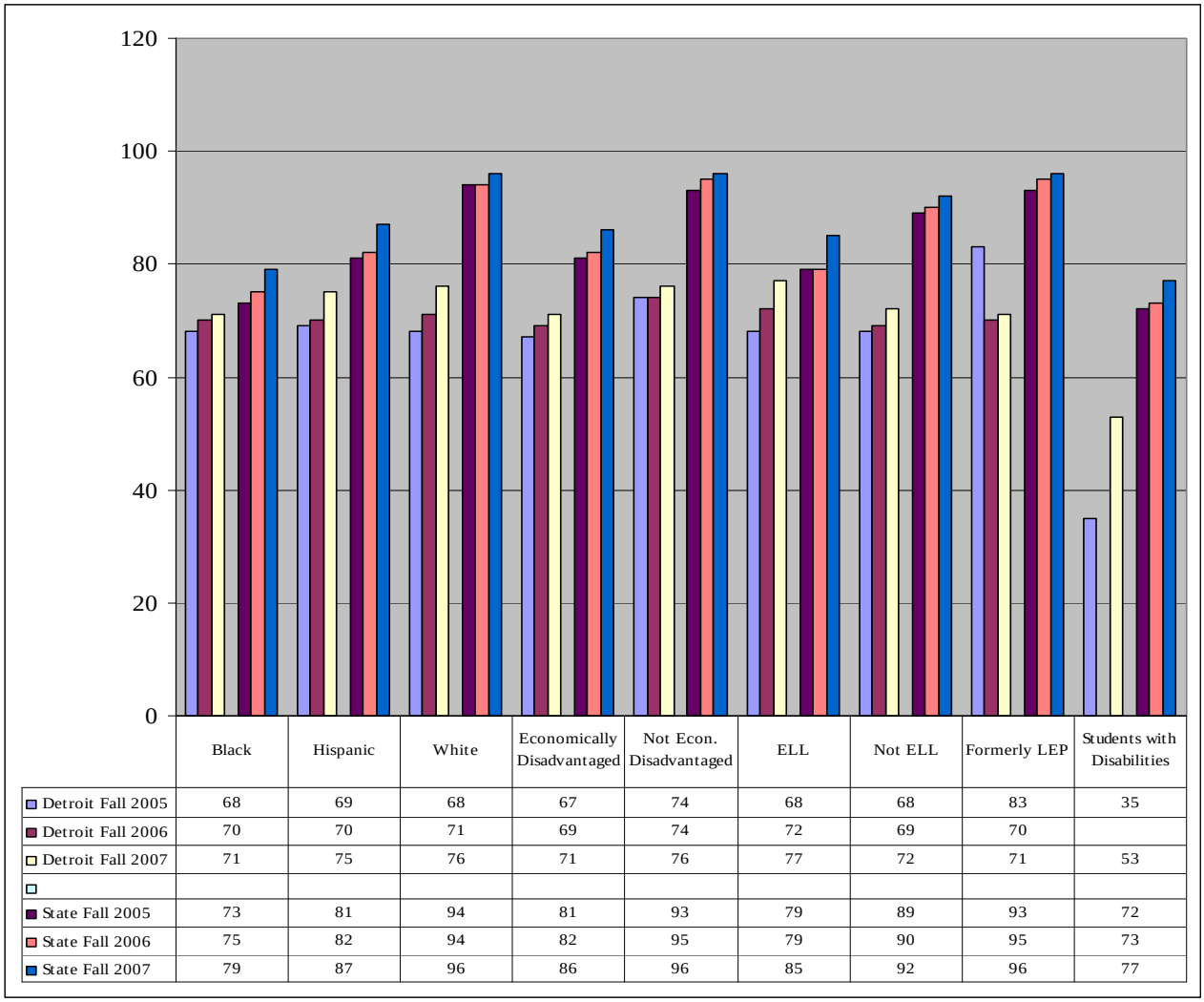
Finally, we urge the district and its leadership to address itself broadly to issues of public confidence and parent engagement. The school system has been buffeted by extraordinary forces over the last several years that have undercut the public's trust and support of its efforts. There is little other way to explain the extraordinary exodus of children from the schools. We know of no other urban school system that has seen such a precipitous drip in its enrollment over the last several years.

The Council was not able to examine all the parts of the school district that warrant examination. But we were troubled enough by what we saw to think that there are probably other functions facing substantial challenges as well. Still, we are confident that if the school board and the new superintendent began collaborating that many of the system's major problems could be addressed. Neither the board nor the superintendent will be able to do so without the other. The difficult choices ahead will require everyone pulling in the same direction—a direction toward reform and improvement. Only then will it be clear which forces will prevail. Our greatest hope is that they will be the forces of progress, excellence, and opportunity. The Great City of Detroit and its children deserve no less.

APPENDIX A. DETROIT PUBLIC SCHOOLS MEAP PERFORMANCE BY GRADE AND SUBGROUP AT OR ABOVE STATE STANDARDS, FALL 2007

APPENDIX A. NUMBER AND PERCENT OF DETROIT STUDENTS AT OR ABOVE STATE PROFICIENCY LEVELS, FALL 2007

	Math		Reading		Writing		ELA		Science		Social Studies	
	N's	Met or Above	N's	Met or Above	N's	Met or Above	N's	Met or Above	N's	Met or Above	N's	Met or Above
Grade 3	7580	70	7580	72	7596	40	7560	62				
American Indian	22	77	22	68	22	32	22	64				
Asian	77	87	76	78	77	55	76	72				
Black	6563	69	6531	73	6543	41	6512	63				
Hispanic	701	74	690	69	691	31	689	56				
White	259	74	256	69	258	40	256	63				
Econ. Disadvantaged	6311	69	6266	71	6279	38	6249	61				
LEP	807	77	796	69	799	35	795	59				
Grade 4	7372	64	7315	65	7337	24	7305	52				
American Indian	<10		<10		<10		<10					
Asian	63	86	62	89	62	50	62	82				
Black	6375	63	6332	65	6352	24	6322	52				
Hispanic	678	70	670	66	672	20	670	50				
White	246	67	241	57	241	23	241	49				
Econ. Disadvantaged	6014	63	5966	64	5989	22	5959	50				
LEP	513	70	502	65	504	20	502	49				
Grade 5	7370	44	7316	57	7319	35	7294	51	7330	56		
American Indian	19	42	19	58	19	11	19	42	19	58		
Asian	63	60	63	56	63	40	63	49	63	63		
Black	6409	44	6365	58	6374	36	6351	51	6370	56		
Hispanic	645	45	636	53	631	33	629	46	644	58		
White	230	43	226	53	225	33	255	49	230	60		
Econ. Disadvantaged	6000	43	5952	55	5955	34	5932	49	5965	55		
LEP	508	45	502	48	499	31	498	43	509	55		
Grade 6	7057	39	6981	55	7040	49	6946	51			6985	39
American Indian	18	50	18	67	19	47	18	61			19	53
Asian	58	81	58	71	58	72	58	69			57	68
Black	6310	38	6251	54	6310	48	6221	50			6253	37
Hispanic	511	53	499	63	499	50	496	58			501	47
White	160	39	155	58	154	48	153	53			153	42
Econ. Disadvantaged	5558	38	5497	53	5539	48	5469	49			5512	37
LEP	434	53	424	60	423	50	421	56			427	45
Grade 7	7366	44	7288	39	7326	57	7245	42				
American Indian	18	39	18	44	18	50	18	44				
Asian	66	73	65	63	65	78	65	69				
Black	6635	43	6578	37	6608	56	6535	41				
Hispanic	490	52	479	51	481	58	479	53				
White	156	44	146	41	152	54	146	41				
Econ. Disadvantaged	5436	42	5380	37	5407	55	5350	40				
LEP	469	53	458	48	460	58	458	51				
Grade 8	7477	39	7413	52	7442	47	7369	49	7429	49		
American Indian	14	50	13	69	13	62	13	62	14	71		
Asian	67	64	65	69	66	64	65	68	65	57		
Black	6832	38	6784	51	6813	47	6745	48	6785	48		
Hispanic	437	46	427	58	424	54	422	56	438	59		
White	127	39	123	54	125	46	123	52	126	56		
Econ. Disadvantaged	5385	37	5327	50	5343	45	5291	47	5347	47		
LEP	437	47	425	56	422	52	421	54	437	56		



	Black	Hispanic	White	Economically Disadvantaged	Not Econ. Disadvantaged	ELL	Not ELL	Formerly LEP	Students with Disabilities
Detroit Fall 2005	68	69	68	67	74	68	68	83	35
Detroit Fall 2006	70	70	71	69	74	72	69	70	
Detroit Fall 2007	71	75	76	71	76	77	72	71	53
State Fall 2005	73	81	94	81	93	79	89	93	72
State Fall 2006	75	82	94	82	95	79	90	95	73
State Fall 2007	79	87	96	86	96	85	92	96	77

Source: Detroit Public Schools, Office of Research, Evaluation, & Assessment

APPENDIX B. BUDGET SURVEY

APPENDIX B. BUDGET SURVEY

Council of the Great City Schools

Survey of Urban School Budgeted Expenditures
School Year 2004-2005

- Name of School District _____
- Name and Title of Persons Completing Survey_____
- Phone: ( )_____ Fax: ( ) _____ Email: _____

Instructions

Please complete this form using budgeted, rather than actual, figures for your 2004-2005 school year. Include budgeted expenditures for services that the district provides directly and those for which the district contracts. If an exact amount is not available, please provide the best estimate possible. Round figures to the nearest dollar. If the correct response to any item is $0.00, please write in a zero (0) rather than leaving the space blank so that the response can be differentiated from "not available."

A. General Information

- What is the total prek-12 enrollment of the district this school year (2004-2005)?_____
- Is your school district: □ Fiscally Independent □ Fiscally Dependent
- When does your fiscal year begin and end? Begins _____ Ends _____
- When is your budget usually approved by the school board? _____
- Is your budget approved by an outside organization or entity (e.g., city council, regional or county school authority, state, control board, or other)? □ Yes □ No

  -If yes, please specify outside entity approving district budget._____
  -If yes, in what month does outside entity usually approve your budget? _____

B. Budgeted Expenditures by Function, 2004-2005

- Include budgeted expenditures for all current expenditure funds (e.g., operating, special education, federal projects, transportation, etc.) but exclude funds that are intended to be self-supporting, such as food service.
- Include total budget costs of compensation for both professional and support staff—salaries, employer retirement contributions, and costs of fringe benefits—as well as the cost of supplies, travel, etc., in each functional category.

1. Current Budgeted Expenditures, 2004-2005

Function	Explanation	Budgeted Amount
Instructional Services		
Classroom instruction	Include: Prek-12 teachers, paraprofessionals, instructional coaches, and clerical personnel working with teachers in the classroom. Also include afterschool instructional programs costs.	$

	Exclude: Special education spending (see next category).	
Special education	Include: Teachers, paraprofessionals, clinical staff, and clerical personnel assigned to work with students classified as eligible for special education services; as well as services contracted to outside agencies or private schools to which the district sends special education students. Exclude: Transportation of special education students (see transportation).	$
Books & materials	Include: Textbooks, library books, audiovisuals, instructional software, and other instructional materials. Exclude: Costs of in-class computers (see next category).	$
Instructional technology	Include: Computers and other related or auxiliary technology that is used for the delivery of instruction.	$
Auxiliary Instructional Services	Include: Counselors, librarians and their support staff.	$
Improvement and Development	Include: Curriculum development, instructional supervision, in-service and professional development of staff, and leadership training and principal academies.	$
Other	Include: Other instructional services, including those that are contracted to outside agencies such as regional service agencies but are not prorated to the functions above. Exclude: Special education contracts. (Place under special education or transportation.)	$
School-Site		$
School-site leadership	Include: Offices of principals, assistant principals, and other supervisory staff.	
School-site support	Include: Secretaries, clerks, and noninstructional aides.	
Student Services		
Health and Attendance	Include: Physical and mental health staff and services such as nurses, psychologists, social workers, related paraprofessional and clerical staff and materials.	$

Transportation	Include: Staff, drivers, maintenance and operation of equipment, fuel, and contracts, for transporting public school pupils even if a separate transportation fund is maintained. Also include special education transportation and transportation for non-public and charter schools.	$
Food Service	Include: Net cost to district of operating food service program (may be $0 if self-supporting). Exclude: Expenditures offset by income from cash sales and state and/or federal subsidies.	$
Student Activities	Include: Net cost to district (may be $0 if self-supporting) of extracurricular student activities. Exclude: Expenditures offset by gate receipts, activity fees, etc.	$
Other	Include: Other student services (only net cost to district).	$
Board of Education Services	Include: Board members, board staff, travel & meeting expenses, election services, legal services or general counsel, census, tax assessment/collection services, and similar Board services.	$
Executive Administration	Include: Offices of the superintendent, deputy, associate, assistant, and area (regional) superintendents. Also include negotiation services; state and federal relations; communications (or public information) and community relations; planning, research, evaluation, testing, statistics, and data processing; and related central office services not listed elsewhere. Exclude: Services (listed elsewhere) for instruction; fiscal services; operations (or business services); maintenance; pupil personnel; and school-site leadership.	$
Fiscal Services	Include: Fiscal services (payroll, budgeting, accounting, internal auditing, short-term interest, etc.); facilities acquisition and construction services; and similar finance-related services not included elsewhere. Exclude: Capital expenditures.	$
Business Operations	Include: Procurement; warehousing; printing; management information services, human resources and personnel; security; TV and radio.	

