



Petersburg Public Schools School Division Efficiency Review Final Report



Submitted by:



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PETERSBURG PUBLIC SCHOOLS SCHOOL DIVISION EFFICIENCY REVIEW

Final Report

Submitted by:



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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The Commonwealth of Virginia has created the School Efficiency Review program, which provides outside educational expertise to school divisions for assistance in utilizing educational dollars to the fullest extent possible. This program involves contracting with educational experts to perform efficiency reviews for select school divisions within the Commonwealth. School division efficiency reviews, in conjunction with the Standards of Learning (SOLS) results, enable Virginians to see how well each school division is performing and ensure that ideas for innovative reform are made available to all school divisions in the Commonwealth.

Since its creation in 2003, the program has expanded every year. Ten school divisions participated during the 2005-06 school year. Due to its history of low student performance, in September of 2006, the Commonwealth of Virginia contracted with MGT of America to conduct an Efficiency Review of Petersburg Public Schools (PPS). As stated in the Request for Proposals (RFP), the purpose of the study is to conduct an external review to provide findings, commendations, and recommendations, including any projected costs and/or cost savings. The goal is to identify ways that PPS could realize cost savings in order to redirect those funds towards classroom activities.

Petersburg Public Schools

Petersburg Public Schools division consists of 10 schools—one high school, two middle school, and seven elementary schools. The division has a seven-member elected school board. The administrative offices are in Petersburg, Virginia. The division has slightly over 5,100 students enrolled in grades Pre-K through 12, and nearly 900 teachers, administrators, and support personnel. Ninety-eight percent of PPS students are minorities, and 68 percent qualify for free or reduced-price lunch.

Student performance in PPS is among the lowest in the state on the SOLs, and only one of the 10 schools within the division is fully accredited. Students in PPS score below the state average in every grade and in every tested subject. At the middle school level, PPS student test scores were approximately half the state average.

At the time of the review, the position of assistant superintendent for instruction was vacant, and there was no unified leadership for the instructional program. A director of special education who reports to the assistant superintendent for instruction oversees special education, while student support services are coordinated by a director of pupil personnel, and federal programs including Head Start are coordinated by a director of federal programs. These services are highly regulated by federal and state legislation. PPS continues to be challenged by delivery of educational and related services to students with disabilities. The electronic Individual Educational Plan (IEP) software is an asset to the department in the development and monitoring of IEPs and compliance requirements with state and federal law. If a leader cannot be hired immediately, then it may be prudent to consider contracting with a firm or organization to run the division's educational programs.

The PPS budget rose from \$51.6 million in FY2006 to \$51.9 million in FY2007, an increase of \$275,735. State incentive funds were projected to decrease by \$261,095 and State categorical funds were projected to decrease by \$273,161, while sales tax and SOQ funds were projected to increase by \$508,974.

Review Methodology

The methodology MGT used to prepare for and conduct the Efficiency Review of Petersburg Public Schools is detailed in the introduction to this report. Throughout our practice, we have discovered that to be successful, an efficiency review of a school division must:

- be based upon a very detailed work plan and time schedule;
- take into account the specific environment within which the school division operates and the unique student body involved;
- obtain input from board members, administrators, staff, and the community;
- identify the existence, appropriateness, and use of specific educational objectives;
- contain comparisons to other, similar school divisions to provide a point of reference;
- follow a common set of guidelines tailored specifically to the division being reviewed;
- include analyses of the efficiency of work practices;
- identify the level and effectiveness of externally imposed work tasks and procedures;
- identify exemplary programs and practices as well as needed improvements;
- document all findings; and
- present straightforward and practical recommendations for improvements.

Our methodology included all these elements and also involved a targeted use of Virginia's review guidelines. Each of the strategies used in our review process is briefly summarized in this Executive Summary.

Review of Existing Records and Data Sources

During the period between project initiation and the beginning of our on-site review, MGT simultaneously conducted many activities. Among these were the identification and collection of existing reports and data sources that provided us with current and historical information related to the various administrative functions and operations we would review in PPS.

We requested hundreds of documents from PPS, including, but not limited to, the following:

- school board policies and administrative procedures;
- organizational charts;
- program and compliance reports;
- technology plan;
- annual performance reports;
- independent financial audits;
- plans for curriculum and instruction;
- annual budget and expenditure reports;
- job descriptions;
- salary schedules; and
- personnel handbooks.

Data from each of these documents were analyzed and the resulting information was used as the basis for both additional data collection and the recommendations and commendations contained in the report. In instances where data were scarce or unavailable, MGT consultants have noted how the lack of data impacted our findings and the accompanying recommendations.

Diagnostic Review of the Division

A diagnostic review of Petersburg Public Schools was conducted in September 2006. An MGT consultant interviewed central office administrators and selected school administrators concerning the management and operations of PPS.

Employee Surveys

To gather input from internal stakeholders, MGT surveyed central office administrators, principals, and teachers on their perception of the effectiveness and efficiency of division operations. The three on-line surveys were prepared and disseminated in September 2006. The surveys were similar in format and content to provide a database for determining how the views of central office administrators, school administrators, and teachers varied.

MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of Petersburg Public Schools, response rates for central office administrators, principals, and teachers were all below this standard, with the rate for teachers significantly below.

Despite numerous efforts to increase the number of teachers responding to the survey, the return rate was a scant 15 percent.

Survey results are contained in **Appendix A** of this report. Specific survey items relevant to findings in the operational areas reviewed by MGT are presented within the respective chapters.

Conducting the Formal On-Site Review

A team of six consultants conducted the formal on-site review of Petersburg Public Schools during the week of October 9, 2006. As a part of this process, the following operational areas were reviewed:

- Division Organization and Administration
- Cost of Educational Services Delivery
- Personnel and Human Resources
- Financial Management
- Transportation
- Technology Use and Management
- Facilities
- Food Services

Prior to the on-site review, MGT consultants received detailed information about PPS operations. Additional information was gathered during the on-site review, when consultants were provided with volumes of documents assembled from MGT's document request list. While on site, consultants reviewed the compiled documentation, conducted in-depth interviews with PPS employees, school board members, Petersburg City officials, and members of the general community. All schools in the division were visited at least once by one or more members of the review team.

To complement the school visits and interviews, MGT requested that the division host a community forum so that members of the public could express their thoughts and observations concerning all aspects of school operations. Forum participants were a mix of PPS employees, parents, and concerned citizens who expressed a great deal of pride both in their community and concern for its schools, but were greatly distressed over the division's condition and reputation as one of the lowest performing in the state.

Comparison Summary

PPS was compared to selected peer divisions in the state by means of demographic data. The data were accessed from the Virginia Department of Education's *Superintendent's Annual Report* Web site for the 2004-2005 school year, the most recent for which a full set of data was available. When comparing data on Petersburg Public Schools to the other specified school divisions within the Commonwealth of Virginia, the following findings were notable:

- At 5,128, the PPS student population is slightly below the peer division average of 7,725.

- With 152 students per 1,000 people in the general population, the PPS student to general population ratio is slightly above the division average of 150.8.
- PPS's percentage of economically disadvantaged students (90.7%) is nearly double that of most of its peer divisions and 30 percent higher than the division average.
- The PPS ratio of teachers per 1,000 students (87.61) is slightly below the peer division average of 90.52.
- In grades K through 7, PPS has a ratio of 15.5 students per classroom teacher, which is higher than the division average of 12.1.
- In grades 8 through 12, PPS's teacher to student ratio of 7.0 is lower than