	Exclude: Maintenance, food services, transportation or other listed operations.	
Facilities and Maintenance	Include: Staff, equipment, and supplies for the care, upkeep, and operation of buildings, grounds, security, custodial and other services. Exclude: Expenditures (listed elsewhere) for major equipment purchased from a special capital purchases fund, utilities, and heating/cooling fuel.	$
Environment, Energy, and Utilities	Include: Fuel for heating and cooling plus all utilities including telephone (if budgeted to one districtwide account), electrical, water, and sanitation. Exclude: Fuel for transportation. (Place under transportation.)	$
Insurance	Include: Fire insurance, professional liability insurance, and other self-insurance expenses.	$
All Other Current Expenditures	Include: All other expenditures not reported elsewhere. Exclude: Community services, recreation services, and junior and community colleges.	
Subtotal Budget for Current Spending, 2004-2005	Dollar amount reported should be the total of all current budget figures listed above. Please double-check figures for accuracy.	$

In addition to the current budgeted expenditures detailed above, the district budgeted the following on non-current expenditures:

2. Non-current Budgeted Expenditures, 2004-2005

Capital Outlay	Include: Expenditures from any special capital outlay accounts for new and replacement buildings, vehicles, and other major equipment items. Exclude: Expenditures for capital outlay purchases already reported above.	$
Debt Retirement	Include: Payments on principal and payments to school-housing authorities.	$
Interest Paid on Debt	Include: Interest on long-term debts only.	$
Subtotal Budget for Non-current Spending, 2004-2005	Dollar amount reported should be the total of non-current budget figures in this section. Please double-check figures for accuracy.	$

Grand Total Budget, 2004-2005	Include: Sum of current subtotal (section #1) and non-current subtotal (section #2) from above.	$

C. Budgeted Expenditures for Staff Compensation, 2004-2005

Spending amounts in this section overlap with those in the previous section and are designed to present a different view of school spending. This section looks at specific expenditures by object rather than by function.

(a) Salaries, Retirement Contributions, and Fringe Benefits

Type of Personnel	Spending for Salaries & Wages	Spending for Contributions to Employee Retirement & Social Security	Spending for Other Fringe Benefits	Total Amount
Central Administration Personnel: Include central office and area office professional and managerial personnel.	$	$	$	$
School-site Leadership: Include principals and assistant principals.	$	$	$	$
Classroom Teachers: Include salaries of both contract and substitute teachers.	$	$	$	$
Auxiliary Professional Personnel: Include professional personnel in direct support of the instructional program and other professional personnel working with students (librarians, counselors, nurses, etc.).	$	$	$	$
Support Personnel: Include all other employees of the school district, e.g., clerks, custodians, bus drivers, teacher aides. Exclude food service	$	$	$	S

personnel if these people are paid from a self-supporting food-services fund.				
Totals	$	$	$	$

(b) Employer Payments to Retirement Systems and Social Security (FICA)

- Employer contributions to staff retirement systems and Social Security (FICA) for professional and support staff may be handled in several ways as related to the local school district budget: they may (1) appear in the local school district budget, (2) be paid directly to the retirement system by a state or municipal government, or (3) be paid through some combination of these methods. Employer contribution procedures may also differ for professional and for support personnel within the same school district.

- Check (√) the items below that best describe the procedure used for employer contributions to the employee retirement system and Social Security (FICA) in your school district. Check (√) one procedure in each of the four (4) columns.

Amount of Employer Contribution for Retirement	**Professional Staff**		**Support Staff**	
	Retirement System	FICA	Retirement System	FICA
All: Entire employer contribution in local school district budget. (Check even if state will eventually reimburse local budget.)				
Shared: With another governmental unit (municipal, county, or state).				
None: All employer contributions paid by another governmental unit.				
Not applicable: Employees not covered under this program.				

D. Other

- Does your district pay for services from an <u>intermediate or regional service agency</u> without the cost of these services appearing in your district's budget?

  □ Yes □ No

- Are all costs for student health services included in your budget or are some of these services provided by another agency from their budgets? (Check one.)

  □ All costs included in district budget □ Some or all provided by another agency

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- Are all costs for student security services included in your budget or are some of these services provided by another agency from their budgets? (Check one.)

  □ All costs included in district budget □ Some or all provided by another agency

- Are all costs for after-school activities and programs included in your budget or are some of these services provided by another agency or organization from their budgets? (Check one.)

  □ All costs included in district budget □ Some or all provided by another agency

- Are all costs for student transportation services included in your budget or are some of these services provided by another agency or organization from their budgets? (Check one.)

  □ All costs included in district budget □ Some or all provided by another agency

- Are all costs for e-rate related services included in your budget or are some of these services provided by another agency or organization from their budgets? (Check one.)

  □ All costs included in district budget □ Some or all provided by another agency

- Do you contract out more than 50 percent of the functions listed below? (Check one option for each of the five.)

Student transportation	□ Yes	□ No
Food Service	□ Yes	□ No
Maintenance of facilities/grounds	□ Yes	□ No
Special education	□ Yes	□ No
School security	□ Yes	□ No

Please return completed survey by April 30 to Michael Casserly or Robert Carlson at the
Council of the Great City Schools, 1301 Pennsylvania Avenue, NW, Suite 702, Washington, DC 20004.
Fax: (202) 393-2400

Thank You

APPENDIX C. DISTRICT AND SCHOOL STAFFING DEFINITIONS

APPENDIX C. DISTRICT AND SCHOOL STAFFING DEFINITIONS[71]

Total Staff (District): This value is the sum of all FTE Teacher and Staff positions.

Pupil/Teacher Ratio (District): This is the calculated Pupil Teacher Ratio: The Total Students (UG, PK-12) (District) is divided by the FTE Teachers (District).

FTE Teachers (School): This is the number of Full Time Equivalent teachers as reported by each school. A teacher is defined as a professional school staff member who instructs students and maintains daily student attendance records. This count totaled to the district level will not necessarily agree with the district count of teachers, as not all teachers are assigned to a specific school.

FTE Teachers (District): This is the Full Time Equivalent count of teachers as reported by the school district. This count is not the same as the total of teachers from individual schools. This count includes teachers not assigned to specific schools.

Instructional Aides (District): This is the Full Time Equivalent count of staff members assigned to assist teachers in activities requiring minor decisions regarding students and in such activities as monitoring, conducting rote exercises, operating equipment and clerking.

Instructional Coordinators (District): This is the Full Time Equivalent count of staff supervising instructional programs at the school district or sub-district level.

Elementary Guidance Counselors (District): The count of Professional staff assigned specific duties and school time for any of the following activities in an elementary setting: counseling with students and parents; consulting with other staff members on learning problems; evaluating student abilities; assisting students in making educational and career choices; assisting students in personal and social development; providing referral assistance; and/or working with other staff members in planning and conducting guidance programs for students.

Elementary Teachers (District): The count of Teachers of general level instruction classified by state and local practice as elementary and composed of any span of grades not above grade 8. Excludes Prekindergarten and kindergarten teachers.

Kindergarten Teachers (District): The count of Teachers of a group of class that is part of a public school program and is taught during the year preceding the first grade.

LEA Administrators (District): The count of Local education agency superintendents, deputy and assistant superintendents, and other persons with district-wide responsibilities

[71] Source: Common Core of Data, National Center for Educational Statistics, U.S. Department of Education.

such as business managers and administrative assistants. Excludes supervisors of instructional or student support staff.

LEA Administrative Support Staff (District): The count of Staff members who provide direct support to LEA administrators, including secretarial and other clerical staff.

Librarians/Media Specialists (District): The count of Professional staff members and supervisors who are assigned specific duties and school time for professional library and media service activities.

Library Media Support Staff (District): The count of Staff members who render other library or media services, such as preparing, caring for, and making available to members of the instructional staff the equipment, films, filmstrips, transparencies, tapes, TV programs, and similar materials.

Other Support Services Staff (District): This is the Full Time Equivalent count of support staff not reported in other categories as reported by the school district. Cafeteria workers and bus drivers are included in this count.

Prekindergarten Teachers (District): The count of Teachers of a group or class that is part of a public school program, and is taught during the year or years preceding kindergarten. Includes teachers of Head Start students if part of authorized public education program.

School Administrators (District): This is the Full Time Equivalent count of principals and other staff concerned with directing and managing the operation of a particular school as reported by the school district.

School Administrative Support Staff (District): This is the full-time equivalent count in a state of persons whose activities are concerned with support of the teaching and administrative duties of the office of the principal or department chairpersons. These data are taken from the CCD State Nonfiscal survey.

Secondary Guidance Counselors (District): The count of Professional staff assigned specific duties and school time for any of the following activities in an secondary school setting: counseling with students and parents; consulting with other staff members on learning problems; evaluating student abilities; assisting students in making educational and career choices; assisting students in personal and social development; providing referral assistance; and/or working with other staff members in planning and conducting guidance programs for students.

Secondary Teachers (District): This is the Full Time Equivalent count of teachers of a general level of instruction classified by state and local practice as secondary and composed of any span of grades beginning with the next grade following the elementary grades and ending with or below grade 12.

Student Support Services Staff (District): The count of Professional and supervisory staff providing noninstructional services to students. Includes attendance officers, staff providing health, psychology, speech pathology, audiology, or social services; and supervisors of the preceding staff and of health, transportation, and food service workers.

Total Guidance Counselors (District): This is the Full Time Equivalent count of all guidance counselors as reported by the school district.

Ungraded Teachers (District): This is the Full Time Equivalent count of teachers of classes or programs without standard grade designation as reported by the school district.

APPENDIX D. INDIVIDUALS INTERVIEWED

APPENDIX D. INDIVIDUALS INTERVIEWED

Individuals Interviewed by the Instructional Team

- Dr. Connie Calloway, General Superintendent
- The Honorable Joyce A. Giles, Board Member
- Ida Short, Board Member
- Dr. Beverly Gray, Deputy Superintendent
- Shirley Brown, Assistant Superintendent of Curriculum
- Veronica Brown, Assistant Superintendent of Professional Development
- Wilma Taylor-Costen, Assistant Superintendent for Primary Education
- Nathaniel Adams, Assistant Superintendent
- Diane Fisher, Director, Office of Career and Technical Education
- Shirley Mobley-Woods, Assistant Superintendent
- Dr. Sheryl Thomas, Assistant Superintendent
- Ronald Williams, Assistant Superintendent
- Dr. June Rivers, Executive Director, Department of Literacy
- Nancy Varner, Director, Office of Mathematics
- Saundra Howard-McGee, Executive Director, Department of Funds and Development
- Linda Blanton, Director of Title I and 31a Compliance
- Penny Bailer, City Year
- Barbara Gattom, Detroit Regional Chamber of Commerce
- Carol Goss, Skillman Foundation
- Dr. Sonja Gunnings, Michigan State University
- Greg Handel, Detroit Regional Chamber of Commerce
- Oscar King, Northwest Unity Church
- Jason Lee, Detroit Area Pre-College Engineering Program (DAPCEP)
- Henry McClendon, New Detroit
- Bankole Thompson, *Michigan Chronicle*
- Chris Wigent, Wayne RESA
- Karen Ridgeway, Executive Director, Office of Research, Evaluation, and Assessment
- Diann Banks-Williamson, Executive Director for Specialized Student Services
- Maria Vasquez, Director Office of Bilingual Education and Related Programs
- William Harlan, Jr., Literacy Instructional Specialist
- Angela Morgan, Literacy Instructional Specialist
- Patricia Vandelinder, Literacy Instructional Specialist
- Donna Alford, Math Instructional Specialist
- Karla Craig, Math Instructional Specialist
- Walter Hamlin, Math Instructional Specialist
- Virgina Cantrell, President, Detroit Federation of Teachers
- Tony Clove, Labor Relations Administrator, Detroit Federation of Teachers
- Michelle Ballard, Teacher, Wright Academy
- Tony Hawk, Teacher, Denby High School
- Kathryn Seaborn, Teacher, Mumford High School
- Katerine Yee, Teacher, Bates K-8
- Patrice Abram, Parent, MacDowell

- Aulga Caudle, Parent, Robeson Academy
- Tyronne Charles, Parent, Noble School
- Kija Gray, Parent, Foreign Language Immersion and Cultural Studies (FLICS)
- Guadalupe Montes, Earhart Middle School
- Maria Ortiz, Parent, Earhart Middle School
- Jacqueline Locklett, Ludington Magnet Middle School
- Charles Rivers, Parent, Cass Technical High School
- William N. Batchelor, Principal, Beckham Academy
- Rita Davis, Principal, Hally Magnet Middle School
- Diane N. Holland, Principal, Davison Elementary
- Willie Howard, Principal, Kettering High School
- Helena Lazo, Principal, Clemente Academy
- Deborah Manciel, Principal, Barbour Magnet Middle School
- Cheryl Price, Principal, Oakman Elementary/Orthopedic Elementary
- Gail Russell Jones, Principal, Renaissance High School
- Willie Trotter, Principal, Macomb Elementary School

Individuals Interviewed by the Finance Team

- Connie Calloway, General Superintendent
- Beverly Gray, Deputy Superintendent
- Joan McCray, Chief Financial Officer
- Kenneth Altman, Deputy Chief Financial Officer
- Gregory Gaines, Director, Office of Budget
- Nagarajan Narayanasamy. Executive Director, Financial Systems
- Douglas Smith, Executive Director, Office of Payroll
- Delores Brown, Executive Director, Office of Accounting
- Clarence Tucker, Chief Contracting Officer
- Hurticene Hardaway, Ex. Director, Office of Risk Management
- Dorothy Menefee, Accounts Payable Manager
- Regina Smith, Program Supervisor
- Marilyn Lewis, Program Supervisor
- Abgeka Taylor, Program Supervisor
- Valerie Kyser, Program Supervisor
- Ellen Moroschan, Program Associate I
- Rowena Flonoury, Program Associate I
- Erika McClure, Program Supervisor
- Nabhan Hadeed, Program Supervisor
- Martin Nwosu, Program Supervisor
- Gwendolyn DeJongh, Chief Labor Negotiator
- Ines deJesus, Associate Superintendent Human Resources
- Christine Padgea, Pupil Accountant
- Patricia Givens, Program supervisor
- Addrene Johnson, Financial Specialist V
- Sue Parker, Payroll Audit Supervisor

- Karen Jones, Payroll Supervisor
- Wayne Washington, Program supervisor
- Barbara Layton, Program Associate
- Oreese Collins, Executive Director
- Londre Gilkey, Program Associate
- Tanisha Vogl, Financial Specialist
- Fatima Malone, Program Associate II
- Jacquelyn Benson-Warren, Technical Specialist
- Wanda Taylor, Program Associate II
- Gary Lieberm, Program Associate I
- Barbara Harvey, Program Associate I
- Diane Martin, Program Associate I
- Clearance Jones, Claims Manager
- Ruth Smith, Claims Supervisor
- Lisa Gay Johnson, Risk Management
- Dorothy Sohail, Property Liability Assistant
- Allison R. Morris, Risk Contract Compliance
- Linda Shaw, Insurance Analyst
- Christy Wasson, Senior Claims Representative
- Jasmine Stallworth, Claims Supervisor
- Beatrice Mayson, Claims Adjuster
- Elaine Thompson, Claims Adjuster
- Marie Samonte, Administrative Assistant
- Kevin Vereen, Claims and Loss Control Specialist
- Charlottia Maxwell, Payroll Specialist
- Carolyn Smith, Payroll Specialist
- Leslie Stephens, Financial Specialist
- Judith Shaw, Financial Specialist
- Barbara Dunn, Financial Specialist
- Ellen Blultt, Financial Specialist
- Susan Williams, Financial Specialist
- Brenda Hodge, Financial Specialist
- Charlene Sandel, Financial Specialist
- Arthur Bridgefurth, Contract Specialist
- Darryl Wash, Contract Specialist
- Latrice Lee Moore, Contract Specialist
- Yortte Spencer, Contract Specialist
- Sharon Van Dyke, Contract Specialist
- Gail Wells, Contract Specialist
- Pamela Rupert, Program Supervisor
- Malindia Westbrook, Program Supervisor
- Srujan Bodepudi, Program Supervisor
- Darleen Moore, Financial Specialist V
- Tyrone Proctor, Financial Specialist I

- Victoria Forte, Financial Specialist I
- Foster Wilson, Financial Specialist III
- Nancylene Johnson, Financial Specialist IV
- Mattie Collins, Financial Specialist II
- Sandra Howard McGee, Executive Director of Compliance

Individuals Interviewed by the Procurement Team

- Connie Calloway, General Superintendent
- Sophia La Fayette, Chief of Staff
- Joan McCray, Chief Financial Officer
- Nagarajan Narayanasamy, Executive Director, Financial Systems
- Clarence Tucker, Chief Contracting Officer
- Oreese Collins, Executive Director, Contracting and Procurement
- Sandra Howard McGee, Executive Director of Compliance
- Mark Schrupp, Deputy Chief, Facilities Management
- Linda Talbert, Warehouse Supervisor
- James Minic, Director, Transportation
- Larry Brown, Director of Facilities
- Delores Brown, Executive Director of Accounting
- Shirley Brown, Assistant Superintendent
- Beverly McCrackins, Purchasing Agent
- Sharon Appling, Assistant Superintendent
- Shirley Mobley-Woods, Assistant Superintendent
- Daveda Colbert, Assistant Superintendent
- Diane Fleming, Assistant Superintendent
- Christopher Hamm, Assistant Superintendent
- Derrick R Coleman, Assistant Superintendent
- Deborah Ashford, Director, Contracting and Procurement
- Pamela Rupinski, Program Supervisor, Contracting and Procurement
- Melinda Westbrook, Program Supervisor, Contracting and Procurement
- Kevin White, Program Associate II
- Gail Petross-Wells, Contract Specialist
- Darryl Wash, Contract Specialist
- Yvette Spencer, Contract Specialist
- Arthur Bridgeforth , Contract Specialist
- Sharon Van Dyke, Program Associate II
- Patricia Lee Moore, Contract Specialist
- Christopher Nelson, Chief Information Officer

Individuals Interviewed by the Information Technology Team

- Sophia Lafayette, Interim CIO
- Joan McCray, CFO

- Frank Felton, Deputy CIO
- Gaurang Joshi, Vision IT General Manager
- Alan Doss, Executive Director – Business/ Students/ Web Applications
- Elliot Jolesch, Executive Director – Networking/Communication Services
- Jon Brent, Program Associate, Network Services
- Viola Hubbard, Program Supervisor, Tech. Support
- David Palmer, Director, Food Services
- Richard Johnstone, Office of Research & Evaluation and Assessment
- Asenath Leverett, Coordinator – Adult Ed SIS
- James Minnick, Director Transportation Operation
- Naga Narayan, Executive Director, DPS Finance
- Wayne Washington, Program Supervisor, Payroll
- Barbara Layton, Payroll
- Joan Brown, Contracting & Procurement
- Barbara Moten, Executive Director, HR
- Terry Perkins, System Administrator (VisionOne)
- Mack Wu, Programmer (Vision IT)
- Neal Morrison, Programmer (Vision IT)
- Renee Askew, Student Records (Vision IT)
- Donna Dingle, Student Records (Vision IT)
- Linda Johnson, Student Records (Vision IT)
- Dorothea Walker, Student Records (Vision IT)
- Steve McCain, ETS Customer Service (Vision IT)
- John Mahone, Program Supervisor, SIS
- Tabice Ward , PeopleSoft – Deputy Director (Vision IT)
- Joanne Ellison, Program Supervisor, Web Services
- Don Pigeon, Oracle DBA (Vision IT)
- Larry Spencer, Payroll/HR PS (Vision IT)
- Danish Abbasi, PeopleSoft Developer (Vision IT)
- Krishna-Gugugunta, PeopleSoft /Finance Developer (Vision IT)
- Lalita Kambhampati, PeopleSoft Financials Lead (Vision IT)
- Sunil Kumar, PeopleSoft HR/payroll lead (Vision IT)
- Maranne Swatosh, Unisys PMO Manager (Vision IT Subcontractor)
- Anthony Roberts, Unisys Help Desk PMO Deputy Mgr. (Vision IT Subcontractor)
- Joseph Clark, Unisys Help Desk Manager (Vision IT Subcontractor)
- James Penny, School Tech Coordinator/Ed. Tech – AV Technicians
- Nicole Tippett, Unisys Field Services (Vision IT Subcontractor)
- Cynthia Heath, Program Supervisor, Project Mgmt Office
- Raja Koneru , Consultant, Vision IT
- Marvin L. Ware, Program Manager, Academy of Information Technology, Golightly Career and Technical Center
- Laura R. Royster, Principal/Director, Golightly Career and Technical Center
- Beth D. Cole , Principal, Denby Tech & Prep HS
- Brenda Carethers,Principal, Brewer Elementary

- Rebecca Luna, Principal, Western International HS
- Gladys Stonner, Principal, Cerveny Middle School
- Beverly Hibbler, Principal, Detroit International Academy
- Deborah Jenkins, Principal, Detroit Technology High School

Individuals Interviewed by Information Technology Technical Advisory Group

- Sophia Lafayette
- Frank Felton, DPS Deputy CIO
- Gaurang Joshi, VisionOne General Manager
- Alan Doss, DPS Executive Director of Application Services
- Elliott Jolesch, DPS Executive Director of Network Services & Telecommunications
- Jon Brent, DPS Network Operations
- Thomas Diggs, DPS Network Operations
- Tabice Ward. VisionOne Deputy Director
- Mack Wu & Neal Morrison, VisionOne AS/400 Team

IT Working Group for DPS

- Frank Felton, DPS Deputy CIO
- Gaurang Joshi, VisionOne General Manager
- Alan Doss, DPS Executive Director – Business/ Students/ Web Applications
- Elliot Jolesch, DPS Executive Director – Networking/Communication Services
- Jon Brent, DPS Program Associate, Network Services
- Mack Wu, VisionOne Programmer
- Neal Morrison, VisionOne Programmer
- Tabice Ward, VisionOne Deputy Director
- Don Pigeon, VisionOne Oracle DBA
- Larry Spencer, VisionOne Payroll/HR PS
- Krishna-Guguguntia, VisionOne PeopleSoft /Finance Developer
- Sunil Kumar, VisionOne PeopleSoft HR/Payroll Lead
- Thomas Diggs, VisionOne Data Center
- Gary Ross, VisionOne
- Don Dameron, VisionOne Data Center Manager
- Larry Spencer, VisionOne Payroll/HR PS
- Mike Foley, VisionOne
- Mark Kahn, VisionOne CFO

Individuals Interviewed by the Facilities Team

- Dr. Connie Calloway, Superintendent
- Nat Taylor, Chief of Facilities
- Sophia Lafayette, Technology and Information Systems
- Joan McCray, Chief Financial Officer

- Gwendolyn A. de Jongh, Chief Labor Negotiator
- Clearince Tucker, Chief Contracting Officer
- Dan Bully, In-house Council
- Tammy Gore , Real Estate Director
- Mark Schrupp, Executive Director
- J. Galakpai Howard, Program Supervisor
- Larry Redfearn, Manager
- DeWitte Lee, Program Supervisor
- Derrick Duffield, Program Supervisor
- Felicia Venable-Akinbode, Executive Director
- Lawrence Brown, Director, Facilities (Aramark Facilities Management)
- Garey Flewellyn, Director, Operations (Aramark Facilities Management)
- Richard Kuckelman, Director, Engineering (Aramark Facilities Management)
- Lisa G. Williams, Utilities Manager (Aramark Facilities Management)
- Monique Byrd. Director of Finance (Aramark Facilities Management)
- Chris Rogers, Manger, Facilities Services (Aramark Facilities Management
- Demeteral Beaman, HR Generalist (Aramark Facilities Management)
- Larry Bradley, Area Building Manager #1 (Aramark Facilities Management)
- Paul Tohle, Area Building Manager #2 (Aramark Facilities Management)
- Terry Gant, Area Building Manager #3(Aramark Facilities Management)
- Calvin Blunt, Area Building Manager #4 (Aramark Facilities Management)
- Vincent Grant, Facility Manager
- Garie Thomas-Bass, Facility Manager
- Michel Gocshel, Denby High School
- Ricardo Delgado. Facilities Manager
- Jimmy Dykes, Facilities Manager
- Marshall DeSonet, Facilities Manager
- Edward Hewlett, Facilities Manager
- Junius A. Loverett, Facilities Manager
- Bernard Butts, Zone Building supervisor
- Anita Carroll, Zone Building supervisor
- John Franklin, Zone Building supervisor
- Angela Brantley, Zone Building supervisor
- William Langford, Zone Building supervisor
- Donnie Knight, Zone Building supervisor
- Terry Cleary, Zone Building supervisor
- Geneva Guice, Zone Housekeeping Supervisor
- Samuel Jones, Zone Housekeeping Supervisor
- Nannie Hopson, Zone Housekeeping Supervisor
- April Fields, Zone Housekeeping Supervisor
- Jeffery Knight, Zone Housekeeping Supervisor
- Melvin Bishop, Zone Housekeeping Supervisor
- Nelson Mays, Zone Housekeeping Supervisor
- Lisa Karteeska Zone Housekeeping Supervisor

- James Montgomery, Zone Housekeeping Supervisor
- Stewart Matthers, Zone Housekeeping Supervisor
- Maril Jackson, Zone Housekeeping Supervisor
- Jacques Eberhardt, Zone Housekeeping Supervisor
- Vincent Jackson, Zone Housekeeping Supervisor
- Dwain Fennoy, Zone Housekeeping Supervisor
- Oreese Collins, Executive Director, Contracting and Procurement
- Debbie Ashford, Procurement Director
- Keith January, President, AFSCME, Local 345
- Philip Schloop, Business Manager and International Vice President, International Union of Operating Engineers, Local 547

APPENDIX E. DOCUMENTS REVIEWED

APPENDIX E. DOCUMENTS REVIEWED

Documents Reviewed by the Instructional Team

- CSR Schools, 2006-07 School Year
- Advanced Placement Offering (sic) Fall 2007- High Schools (numbers of students by school)
- Advanced Placement Offerings Fall 2007 (AP courses by school)
- Letter dated April 12, 2006, listing teachers to attend Oakland University Advanced Placement Summer Institute
- Performance Planning, Development and Review Process form
- Division of Curriculum and Instruction Organization Chart
- District Improvement Plan 2008-2011, draft dated 11/9/07
- Materials regarding choice option under No Child Left Behind (letter to parents dated October 15, 2007; Adequate Yearly Progress Information, How to Register for Choice Transfer, Registration Ap0plication 2007-2008, Duties and Responsibilities)
- Supplemental Service Provider Report by School
- Detroit Public Schools State Approved SES Providers 2007-08
- Draft Five Year Professional Development for School Leaders
- An Overview of Professional Development, Fall 2007
- Recommendations to Strengthen DPS Professional Development Programs (undated)
- Detroit Public Schools Scheduled Professional Development Activities, 2007-2008
- Third Grade Open Court Reading Program: Pacing Calendar 2007-2008 and the English Language Arts Grade Level Content expectations (GLCE) v. 12.05
- Grade Three Language Arts Curriculum Guide: Instructional Sequence and Pacing Charts, revised 2003
- English/Language Arts Performance Indicators: Grades Kindergarten – Twelve
- Michigan Curriculum Framework Standards (MEAP Code Table)
- Differentiating Instruction for Teaching Students
- Workshop: During Open Court Reading
- Instructional Sequence and Pacing Charts Grade 3 Reading
- Language Arts Curriculum Guide: Instructional Sequence and Pacing Charts Appendices for Grade 3

    - MEAP/Integrated ELA Part 1 Rubric: Writing from Knowledge and Experience
    - Cross-text Questions (OCR and S on L) & Organizer
    - Writing: Six Traits + One
    - Workshop: Questions for the Reading and Writing Activity Areas
    - Interventions for Teaching Students with Disabilities
    - Strategies for Teaching English Language Learners
    - Detroit Public Schools' English Language Arts Performance Standards: Grade 3
    - *Open Court* Reading Lesson Planning Tool
    - SRA/Open Court Reading Program Implementation Checklist—Level 3
    - Strategies for Differentiating Instruction: Checklist
    - Open Court Reading Program Implementation Checklist-Grade 3

  - Open Court Reading: General Education Component Checklist – Grade 3
  - Glossary

- *Open Court* Reading Unit I Assessment
- Elementary English Language Arts Policies and Procedures, Revised 2007
- Open Court Reading Program Implementation Checklist-Grade 3
- Open Court Reading 15-45 Minute Teacher Assistance Checklist
- Policies and Procedures: Middle School English/Language Arts, World Languages, and 21st Century Literacy/Corrective Reading 2007-2008. Appendices include;

  - African Centered Education
  - Corrective Reading Student Profile Card
  - Curriculum Textbooks
  - MEAP Response to Paired Reading Selections
  - MEAP Writing from Knowledge and Experience
  - MEAP English Language Arts grade 8 Fall 2005 Peer Response to the Student Writing Sample Released Item #37 Scoring Guide
  - Prentice Hall Sample Lesson Plan
  - Recommended Time Allotment Schedule
  - Sample Middle School Schedules (Corrective Reading)
  - Syllable Generalizations
  - Vocabulary Strategy Instruction

- Policies and Procedures: English Language Arts and World Languages 2007-2008 High School. Appendices include:

  - McDougal Littell Literature Connections Implementation Timeline
  - High School English Course Descriptions
  - High School English Advanced Placement Course Descriptions
  - High School English Elective Course Descriptions
  - Intervention Program Course Descriptions
  - ELA Recommended Reading Lists Grades 9-12
  - English Language Arts Content Expectations
  - Observation Checklist for Secondary Schools
  - Managing Sensitive Issues in the Classroom
  - Corrective Reading Student Card and Related Information

- Prentice Hall Literature/Writing & Grammar 15-45 Minute Teacher Assistance Checklist
- Policies and Procedures, English Language Arts and world Languages 2007-2008 High School
- High School Content Expectations (Michigan Department of Education 4/06). Additions by Detroit Public Schools from Summer Transition Academy Training 5/23/06:

  - Direct Instruction Vocabulary Lesson

  - CLOZE Vocabulary Lesson
  - Using Pictures to Develop Vocabulary
  - Observation Checklist for Secondary Schools (Updated 8/20/07)
  - Managing Sensitive Issues in the Classroom (Statement of Sex Education in Michigan Public Schools 8/06)
  - Corrective Reading Student Profile Card
  - Corrective Reading Year End Information Form
  - Recommended List fort 21st Century Literacy Form
  - Suggested Time Line and Basic Implementation Procedures for Incoming 6th/9th Graders: 21st Century Literacy-Corrective Reading
  - Pathways to Learning: High School English Curriculum Guide: Advanced Placement: Pathways to Learning Overview of Advanced Placement and Pillars of AP

- Mathematics Course Offerings
- Mathematics Curriculum Guide, Grade 3
- Year at a Glance, Grade 3
- Instructional Sequence and Pacing, Grade 3
- Grade 3 Companion to the Instructional Sequence and Pacing Chart Lesson Plans
- Detroit Board of Education Regular Board Meeting Agneda, Thursday, November 8, 2007
- Detroit Board of Education Regular Board Meeting Agenda, Thursday, December 13, 2007
- Detroit Board of Education Regular Board Meeting Agenda, Thursday, January 17, 2008
- School Accountability Unit Report
- School Accountability Unit: Michigan School Report Card Report
- ACT Scores by School, Gender, and Ethnicity 2005, 2006, 2007
- SAT Scores by Gender and Ethnicity 2005, 2006, and 2007
- Advanced Placement Scores by School, Gender, and Ethnicity 2005, 2006, 2007
- Bilingual Student Count 2007-2008
- Office of Career Technical Education Mission and Goals
- Career Technical Education Technology Plan
- Career and Technical Education: A Framework for African-Centered Education
- Career Technical Centers: Programs of Study
- Folder: Process Used to Evaluate Teachers

  - Evaluation of Effective Teaching Performance and Preparation of Individual Development Plans (IDP)
  - Standards for Effective Teaching Performance

- Science Folder

  - Michigan Curriculum Framework Science Benchmarks, Approved Summer, 2000
  - Elementary Science Grade 3 Core Curriculum Guide & Pacing Chart
  - Grade 3 Ancillary Materials

- Detroit Public Schools Organizational Leadership Filters
- Effective Lesson Look-For's District Wide Classroom Visit Data
- Job Descriptions: Executive Director of Accountability for Student Achievement for High Schools; Program Supervisor, Reading First; Instructional Specialist
- Early Learning Expectations for Four Year-Old (sic) Children: Pre-Kindergarten
- Table of Contents (Mathematics Grade 3)
- Free Items Included with our K-5 Program (mathematics)
- MSRP School List 2007-2008 (Michigan School Readiness Program)
- Schools with Prekindergarten Programs 2007-2008
- Head Start School List 2007-2008
- *Agreement between the School District of the City of Detroit and the Detroit Federation of Teachers Local 231*, July 1, 2002-June 30, 2005
- The School District of the City of Detroit Settlement Proposal to The Detroit Federation of Teachers Local 231, September 12, 2006
- Perkins Secondary Performance Measures: Five Year Comparison, Region 24
- *A Progress Report: School Improvement in the Detroit Public Schools, Phase II, Teacher Survey*. New Detroit Coalition, Michigan State University Urban Affairs Programs and the Department of Family and Child Ecology, November 2002
- *School Improvement in the Detroit Public Schools: Analysis of the External and Internal Environments of 24 Detroit Public Schools & Parent/Caregiver Focus Group Study*. New Detroit Coalition, Michigan State University Urban Affairs Programs and the Department of Family and Child Ecology, June 2003.
- *Partnering with the Detroit Public Schools: Perspectives from Detroit Area Business & Community Leadership: Focus Groups Conducted by New Detroit,* October 20 & 27, 2003.
- *A New Beginning: Final Report of the Governor's Transition Team for Detroit Public Schools. December 2, 2005.*
- Building a Foundation for Excellence (Reading First PowerPoint)
- Michigan Reading First Superintendent Summit
- Reading First MEAP Reading Assessment—4th Grade Proficiency %
- Reading First—Reading Leaders Institute 2007-08 Memorandum, dated July 11, 2007
- Reading First Workshop schedules
- Pathways to 21st Century Learning High School English Curriculum Guide Grade 11 Supplement
- TerraNova Assessment Summary sample
- Memorandum from the Department of Student Support Programs dated April 12, 2006
- Sample job descriptions: Instructional Specialist, Director of the Office of School Improvement School/Development, Program Supervisor for Reading First
- Target-Setting Worksheet sample document from the Office of Research, Evaluation and Assessment, dated Thursday, June 21, 2007
- Detroit Public Schools Elementary Mathematics Curriculum Guides CD, Grades 1-5
- Detroit Public Schools Middle School Mathematics Curriculum Guides CD, Grades 6-8

Documents Reviewed by the Finance Team

- Detroit Public Schools Single Audit Report, June 30, 2007
- Detroit Public Schools Comprehensive Annual Financial Report , June 30, 2007
- Detroit Public Schools Single Audit Report, June 30, 2006
- Detroit Public Schools Comprehensive Annual Financial Report , June 30, 2006
- Independent Auditors' Report on Internal Control over Financial Reporting and on Compliance and other matters based on an Audit of Financial Statements performed in accordance with Government Auditing Standards, KPMG, November 22, 2006
- Detroit Public Schools Comprehensive Annual Financial Report , June 30, 2005
- Detroit Public Schools Comprehensive Annual Financial Report , June 30, 2004
- Actuarial Study of Unpaid Claims Estimate as of June 30, 2007, Oliver Wyman, November 16, 2007
- Revised 2007-08 Budget
- 2007-08 Adopted Budget
- 2006-07 Adopted Budget
- 2006 Financial Statement Presentation, December 14, 2006
- Revised Deficit Elimination Plan (2006-07)
- DS-4848/General Fund Budgetary Control Report, January 2008
- Projection Methodology, Grady Jones, March 19, 2008
- Fall 2007-2008 FTE Enrollment Projections, Office of Pupil Population Management
- DPS Fall 2006 Enrollment Projections, Pupil Population Management, 7/20/06
- DPS 2007-08 Organizational Chart
- Deputy Chief Financial Officer Job Description, 12/5/2007
- Division of Finance Organization Charts and Staffing Rosters
- DPS 4 year Teacher Comparison Shortfall Report, prepared by Walter Esaw, 2/20/08
- Teacher Service Allocation Report, FY08, created by D. North
- Detroit Public Schools Fallout Account Total by Month, 2007/2008
- 2007/2008 Fallout Account Expenditures YTD, 3/27/08
- 2006/2007 Fallout Account Expenditures

Documents Reviewed by the Procurement Team

- Comprehensive Annual Financial Report –2004-05
- Comprehensive Annual Financial Report –2005-06
- Comprehensive Annual Financial Report –2006-07
- Auditor's Management Letter, Schedule of Findings and Questioned Costs, Year ended June 30, 2007
- The School District of the City of Detroit's use of Title I, Part A Funds Under the No Child Left Behind Act of 2001, Final Audit Report, Office of Inspector General, July 2008
- Budget Summary, Contracts and Procurement - 2006-07
- Budget Summary, Contracts and Procurement – 2007-08
- Budget Summary, Contracts and Procurement – 2008 – 09
- Detroit Board of Education Bylaws, Approved July 12, 2007

- Contracts and Procurement Policy Manual, December 2004
- Contracts and Procurement Policy Manual, August 2006
- Proposed Contracts and Procurement Policy Manual, September, 2008
- DPS Organizational Chart, 10-24-07
- Contracts and Procurement Organization Chart, 7-18-2008
- Contracts and Procurement Organization Chart, Projected 2009
- Department of Contracting and Procurement Staff Assignments, 2008
- Bid Listing, 2008
- On-Going Contracts in Excess of $250,000
- Case Study/Presentation, Request for Proposals, November 9, 2004
- The Public Bidding Process (Presentation), April 6, 2004
- Textbook Adoption & Ordering Process, September 13, 2005
- Payments made without Purchase Order, Processes and Procedures
- Purchase Card Program, July 11, 2008
- Purchasing Card (P-Card), Cardholder Handbook, 2003-2004 School Year, Revised July1, 2003
- Limited Sample of Contracts
- Emergency Procedures (excerpt of Board of Education Bylaws)
- Sample of District Purchase Order
- Notice to Proceed – Process and Purpose
- Notice to Proceed Template
- General Superintendent Transmittal
- Contract Summary Form
- Contract Transmittal Form
- Short Form Contract Template (used for smaller dollar contracts)
- Invitation to Bid Template
- Request for Proposal Template
- Contract Approval Process, Showing Process Completion Dates
- PeopleSoft Purchasing 8.4, Office of Financial Training and Technical Support

Documents Reviewed by the Information Technology Team

- IT Organization Charts
- Proposed Organization Chart
- Educational Technology Plan
- IT Staffing Roster
- District and Departmental Budget
- IT Policies and Operating Procedures
- Information Technology Plan
- DPS Network Topography
- Signed Memo Outlining Procedures for Software Evaluation and Purchases
- Budget Template 4
- DTIS Support IT Goals and Objectives
- Issues and Task Matrix Template 5

- Post Project Review Template 7
- Preliminary Project Review Template 3
- Project Proposal Review Template 1
- Project Status Template 6
- Scope of Work Template
- Project Status Template 6
- Scope of Work Template 2
- RFP Services COntract
- Post Project Review (part 2)
- Project Management Five Phases
- Project Management Office Guideline Procedures
- Computer Login VPN Procedures
- Compuware Service Contract
- Insight Invitation Overview FY 08
- Project Scorecard and Samples
- VisionOne Service Contract

Documents Reviewed by the Facilities Team

- Detroit Public Schools Single Audit Report, June 30, 2007
- Detroit Public Schools Comprehensive Annual Financial Report , June 30, 2007
- The Efficiency and Effectiveness Plan, Berkshire Advisors, April 2001
- Facilities Services 2006-07 & 2007-08 Budgets
- Budget Summary for Budget Period 2008, Department of Site Management
- DPS Facilities Management and Auxiliary Services Organization Chart, February 27, 2008
- Facilities Position Summary, 2/19/2008
- Facilities Management and Auxiliary Services Staff Roster, March 9-12, 2008
- Year to Date Overtime Roster as of pay period ending 02-08-2008
- Collective Bargaining Agreement between the School District of the City of Detroit and the Detroit Association of Educational Office Employees, MFT and SRP, AFT, AFL-CIO, 7/1/99 – 6/30/03
- Agreement between the Board of Education of the School District of the City of Detroit, Michigan and the Greater Detroit Building Trades Council, AFL-CIO, July 1, 1999 – June 30, 2003
- Agreement between the School District of the City of Detroit and the International Union of Operating Engineers, Local 547 – A, B, C, E, G, H, P – AFL-CIO, October 1, 2003 – September 30, 2006
- Agreement between the School District of the City of Detroit and the International Union of Operating Engineers, Local 547 – A, B, C, E, G, H, P – AFL-CIO, July 1, 2005 – June 30, 2008
- Agreement between the School District of the City of Detroit and the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers, Local 214, August 25, 1999 – August 24, 2003

- Settlement Agreement between the School District of the City of Detroit and the Radio Television Broadcast Engineers, Local 58, IBEW, July 1, 1997 - June 30, 1999
- The School District of the City of Detroit Final Settlement Offer to International Union of Operating Engineers, Local 547, May 18, 2007
- Settlement Agreement between the School District of the City of Detroit and the Radio Television Broadcast Engineers, Local 58, IBEW, July 1, 1999 through June 30, 2003
- Agreement between the Board of Education of the School District of the City Detroit, Michigan, and Local 345 AFSCME, Council #25, AFL-CIO, January 1, 1998 – December 31, 1999
- Agreement between the Board of Education of the School District of the City of Detroit and the Organization of School Administrators and Supervisors, Local 28, AFL-CIO, July 1, 1999 – June 30, 2004
- Request for Proposal (RFP 1-0183-1) Maintenance Management Services, May 3, 2001
- Contract No.: 1-0183-1 Maintenance Management Services, July 15, 2001 – July 14, 2004
- Contract Modification No.: 1-0183-1-001 Maintenance Management Services, July 15, 2001 – July 14, 2011
- Contract Modification No.: 1-0183-1-002 Maintenance Management Services, July 15, 2001 – July 14, 2011
- Contract Modification No.: 1-0183-1-003 Maintenance Management Services, July 15, 2001 – July 14, 2011
- Letter agreement between Aramark Management Services Limited Partnership and Detroit Public Schools, September 12, 2003
- Memorandum from Anthony Adams, General Counsel and Mark Schrupp, Assistant General Counsel to Robert F. Moore, Deputy CEO and William Coleman, COO, regarding Aramark Management Services Limited Partnership, Maintenance Management Services, July 14, 2004
- Standard Operating Procedures developed by Aramark for Detroit Public Schools Facilities Services
- CSC Work Flow Process, June 12, 2007
- Contract No.: 7-0819-1A Closure and Consolidation Move Management Services, May 21, 2007 to August 31, 2007
- Detroit Public Schools Educational Facilities Resource Needs by City of Detroit Planning Clusters, 2006-2007 School Year
- Department of Environmental Health and Safety FY 2007-2008 Budget/Expenditure Summary Report, February 18, 2008
- Department of Environmental Health and Safety Organizational Chart, FY2007-2008, February 18, 2008
- Department of Environmental Health and Safety Staffing Roster FY2006-2007
- Department of Site Management Organizational Chart with Descriptions, 2007-2008
- Department of Site Management Organizational Chart with Descriptions, 2006-2007
- Office of Community Use of Schools Organization Chart FY2008
- Office of Community Use of Schools Organization Chart FY2007

- DPS Policy12.03 – Subject: Community Use of School Facilities effective September 20, 2001
- Detroit Public Schools, Office of Community Use of Schools – Use of School Facilities during Non-instructional Hours Procedures, August 21, 2006
- Application for Permit to Use a Public School Facility, Form 395 (revised 8-16-04)
- Service Report Form, Community Use of Schools
- Budget Summary for 2007, Community Use of Schools
- Memorandum from Charles Allen, CCO, Office of Contracting and Procurement to Kenneth Burnley, CEO regarding Procurements Requiring Approval (Business Clearance), dated June 28, 2001
- Memorandum to All Principals, Assistant Principals, Facility Managers, and Head Custodians from George A. Vary, Program Supervisor, Department of Site Management regarding Snow Removal Activation and In-house Procedures, 2006-2007, December 19, 2006
- Memorandum to All Principals, Administrators and Facility Managers from Richard J. Schleyer, Executive Director, regarding Operational/Informational Memorandum (2007-2008), October 29, 2007
- Duke Ellington School Faculty Concerns

APPENDIX F. STRATEGIC SUPPORT TEAMS

APPENDIX F. STRATEGIC SUPPORT TEAMS

INSTRUCTIONAL TEAM

Yvonne Brandon

Dr. Yvonne W. Brandon is the Deputy Superintendent for Instruction and Accountability for Richmond Public Schools, serving 25,000 students in 49 schools. In this capacity, Dr. Brandon is responsible for curriculum development and implementation, professional development, student accountability, assessment, guidance services, media services, career and technical education, special education, gifted and talented programs, fine arts, federal programs, and early childhood, elementary, and secondary education. Previously, she has served as the district as Director of Instruction, middle school assistant principal and principal, program coordinator in higher education, guidance counselor, computer lab manager, and secondary science and mathematics teacher. Raised in Birmingham, Ala., she earned a B.S. degree from Randolph-Macon College in Ashland, Va., a master's degree in guidance from Virginia State University, and a Doctor of Education and Administration degree from Nova University in Fort Lauderdale, Fla. Dr. Brandon is also a graduate of the Broad Superintendents Academy.

Cecilia Cannon

Cecilia Cannon is the Associate Superintendent of the Office of Curriculum, Instruction and Teacher Development in the School District of Philadelphia, the seventh-largest school district in the United States, with an enrollment of approximately 200,000 students. In this capacity, she has been the architect of a Pre-K-to-12th grade standards-aligned core curriculum, responsible for the design, delivery, and implementation of the core curriculum, the most significant and comprehensive reform effort ever attempted by the School District of Philadelphia. Ms. Cannon's curriculum vision has changed the way instruction is delivered in every classroom and every school in the district and has led to five straight years of rising scores on the Pennsylvania State Assessment. She has been an educator for more than 40 years as a teacher, reading specialist, a teaching and learning coordinator, a director of instruction, the officer of curriculum, instruction and professional development, and now in her current position. In each of these roles, she had made contributions that have had a direct effect on the lives of children. Ms. Cannon was one of the two lead administrators responsible for the plans that were put in place when 12 of the district's lowest-performing school were to be restructured. The success of the restructured schools is still recognized by stakeholders as one of the district's exemplary models. Ms. Cannon did her undergraduate work at St. Joseph's University in Philadelphia and went on to West Chester University in Chester, Pa., to complete graduate studies, specializing in the psychology of reading. She also completed her curriculum supervisory work and principal certification at Widener University. In 2004, The Schoolmen's Club of Philadelphia honored Ms. Cannon with the Commitment to Education award in recognition of her dedication and commitment to the children of Philadelphia. Two years later, she received the prestigious Marcus Foster Award for her outstanding leadership and dedication as a Philadelphia administrator.

Maria Crenshaw

Maria Crenshaw is an instructional specialist in mathematics with the Richmond (Va.) Public Schools and has been involved in education for 31 years. She received districtwide honors as Teacher of the Year, *TV 8* Golden Apple Award winner, and R.E.B Award nominee. She considers one of her greatest accomplishments as being the mother of three sons, all of whom graduated with honors from Richmond Public Schools and have gone on to earn university degrees. For the past four years, she has served as an instructional specialist in the Richmond school system, providing technical support and training for both teachers and administrators, supervising math resource (specialist) teachers and Title I Math staff, creating benchmark tests for the district, analyzing district data, and monitoring math instruction for the district. When she started in her position, 16 schools were accredited in math. Currently, 45 schools are fully accredited. Ms. Crenshaw has worked diligently to assist the schools in Richmond to meet that accreditation by aligning the curriculum and materials with the state standards, designing lesson plans, and providing high-priority schools with personalized professional development. She earned an undergraduate degree from Radford University, graduating in three years with a double major in early childhood education and elementary education in 1974. In 1986, she received a masters' degree in education administration and supervision from Virginia State University. She has continued pursuing her educational goals by completing a master's plus-30 of her graduate work in mathematics. Mrs. Crenshaw has presented professional development workshops on locally, regionally, and nationally.

Robin Hall

Dr. Robin C. Hall has worked for the Atlanta Public Schools for more than 25 years, and in that time has served the district in a variety of roles. From 1998 until 2005, she was a language arts coordinator for the district. In this position, she planned, developed, and wrote a systemwide curriculum in language arts for grades K-12, coordinated staff development and in-service training in integrated language arts, and worked collaboratively to provide instructional support to schools. Dr. Hall has also served the Atlanta Public Schools as an English teacher at the elementary and secondary levels, as well as language arts chair, curriculum writer, and instructional specialist. She is currently the principal of Beecher Hills Elementary School in Atlanta. Under her leadership, the school has consistently met Adequate Yearly Progress (AYP) benchmarks under the *No Child Left Behind* Act. Dr. Hall received a bachelor's degree from Vassar College and M.A. and Doctor of Arts degrees in English from Clark/Atlanta University.

FINANCE TEAM

James Beall

James Beall is the Chief Financial Officer for the Prince George's County (Md.) Public Schools, for many years the largest public school system in Maryland and among the 20-largest school systems in the Country. As CFO, a position he has held for 11 years, he leads and supervises the departments of budget and management services; financial services (accounting and financial reporting, accounts payable, cash management and risk

management); payroll services; purchasing and supply services; and fiscal compliance and quality assurance. In the past, he also has supervised internal audit, management information and technology services, and grants development and has served as the project manager for the school system's integrated ERP implementation, replacing outdated legacy systems supporting budgeting, financial, and human resources functions. Mr. Beall has more than 31 years of progressively responsible leadership experience in business and education. He holds a B.S. degree with a major in accounting from the University of Maryland, College Park, and is a Certified Public Accountant, holding an active Maryland license.

Richard Hinds

Richard Hinds is the former Chief Financial Officer of the Miami-Dade County Public Schools. Dr. Hinds joined the Miami-Dade school system in 1964 as a classroom teacher. He has served as executive director of budget management, assistant to the associate superintendent for business, chief educational auditor, and director of planning and evaluation. Dr. Hinds retired as Chief Financial Officer in July 2003, after 22 years of service in that position. His assignment included responsibility for traditional accounting and finance functions, in addition to risk management, procurement, and federal and state legislative affairs. Dr. Hinds received his Ed.D. degree from the University of Miami and M.A. and B.A. degrees from The Catholic University of America. Since retirement, Dr. Hinds has been consulting on school district financial management issues, including serving as Consulting Chief Financial Officer to the Buffalo Public Schools and serving as consultant to the District of Columbia Public Schools.

Rick Knott

Rick Knott is the former Chief Financial Officer for the San Diego Unified School District (SDUSD). The SDUSD is the second-largest public school system in California, with more than 130,000 students in grades K-12, annual budgets of more than $1.5 billion, and more than 18,000 full- and part-time employees. Mr. Knott's responsibilities included all financial operations of the district, including issuing more than $2 billion in bonds and Certificates of Participation and coordinating numerous financial audits. Upon his retirement from the SDUSD after a 30-year career, he served the Los Angeles Unified School District as its Controller under a two year senior manager contract. He holds a M.A. degree in educational administration-business functions from San Diego State University, a B.S. degree in accounting from the University of San Diego, and has successfully passed the California CPA exam. Currently a resident of San Diego, Mr. Knott provides consulting services to public-sector clients and associations.

Pedro Martinez

Pedro Martinez is the Chief Financial Officer of the Chicago Public Schools. He oversees a $5 billion operating budget and an $855 million capital budget for 640 schools serving 400,000 children. Mr. Martinez supervises the departments of budgeting and planning, grants management, treasury, corporate accounting, risk management, and procurement, which together employ a staff of more than 200 finance professionals.

Prior to joining the Chicago Public Schools, he was the Director of Finance and Technology for Catholic Charities of the Archdiocese of Chicago. Mr. Martinez is a Certified Public Accountant and was an audit manager with Deloitte & Touche and an audit supervisor with PricewaterhouseCoopers. He received an M.B.A. degree from DePaul University and received a B.S. degree from the University of Illinois at Champaign-Urbana.

Joseph Moore

Joseph Moore serves as the Chief Operating Officer (COO) for the School District of Palm Beach County, Fla., the nation's 11th-largest school district, with 168,808 students and a $3.6 billion annual budget. His responsibilities include oversight of all business operations, including finance, purchasing, risk management, technology, facilities construction and maintenance, food service, transportation, labor relations, and school police. He has been with the district for seven years and has served in his current position for four and one-half years. Previously, he was the district's CFO. He has more than 35 years of management experience in government finance and administration and holds long-standing memberships in national and state professional finance officer associations. He is a graduate of Florida Atlantic University and has completed a number of senior executive-level courses in management and leadership.

Dennis Pool

Dennis Pool is Assistant Superintendent of General Administration and Chief Financial Officer of the Omaha Public Schools (OPS). OPS is the largest school district in the state of Nebraska, with 6,000 employees, more than 47,000 students, and an annual budget of approximately $500 million. His work includes oversight of accounting and finance, budget planning and analysis, information management systems, and risk and safety management. Dr. Pool has more than 38 years of experience in education. Before joining the OPS, he served four years in building-level administration and 10 years at the Nebraska Department of Education, working in the area of school data and information management. He also served as administrator of school finance and organization services. Dr. Pool is a member of several state and national professional finance organizations and holds a doctorate degree in educational administration from the University of Nebraska.

Leonard Sturm

Leonard Sturm served the Houston Independent School District (HISD) for 34 years in a number of positions. For the last 15 years, he served as Deputy Superintendent of Finance and Business and, most recently, served as Chief Financial Officer. In these positions, he had responsibility for the direction, management, and supervision of all financial and business operations of the district. Over the years, he served on numerous state and local committees and has been a member of several professional organizations. After retiring in 2002, he was asked to lead a new venture that he had envisioned, the HISD Office of Marketing and Business Development. The office coordinates activities related to the marketing and sales of district-developed products and services, enabling other districts the opportunity to acquire and use products proven effective by expert practitioners in

classroom settings. The office also provides school districts the opportunity to save time and money by creating partnerships with external firms from whom high-quality goods and services can be purchased at competitive prices through an HISD-sponsored cooperative procurement program.

PROCUREMENT TEAM

Michael Eugene

Michael Eugene is the Business Manager for the Los Angeles Unified School District. In that capacity he manages Procurement/Supply Chain, Warehouse/distribution, Transportation, Food Services and various administrative operations. Prior to joining LAUSD, Mr. Eugene served as the Chief Operating Officer for the Cleveland Metropolitan School District. Before joining public education, Mr. Eugene was a management consultant in the private and not-for-profit sectors specializing in performance measurement, benchmarking, and public budgeting. Mr. Eugene holds a master's degree in public administration.

Joseph Gomez

Joseph Gomez is the Assistant Superintendent of Procurement Management Services of the Miami-Dade County School Board, Florida. The Miami-Dade County school district is the 4th largest in the nation, with over 365,000 students, and over 48,000 full-time and part-time employees. The annual budget is over $5 billion. His responsibilities include the supervision of Procurement Management, Stores and Mail Distribution, Surplus Property, Maintenance Materials Management, Materials Testing department, Furniture Fixtures and Equipment and Textbook Services. Mr. Gomez is a certified CPM, APP, CPPO, CPPB, and has 30 years of experience in procurement and materials management. He has a B.A. in Business Administration.

Joyce Lee

Joyce Lee is Director of Support Services for the Newark Public School District (NPS). NPS is the largest public school system in New Jersey. In this capacity she is responsible for overseeing various operations which include Purchasing, Mail and Reproduction, Transportation and Warehousing. Ms. Lee has been with Newark Public Schools Purchasing Department for 36 years and has served in various managerial positions. She is a graduate of Rutgers University and holds certification as a Register Public Purchasing Specialist. She is member of the National Association of Purchasing Managers and National Institute of Governmental Purchasing and Association of School Business Administrators

Keith Miles

Keith Miles is the Director of Purchasing & Supply Services for the Prince George's County Public Schools. Mr. Miles duties include directing all activities for procurement and contracts, Supply Services and Shop Stores for the 134,000 student school system. Mr. Miles previously held positions as Director of Financial Methods & Procedures for

the Cleveland Municipal School District, Deputy Chief of Administration - School Security Division, School District Business Manager and Assistant Director of Finance for the New York City Board of Education. He holds a MBA from Myers University and B.A.S. degree in Business and Behavioral Science from East Texas Baptist University. He is a member of the Government Finance Officers Association, National Institute of Governmental Purchasing and the Association of School Business Officials.

Heather Obora

Heather Obora is the Chief Procurement Officer for the Chicago Public Schools (CPS). CPS is the nation's third largest public school system with over 422,000 students in grades kindergarten through twelfth grade. Ms. Obora's responsibilities encompass all procurement for goods and services in the district. She also served CPS as Deputy CFO and Deputy Controller, responsible for all disbursements in the district, including Accounts Payable. Ms. Obora previously served the Clerk of the Circuit Court of Cook County, the nation's largest circuit court system, as Comptroller and was with regional public accounting firms in Bakersfield, California and Chicago before entering public education. She holds a B.S. degree in Business Administration with a Concentration in Accounting from California State University-Bakersfield and is a Certified Procurement Card Professional (CPCP).

Christopher Steele

Christopher Steele is currently the Senior Director Purchases & Supply for Norfolk Public Schools, Virginia. Starting as a Navy Supply Corps Officer, Mr. Steele has over 28 years experience in operational supply chain logistics, financial management, facility management and acquisition contracting with both the public (federal, state, and K-12) and private sector. Mr. Steele holds a master's degree in engineering and business from the University of Kansas, a master's degree in human resource management from Pepperdine University, and a B.S. degree in chemistry from Pennsylvania State University. Mr. Steele is a Certified Purchasing Manager (C.P.M.), Certified Purchasing Card Professional (CPCP), Certified Management Accountant (CMA), and he attained the highest certification level in the federal Acquisition Professional Corps.

Robert Waremburg

Robert Waremburg is the Director of Supply Management & Logistics for the Broward County Public Schools. In this capacity he supervises the Purchasing, M/WBE Outreach, Central Warehouse, Textbook Acquisition, Internal Mail, and Surplus Property movement and disposal for the nations 6th largest school district serving over 250,000 students with over 38,000 full and part time employees. Mr. Waremburg has over 20 years of experience in materials acquisition and contract management capacities serving K-12 public school districts. He is a Certified Public Purchasing Official, (CPPO) and has earned an MBA and BBA from the University of North Florida.

INFORMATION TECHNOLOGY TEAM

Michael Casey

Michael Casey is currently the Executive Director of Information Technology for San Diego City Schools (SDCS). SDCS is the seventh-largest school district in the United States, with a student population of 130,000, an operating budget of $1.1 billion, and 20,000 employees. Mr. Casey has 25 years experience with the school district, including serving as a teacher, technology resource teacher, program manager of educational technology, and project manager for ERP implementation. Mr. Casey has degrees in chemistry, mathematics, and physics, as well as a master's degree in administration. He is a member of Computer Using Educators, California League of Middle Schools, California League of High Schools, International Society for Technology in Education, and the California Network Implementation Committee representing Southern California. Mr. Casey has been a speaker at numerous conferences throughout his career, including delivering the keynote address at the Cisco Annual Conference in 2005. He also has been an instructor at San Diego State University and University of California San Diego Extension College.

Richard Frazier

Richard Frazier is the former General Manager, ERP Systems for the Houston Independent School District (HISD). Mr. Frazier worked for the district for 35 years. In 1999, he was assigned to serve as project manager of the district's SAP implementation (financial, procurement, funds management, accounts receivable and payable, fleet management, maintenance tracking, and warehouse and assess management system). Later, as General Manager, ERP Systems, Mr. Frazier was responsible for both the SAP and PeopleSoft (HR/payroll) systems, with oversight over all aspects of managing the utilization of the two systems throughout the district. In 2005, Mr. Frazier was given the responsibility of implementing a student information system across the district. Under his leadership, the system was implemented in less than a year, encompassing 307 schools, 15,000 teachers, 2,000 other district personnel, and 210,000 students. Prior to these assignments, Mr. Frazier served as the school district's Executive Director of Resource and Systems Management, Director of Alternative Schools and Programs, Coordinator of the High School for Engineering Professions, and teacher. He received a bachelor's degree from the University of St. Thomas (Houston) in mathematics and science, and a master's degree from Sam Houston State University in school administration.

Ed Freeman

Ed Freeman is the CIO/CTO of Denver Public Schools, where he manages the Department of Technology Services, including those areas responsible for enterprise systems development, enterprisewide data integration, network infrastructure, and telecommunications. He also co-manages the Educational Technology Group and is responsible for designing and deploying the school system's districtwide performance management system. Prior to his tenure with Denver Public Schools, Dr. Freeman served in a number of key technology positions including those of Business Unit Manager and

Vice President of the requirements management business unit of Rational Software; CEO/CTO of the Radiance Group, a software engineering firm that specialized in the development of Internet-based medical information and decision support systems; and Vice President of Advanced Technology for AND Interactive Communications, a subsidiary of TCI. He also held several technology and IT positions at US WEST Advanced Technologies. Dr. Freeman has served on the staff of Stanford Research Institute, as well as on the faculty of the UCLA Graduate School of Management, where he taught Systems analysis and design. In 2006, he was named finalist for the David Kearns Public School CIO of the Year award by *Public CIO* and *Teaching and Learning* magazine editorial boards.

Debbie Karcher

Debbie Karcher is the CIO for Miami-Dade County Public Schools (M-DCPS). She is responsible for information technology services for the fourth-largest school district in the nation, with more than 340,000 students, 54,000 employees, and more than 400 schools and administrative sites. As CIO, she introduced the district to the concept of anywhere, anytime access to information for all users. She was the main force behind the development of the Web portals for parents, students, staff, and the community. Her main goal is to provide the highest quality services that will ensure that students and the community use technology to master the challenges of a global world. Ms. Karcher earned a Master of Public Administration degree from Florida International University. Between holding positions with the M-DCPS Information Technology Office, Ms. Karcher worked in the private sector in what she refers to as the "soft" side of information technology, such as customer support, training, quality assurance, and program management.

Craig Lynch

Craig Lynch is Director of Enterprise Information Management for the Chicago Public Schools (CPS), the third-largest school district in the country. In that capacity, he provides leadership and direction for the district's information management strategies, and is responsible for providing information that allows the CPS to execute its core strategies. Prior to that appointment, Mr. Lynch managed the deployment of a new student information system to the elementary schools in the district and previously served as the Deputy Chief eLearning Officer for the CPS eLearning department, a group responsible for helping educators provide students with 21st century learning skills, in addition to providing educators professional development to assist with integrating technology into the classroom environment. Before joining the CPS, Mr. Lynch was the manager of information systems at the Teachers Academy for Mathematics and Science, an organization that provided educators with professional development in mathematics, science, and technology. He has more than 15 years of experience leading and supporting information technology in education, including collaboration with all levels of K-12 leadership and vendor management. Mr. Lynch holds an M.B.A. degree with concentrations in information systems and marketing from the University of Illinois at Chicago and a B.A. degree in computer science and mathematics from the Illinois Wesleyan University.

Robert Runcie

Robert Runcie is the Chief Information Officer for the Board of Education of the City of Chicago. In this role, he is responsible for finding ways to better use technology to improve teaching, learning, and student achievement; providing decision makers with timely access to reliable data and information; and supporting the redesign of business processes to improve efficiency and accountability. Prior to joining the Chicago Public Schools' Office of Technology Services in 2003, Mr. Runcie served as the president of Advanced Data Concepts, a Chicago-based management consulting and technology services company for seven years. He has also worked with large technology integration companies including Computer Sciences Corporation and Andersen (now Accenture). He has a strong interest in the alignment of organizational structures, strategies, business processes, and technology and brings two decades of experience to helping organizations improve their effectiveness through redesigning business processes and strategically deploying information technology. Mr. Runcie graduated from Northwestern University's Kellogg School of Management and from Harvard University, where he received a B.A. degree in economics.

FACILITIES TEAM

Ron Bagel

Ron Bagel is the director of the real estate department for the Los Angeles Unified School District.

Michael Contompasis

Michael Contompasis recently retired after serving two years as Superintendent of the Boston Public Schools. Previously, he served as the district's Chief Operating Officer from 1998 through 2005. Before holding top leadership positions in the Boston school district, Mr. Contompasis was the headmaster of Boston Latin School, the state's top performing 7-12th grade secondary school, where he was honored as a Milken Educator in 1997. From 1996 to 1998, he also served as a cluster leader overseeing and mentoring the principals of ten K-12 schools in the district. He began his career in education in 1996 as a biology teacher. Mr. Contompasis received a Distinguished Service Award from the Council of Great City Schools in 2006. He currently serves as the Director of Intergovernmental Relations for the City of Boston.

Joe Edgens

Joe A. Edgens is the Executive Director, Facilities and Operations for the Metropolitan Nashville Public Schools (MNPS). He was born in Nashville and graduated from the Nashville Public Schools. Mr. Edgens graduated from the University of Tennessee in Knoxville with a bachelor of architecture degree as a member of the university's first graduating class from the School of Architecture. He has been licensed to practice architecture since 1974 and spent 14 years in private practice, three of them as the principal in his own firm. After selling his practice in 1983, he worked for a

contractor/developer for six years as director of planning and construction and then, in March 1989, accepted the position of Director of Planning and Construction with the Metropolitan Nashville Public Schools. In 1995, he was appointed to his current position. The departments under his supervision include planning and construction, maintenance, operations (custodians and grounds), transportation, and ADA compliance. These departments have more than 1,550 employees and operating budgets exceeding $74 million. Since 1989, MNPS has invested more than $775 million in capital facility improvements. The school district operates 136 schools totaling more than 13 million square feet in more than 180 permanent buildings and approximately 400 portable classrooms.

Don Haydon

Don Haydon is the Chief Facilities and Operations Officer for the Wake County Public School System in Raleigh, N.C. In this position, he holds responsibilities for student transportation, student food services, facilities design and construction, facilities operations and maintenance, growth management, and long-range planning. Previously Mr. Haydon served as Executive Director of Finance and Operations for Minneapolis Public Schools and Chief Operations Officer for Columbus Public Schools. Mr. Haydon also served in the United States Navy for more than 20 years, during which time he gained experience in facilities construction, management, and operations. He received a bachelor's degree from Cornell University in electrical engineering and received a M.S. degree in financial management from the Naval Postgraduate School in Monterey, Calif., He is a registered professional engineer and a Recognized Educational Facilities Professional.

Bruce Husson

Bruce Husson has a 38-year career in public school district administration, culminating with his final year in 2005-06 as Superintendent of the Sweetwater Union High School District in San Diego County, Calif. At the time, Sweetwater was the largest secondary district in the United States, serving a 7-12-grade student population of more than 41,000 and an adult student population of more than 28,000. Mr. Husson oversaw all instructional and business operations of the district. His previous assignment at Sweetwater was as Chief Operating Officer, during which his areas of responsibility included district administration, energy conservation, employee benefits, food services, information technology, labor relations, maintenance, personnel services, planning and facilities, purchasing and business support services, telecommunications, and transportation. Prior to his Sweetwater assignments, for nearly 33 years, he served the San Diego Unified School District, which was, at the time, the second-largest urban district in California and the eighth-largest district in the nation. His last assignment in San Diego was as Assistant Superintendent, Business Services, leading essentially the same organizational components as those under his jurisdiction as Chief Operating Officer at Sweetwater. Mr. Husson earned a B.S. degree in business administration from San Diego State University and an M.S. degree in school business administration from Pepperdine University. He also has earned the California Association of School Business Officials Chief Business Officer Certification.

Guy Mehula

Guy Mehula is the Chief Facilities Executive for the Los Angeles Unified School District (LAUSD, overseeing facilities operations for more than 800 schools in the second-largest school district in the country. In addition, he heads an aggressive $20 billion school construction program that includes the construction of new schools, as well as the modernization of existing facilities. The goals of the construction program are to provide a neighborhood school seat for every student in the LAUSD on a traditional two-semester school calendar and to afford an effective educational environment for the future development and training of LAUSD students. In managing LAUSD's New Construction and Modernization Program, Mr. Mehula is directing the largest school construction program in the nation's history. Mr. Mehula joined the district in August 2002 as the Deputy Chief Facilities Executive, New Construction, to manage the new school construction program. By 2012, the program will have completed more than 270 projects, including more than 140 new schools. Mr. Mehula is a native of Waukegan, Ill., and holds a bachelor's degree in systems engineering from the United States Naval Academy and a master's degree in civil engineering from the University of Florida. He is a registered professional engineer.

Richard Moore

Richard W. Moore, P. E. is the Director of Facilities and Maintenance Services for the Milwaukee Public Schools. Milwaukee Public Schools (MPS) is the largest K-12 school district in Wisconsin, serving more than 88,000 students and 10,782 educators, administrators, and other staff members in more than 165 locations and having an annual budget of more than $1.1 billion. As the Director of Facilities and Maintenance Services, Mr. Moore is directly responsible for all planning, building maintenance, school design and renovations, repairs, new construction, environmental services, and plant operations of more than 200 facilities totaling 18 million square feet of building space. His responsibilities also include developing and managing the district's capital improvement program, real estate acquisitions and dispositions, along with energy management activities. He has more than 30 years of experience in design and all aspects of facility management. Mr. Moore has served as an advisor on the State of Wisconsin's Energy Initiative Committee and also has served on the editorial advisory boards of various publications. He received a B.S. degree in civil engineering from Michigan Technological University and is a licensed professional engineer in the State of Wisconsin.

Michael Thomas

Michael Thomas is the Deputy Superintendent for Operations for the Jackson (Miss.) Public School District. In this position, he supervises the following functions: facilities, finance, food service, graphic arts, human resources, information technology services, property accounting, risk management, security, and transportation. Working under the belief that that entire organization has to be focused on the same goal, Mr. Thomas and his team have been fully engaged in performance improvement. With a rigorous performance metrics process that is tied to customer satisfaction, he and his staff have

taken performance metrics to a new level. They have a monthly performance reporting process call OpStats/CapStats (operations statistics/ capital projects statistics). This is a monthly public reporting of each department's progress toward performance targets. Mr. Thomas has also served the Jackson Public School District as budget director, budget director/internal auditor, and as the Chief Financial Officer. Prior to coming to Jackson Public Schools, he served as business administrator in the Hazlehurst City School District and as an auditor for the State Auditor's Office of the State of Mississippi.

Steve Young

Steve Young is Chief, Facilities Management, with Indianapolis Public Schools (IPS), the largest school district in Indiana, with a student enrollment of more than 35,000. The Facilities Management Division is comprised of more than 400 craft and custodial employees responsible for the maintenance and repair of 101 district buildings. IPS is in the fifth year of a 10-year, $832 million capital improvements program (CIP). The CIP includes the construction of 10 new elementary schools and the renovation of the remaining 69 schools in the district. Prior to coming to IPS in 1998, Mr. Young was the manager of facilities at Fort Sam Houston, the U.S. Army Medical Command Headquarters and Training Center in San Antonio, Tex. He has also served as a manager of military construction for the Army Corps of Engineers in San Antonio. He began working for the Corps of Engineers in 1984 after serving for 12 years in the U.S. Air Force as a fighter pilot and flight training instructor.

PROJECT STAFF

Michael Casserly

Michael Casserly is the Executive Director of the Council of the Great City Schools, a coalition of 66 of the nation's largest urban public school districts. Dr. Casserly has been with the organization for 29 years, 14 of them as Executive Director. Before heading the group, he was the organization's chief lobbyist on Capitol Hill in Washington, D.C., and served as its director of research. He has led major reforms in federal education laws, garnered significant aid for urban schools across the country, has spurred major gains in urban school achievement and management, and has advocated for urban school leadership in the standards movement. In addition, Dr. Casserly led the organization in the nation's first summit of urban school superintendents and big-city mayors. He has a Ph.D. degree from the University of Maryland and a B.A. degree from Villanova University.

Ricki Price-Baugh

Ricki Price-Baugh is the Director of Academic Achievement of the Council of the Great City Schools. Formerly, she was the Assistant Superintendent for Curriculum, Professional Development and Alternative Certification in the Houston Independent School District. There, she led strategic planning and the design, implementation, and evaluation of the district's curriculum and instructional initiatives in eight content areas and was responsible for professional development for teachers and administrators,

alternate routes into teaching, and new teacher induction. During her 35 years with the Houston schools, Dr. Price-Baugh served as a teacher, department chair, software resource coordinator, project manager, and director of curriculum services. Her major accomplishments included a districtwide effort to define precise district expectations for students at every grade level and to ensure that there was a clear progression of concepts and skills across grade levels. The new curriculum included suggestions for instruction, explicit information about where each adopted textbook needed to be supplemented to meet standards, advice on how to assess student learning, a system of model lessons that demonstrated how a teacher might approach the teaching of difficult concepts, and a series of benchmark tests in the four core content areas. The district made substantial increases in student achievement scores, while narrowing the achievement gap across subgroups. Dr. Price-Baugh has a doctoral degree from Baylor University, a master's degree in Spanish literature from the University of Maryland, and a B. A. degree from Tulane University.

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, Human Resources 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 Ed. D. and M.A. degrees in administration from The Catholic University of America; a B.A. degree in political science from Ohio Wesleyan University; and 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 noninstructional operations of the district, including finance, facilities, information technology, and all of the business functions (including transportation, food service, risk management, and procurement). 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 (Mo.) Public School District and was with Arthur Young and Company prior to entering public service. He is a graduate of the University of Missouri and a Certified Public Accountant in the states of California, Missouri, and Kansas. A resident of Long Beach, Calif., Mr. Koch provides consulting services to public-sector clients and companies doing business with public-sector agencies.

Charles Wright

Charles Wright, Jr., is the former Chief Officer for Organizational Effectiveness for the Duval County (Jacksonville, Fla.) Public Schools (DCPS). DCPS is the nation's 12th largest public school system. Mr. Wright was responsible for the district's research, assessment, and evaluation; internal audit; and policy and compliance offices, as well as the district's change management and strategic planning functions. While at the DCPS, Mr. Wright was a co-chair of the district's Student Information System Task Force and a member of the Enterprise Resource Planning Task Force. Prior to joining the Duval County school district, Mr. Wright ran a consulting practice that provided a range of performance management services to school districts and education associations. Mr. Wright was also an associate in the equity research and investment banking divisions for Salomon Smith Barney and a program assistant in the Ford Foundation's education and culture program. Mr. Wright holds a J.D. degree from the University of Pennsylvania School of Law, a M.A. degree in elementary education from Teachers College, Columbia University, and a B.A. degree in finance from Morehouse College.

APPENDIX G. WORKING AGENDAS

APPENDIX G. WORKING AGENDAS

Strategic Support Team
Finance
Detroit Public Schools
March 25-28, 2008

Contacts: Sophia Lafayette
Office of the Chief of Staff
Detroit Public Schools
Fisher Building, 14th Floor
Detroit, Michigan 48202
Phone: 313-873-4493
Cell: 313-873-7071
Fax: 313-873-7433
Email: Sophia.lafayette@detroitk12.org

Joan McCray
Chief Financial Officer
Detroit Public Schools
Fisher Building
3011 West Grand Blvd., 11th Floor
Detroit, MI 48202
Phone: (313) 873-4149
joan.mccray@detroitk12.org

Working Agenda

Tuesday, March 25	**Team Arrival** Hotel St Regis 3071 West Grand Blvd. Detroit, MI 48202 313 873-3000	
6:00 p.m.	**Team to Meet in Hotel Lobby**	
6:30 p.m.	**Dinner Meeting**	**Dr. Connie Calloway** General Superintendent **Joan McCray** Chief Financial Officer **Kenneth Allman** Deputy Chief Financial Officer
Wednesday, March 26		
7:00 - 8:30 a.m.	**Continental Breakfast**	**Joan McCray** Chief Financial Officer **Kenneth Allman** Deputy Chief Financial Officer

ALL INTERVIEWS WILL BE HELD IN NEW CENTER CONFERENCE ROOM 450

8:30 - 9:45 a.m.	**Team Interview**	**Gregory Gaines** Director, Office of Budget

		Nagarajan Narayanasamy Executive Director, Financial Systems **Douglas Smith** Executive Director, Office of Payroll **Delores Brown** Executive Director, Office of Accounting **Clarence Tucker** Chief Contracting Officer **Hurticene Hardaway** Ex. Director, Office of Risk Management
10:00 – 11:15 a.m.	**Team Interviews**	**Accounting - Supervisors or Equivalents** Accounts Payable General Accounting Cash Management Grant Accounting Financial Control Center
11:30 - 12:30 p.m.	**Team Interviews**	**Budget Office – Program Supervisors** **Michael Romanowski** **Erika McClure** **Nabhan Hadeed** **Martin Nwosu**
12:30 - 1:30 p.m.	Working Luncheon	
1:30 - 2:45 p.m.	**Team Interviews**	**Payroll Org. – Program Supervisors** **Patricia Givens** **Addrene Johnson** **Sue Parker** **Karen Jones** **Wayne Washington** **Barbara Layton**
3:00 - 4:15 p.m.	**Team Interviews**	**Supervisors Who Report To:** **Clarence Tucker** Chief Contracting Officer
4:15 - 5:30 p.m.	**Team Interviews**	**Supervisors Who Report To:** **Nagarajan Narayanasamy** Executive Director, Financial Systems
5:30 p.m.	Team Discussion of Work Plan for Balance of Site Visit	

Thursday, March 27

7:00 - 8:00 a.m.	**Continental Breakfast**	
8:00 - 9:15 a.m.	**Team Interview**	**Direct Reports to Accounting Supervisors (sampling of 10-15 individuals)**
9:30 – 10:45 a.m.	**Team Interviews**	**Budget Office – Financial Specialists** Jacqueline Timmons

		Karen Wendl Gracie Barbour Ann Jozefowicz Carita Benson Dorlane North Joreen James Lamar Jones
11:00 - 12:00 Noon	**Team Interviews**	**<u>Supervisors Responsible For</u> Risk Management**
12:00 - 1:00 p.m.	Working Luncheon	
1:00 - 2:15 p.m.	**Team Interviews**	**<u>Direct Reports to Payroll Supervisors</u> <u>(sampling of 10-15 individuals)</u>**
2:30 - 3:45 p.m.	**Team Interviews**	**<u>Direct Reports to Procurement Supervisors</u>**
4:15 - 5:30 p.m.	**Team Interviews**	**<u>Office of Financial Training</u> Srujan Bodepudi Darleen Moore Tyrone Proctor Victoria Forte Miriam Sanchez Foster Wilson Nancylene Johnson Mattie Collins**
5:30 p.m.	Team Discussion of Work Plan for Balance of Site Visit	

<u>Friday, March 28</u>

7:00 - 7:30 a.m.	**Continental Breakfast**	
7:30 – 12:00 Noon.	**Team Meeting**	**Discussion of Findings & Recommendations**
12:00 - 1:00 p.m.	**Working Luncheon**	**Dr. Connie K. Calloway** Superintendent **Joan McCray** Chief Financial Officer **Kenneth Allman** Deputy Chief Financial Officer
1:00 p.m.	**Adjournment & Team Departures**	

Strategic Support/Technical Assistance Team
Contracting and Procurement
Detroit Public Schools
July 27-30, 2008

Working Agenda (Tentative)
Subject to Change as Required

Sunday, July 27	**Team Arrival** Omni Hotel 1000 Riverplace 313.259.9500	
6:15 p.m.	**Team to Meet in Hotel Lobby**	
6:30 p.m.	**Dinner Meeting**	**Joan McCray** **Chief Financial Officer**
		OR
Monday, July 28		
7:00 - 8:00 a.m.	**Continental Breakfast**	**Joan McCray** **Chief Financial Officer**
8:00 - 9:15 a.m.	**Team Interview**	**Clarence Tucker** **Chief Contracting Officer**
9:30 - 10:30 a.m.	**Team Interviews**	**Nathaniel Taylor** Chief, Facilities Management **Mark Schrupp** Deputy Chief, Facilities Mgmnt. **Lawrence Brown** Director, Facilities Svcs. **Jovan Boyer** Executive Director, Transportation _____TBD_____ Supplies & Materials
10:45 - 12:00 Noon	**Team Interview**	**Oreese Collins** **Executive Director** **Contracting and Procurement**
12:15 - 1:15 p.m.	Working Luncheon	
1:15 - 2:15 p.m.	**Team Interviews**	Shirley Brown Assistant Superintendent, Instruction **Sheryl Thomas** **Ronald Williams** **Nathaniel Adams** Assistant Superintendent, Elementary Schs **Diane Tinsley-Fisher**

		Assistant Superintendent, High Schools
	_____TBD_____	
		Instructional Textbooks & Supplies
2:30 - 3:30 p.m.	**Team Interview**	**Deborah Ashford** **Director** **Contracting and Procurement**
3:45 - 4:45 p.m.	**Team Interview**	**Teresa Gueyser** General Counsel
6:00	Dinner Meeting	**Dr. Connie Calloway** Superintendent

Tuesday, July 29

7:00 - 8:00 a.m.	**Continental Breakfast**	
8:00 - 9:30 a.m.	**Team Interviews**	**Pam Rupinski** **Melinda Westbrook** Program Supervisors Contracting and Procurement
9:30 - 10:30a.m.	**Team Interviews**	**Christopher Nelson** Chief Information Officer **Frank Felton** Deputy CIO
10:45 - 11:45 a.m.	**Team Interviews**	**Kevin White** **Program Associate II** **Gail Petross-Wells** **Darryl Wash** **Contract Specialists**
12:00 - 1:00 p.m.	Working Luncheon	
1:00 - 2:00 p.m.	**Team Interviews**	**Yvette Spencer** **Arthur Bridgeforth** **Contract Specialists**
2:15 - 3:15 p.m.	**Team Interviews**	**Saundra Howard-McGee** **Ex. Dir., Dept. of _____** **_____TBD_____** **Business & Corporate Development**
	_____TBD_____	
		Women & Minority Business
3:15 - 4:15 p.m.	**Team Interviews**	**Joan Brown** **Sharon Van Dyke** Program Associates **Patricia Lee Moore** Contract Specialist

4:15 - 5:15 p.m.	**Team Interview**	**TBD**
5:30 p.m.	Team Discussion of Work Plan for Balance of Site Visit	

Wednesday, April 9

7:00 - 7:30 a.m.	**Continental Breakfast**	
7:30 – 12:00 Noon.	**Team Meeting**	**Discussion of Findings & Recommendations**
12:00 - 1:00 p.m.	**Working Luncheon**	**Dr. Connie K. Calloway** Superintendent
1:00 p.m.	**Adjournment & Departures**	
	Team Departures	

Strategic Support Team
IT
Detroit Public Schools
April 6- 9, 2008

Contacts: Sophia Lafayette
Office of the Chief of Staff
Detroit Public Schools
Fisher Building, 14th Floor
Detroit, Michigan 48202
Phone: 313-873-4493
Cell: 313-873-7071
Fax: 313-873-7433
Email: Sophia.lafayette@detroitk12.org

Working Agenda (Tentative)
Subject to Change as Required

Sunday, April 6	**Team Arrival** Hotel St Regis 3071 West Grand Blvd. Detroit, MI 48202 313 873-3000	
6:15 p.m.	**Team to Meet in Hotel Lobby**	
6:30 p.m.	**Dinner Meeting**	
Monday, April 7		
7:00 - 8:30 a.m.	**Continental Breakfast**	Dr. **Connie K. Calloway** Superintendent **Sophia Lafayette** Interim CIO **Frank Fellon** Deputy CIO
8:30 - 10:00 a.m.	**Team Interview**	**Power Users of** PeopleSoft Financials PeopleSoft HR PeopleSoft Payroll PeopleSoft Procurement
10:00 - 12:00 Noon	**Team Interviews**	**Power Users of SIS from** Special Education Transportation Adult Education Food Services Testing & Evaluation Others
12:30 - 1:15 p.m.	Working Luncheon	
1:00 - 2:15 p.m.	**Team Interviews**	**Alan Doss** Exec. Dir., Applications

		Eliott Jolesch Exec. Dir., Network Services **Jon Brent** Program Associate, Network Services **Viola Hubbard** Program Supervisor, Tech. Support
2:30 - 3:45 p.m.	**Team Interviews**	**John Mahone** Program Supervisor, SIS **Tabice Ward** – Deputy Director **Joanne Ellison** Program Supervisor, Web Services
4:00 - 5:15 p.m.	**Team Interviews**	**AS400 Support** **Terry Perkins** **System Administrator** **Mack Wu** **Programmer** **Neal Morrison** **Programmer** Student Records **Renee Askew** **Donna Dingle** **Linda Johnson** **Dorothea Walker** **Steve McCain** **ETS Customer Service**

Tuesday, April 8

7:00 - 8:00 a.m.	**Continental Breakfast**	
8:00 - 9:45 a.m.	**Team Interview**	**Lalita Kambhampati** PeopleSoft Team Lead **Krishna-Guguguntia** PeopleSoft Developer **Danish Abbasi** PeopleSoft Programmer **Sunil Kumar** PeopleSoft Team Lead **Sudheer Musini** PeopleSoft Developer **Steven Lim** PeopleSoft DBA **Darrell Embrey** PeopleSoft DBA **Don Pigeon** PeopleSoft DBA
10:00 – 11:45 a.m.	**Team Interviews**	**Maranne Swatosh** Unisys PMO Manager **Anthony Roberts** Unisys Help Desk PMO Deputy Mgr. **Joseph Clark** Unisys Help Desk Manager

		Nicole Tippett Unisys Field Services
12:00 - 1:00 p.m.	Working Luncheon	
1:00 - 2:15 p.m.	**Team Interviews**	**James Penny** School Tech Coordinator **Ed. Tech – AV Technicians**
2:30 - 3:30 p.m.	**Desk Audit**	**Cynthia Heath** Program Supervisor, Project Mgmt Office **Grady Jones** **Dir., Pupil Population Mgmt**
3:30 - 5:00 p.m.	**Team Interviews**	**Principals (Randomly Selected)**
5:30 p.m.	Team Discussion of Work Plan for Balance of Site Visit	

Wednesday, April 9

7:00 - 7:30 a.m.	**Continental Breakfast**	
7:30 – 12:00 Noon.	**Team Meeting**	**Discussion of Findings & Recommendations**
12:00 - 1:00 p.m.	**Working Luncheon**	**Dr. Connie K. Calloway** Superintendent
1:00 p.m.	**Adjournment & Departures**	
	Team Departures	

Technical Advisory Team

IT

Detroit Public Schools

May 7-9, 2008

Contacts: Sophia Lafayette
Office of the Chief of Staff
Detroit Public Schools
Fisher Building, 14th Floor
Detroit, Michigan 48202
Phone: 313-873-4493
Cell: 313-873-7071
Fax: 313-873-7433
Email: Sophia.lafayette@detroitk12.org

Working Agenda (Tentative)

Subject to Change as Required

Wednesday, May 7	**Team Arrival** Hotel St Regis 3071 West Grand Blvd. Detroit, MI 48202 313 873-3000	
6:30 p.m.	**Dinner Meeting**	**Sophia Lafayette** Interim CIO
Thursday, April 7		
8:30 - 9:45 a.m.	**Team Interview**	**Frank Felton** Deputy CIO
9:45 - 11:00 a.m.	**Team Interview**	**Gaurant Joshi** VisionOne, General Manager
11:00 - 11:45 a.m.	**Team Interview**	**Alan Doss** Ex. Dir., Application Services
11:45 - 1:00 p.m.	**Team Interview**	**Elliot Jolesch** Ex. Dir. **Jon Brent** DPS Network Operations
1:00 - 2:00 a.m.	**Team Interview**	**Thomas Diggs** VisionOne Network Operations
1:00 - 2:00 a.m.	**Team Interview**	**Tabice Ward** VisionOne Deputy Director
2:00 - 3:00 a.m.	**Team Interview**	**Mack Wu** **Neal Morrison** AS/400 Team
3:00 -	**Working Group Meeting**	

Strategic Support Team
Facilities
Detroit Public Schools
March 9-12, 2008

Contacts: Trudy Murry
Office of the Chief of Staff
Detroit Public Schools
Fisher Building, 14th Floor
Detroit, Michigan 48202
Phone: 313-873-4493
Fax: 313-873-7433
Email: trudy.murry@detroitk12.org

Felicia Venable-Akinbode, Executive Director
Department of Facilities Management & Auxiliary Services
Detroit Public Schools
Fisher Building 10th Floor
Detroit, Michigan 48202
Phone: (313) 873-6066
felicia.venable@detroitk12.org

Working Agenda (Tentative)
Subject to Change as Required

Sunday, March 9	**Team Arrival** Hotel St Regis 3071 West Grand Blvd. Detroit, MI 48202 313 873-3000	
4:45 p.m.	**Team to Meet in Hotel Lobby**	
5:00 p.m.	**Dinner Meeting** **Motown Soul Food Cafe** Fisher Bldg., 1st Floor	**Dr. Connie K. Calloway** Superintendent **Others (TBD, e.g.,)** **Nathaniel Taylor** Chief, Facilities Management & Auxiliary Services **Larry Brown** Director, Facilities
Monday, March 10		
7:00 - 8:00 a.m.	**Continental Breakfast** Fisher Building 10th Floor Conference Room A	
8:00 - 9:15 a.m.	**Team Interview**	**Garey Flewellyn** Director, Operations **Richard Kuckelman** Director, Engineering **David Spencer** IT Manager **Chris Rogers** Manager, Facilities Services **Demeteral Beaman** HR Generalist

9:30 – 10:45 a.m.	**Team Interviews**	**Larry Bradley,** Area Building Manager #1 **Paul Tohle,** Area Building Manager #2 **Terry Gant,** Area Building Manager #3 **Calvin Blunt,** Area Building Manager #4 **Leon Grant**, Supplies & Materials
11:00 - 12:15 p.m.	**Team Interviews**	**Ken Bartell,** Technical Services **J. Howard,** Engineering Lab **Larry Redfeam,** Trades
12:30 - 1:15 p.m.	Working Luncheon	
1:15 - 2:30 p.m.	**Team Interviews**	**McComma Grayson** **Benard Butts** **John Franklin** **Angela Brantley** **Anita Carroll** **Robert Martin** **William Langford** **Donnie Knight** **Terry Cleary**
2:45 - 4:00 p.m.	**Team Interviews**	**Facility Managers Who Report To:** **Ronald Davis** **Joe Fim** **Wayne White** **Anthony Gibson** **Richard Roodbeen** **Kenneth Hendrix** **Donnie Knight** **Reginald Sprating**
4:15 - 5:30 p.m.	**Team Interviews**	**Zone Custodial Supervisors Who Report To:** **Benard Butts** **John Franklin** **Angela Brantley** **Anita Carroll** **Robert Martin** **William Langford** **Donnie Knight** **Terry Cleary**

Tuesday, March 11

7:00 - 8:00 a.m.	**Continental Breakfast**	
8:00 - 11:30 a.m.	**Facilities Site Visits**	**Randomly Selected**
11:45 - 1:00 p.m.	Working Luncheon	
1:00 - 2:15 p.m.	**Team Interviews**	**PTO Representatives**
2:30 - 3:45 p.m.	**Team Interviews**	**Union Representatives**
4:00 - 5:15 p.m.	**Team Interviews**	**Principals (Randomly Selected)**
5:30 p.m.	Team Discussion of Work Plan for Balance of Site Visit	

Wednesday, March 12

7:00 - 7:30 a.m.	**Continental Breakfast**	
7:30 – 12:00 Noon.	**Team Meeting**	**Discussion of Findings & Recommendations**
12:00 - 1:00 p.m.	**Working Luncheon**	**Dr. Connie K. Calloway** Superintendent **Others (TBD, e.g.,)** **Nathaniel Taylor** Chief, Facilities Management & Auxiliary Services **Larry Brown** Director, Facilities
1:00 p.m.	**Adjournment & Departures**	
	Team Departures	

APPENDIX H. ABOUT THE COUNCIL

APPENDIX H. ABOUT THE COUNCIL

Council of the Great City Schools

The Council of the Great City Schools is a coalition of 66 of the nation's largest urban public school systems. Its Board of Directors is composed of the Superintendent of Schools and one School Board member from each member city. An Executive Committee of 24 individuals, equally divided in number between Superintendents and School Board members, provides regular oversight of the 501(c)(3) organization. The mission of the Council is to advocate for urban public education and assist its members in the improvement of leadership and instruction. The Council provides services to its members in the areas of legislation, research, communications, curriculum and instruction, and management. The group convenes two major conferences each year; conducts studies on urban school conditions and trends; and operates ongoing networks of senior school district managers with responsibilities in areas such as federal programs, operations, finance, personnel, communications, research, and technology. The Council was founded in 1956 and incorporated in 1961, and has its headquarters in Washington, D.C.

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

City	Area	Year
Albuquerque		
	Facilities and Roofing	2003
	Human Resources	2003
	Information Technology	2003
	Special Education	2005
	Legal Services	2005
	Safety and Security	2007
Anchorage		
	Finance	2004
	Communications	2008
Birmingham		
	Organizational Structure	2007
	Operations	2008
Broward County (FL)		
	Information Technology	2000
Buffalo		
	Superintendent Support	2000
	Organizational Structure	2000
	Curriculum and Instruction	2000
	Personnel	2000
	Facilities and Operations	2000
	Communications	2000
	Finance	2000
	Finance II	2003
Caddo Parish (LA)		
	Facilities	2004
Charleston		
	Special Education	2005
Charlotte-Mecklenburg		
	Human Resources	2007
Cincinnati		
	Curriculum and Instruction	2004
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
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
Dallas		
	Procurement	2007
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
Des Moines		
	Budget and Finance	2003
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

	Procurement	2008
Greensboro		
	Bilingual Education	2002
	Information Technology	2003
	Special Education	2003
	Facilities	2004
	Human Resources	2007
Hillsborough County (FLA)		
	Transportation	2005
	Procurement	2005
Indianapolis		
	Transportation	2007
Jackson (MS)		
	Bond Referendum	2006
Jacksonville		
	Organization and Management	2002
	Operations	2002
	Human Resources	2002
	Finance	2002
	Information Technology	2002
	Finance	2006
Kansas City		
	Human Resources	2005
	Information Technology	2005
	Finance	2005
	Operations	2005
	Purchasing	2006
	Curriculum and Instruction	2006
	Program Implementation	2007
Los Angeles		
	Budget and Finance	2002
	Organizational Structure	2005
	Finance	2005
	Information Technology	2005
	Human Resources	2005
	Business Services	2005
Louisville		
	Management Information	2005
Memphis		
	Information Technology	2007
Miami-Dade County		
	Construction Management	2003
Milwaukee		

	Research and Testing	1999
	Safety and Security	2000
	School Board Support	1999
	Curriculum and Instruction	2006
	Alternative Education	2007
Minneapolis		
	Curriculum and Instruction	2004
	Finance	2004
	Federal Programs	2004
Newark		
	Curriculum and Instruction	2007
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
Philadelphia		
	Curriculum and Instruction	2003
	Federal Programs	2003
	Food Service	2003
	Facilities	2003
	Transportation	2003
	Human Resources	2004
	Finance	2008
Pittsburgh		
	Curriculum and Instruction	2005
	Technology	2006
	Finance	2006
Providence		
	Business Operations	2001
	MIS and Technology	2001
	Personnel	2001
	Human Resources	2007
Richmond		
	Transportation	2003
	Curriculum and Instruction	2003
	Federal Programs	2003
	Special Education	2003

Rochester		
	Finance and Technology	2003
	Transportation	2004
	Food Services	2004
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
Seattle		
	Human Resources	2008
	Budget and Finance	2008
	Information Technology	2008
	Bilingual Education	2008
	Transportation	2008
	Facilities	2008
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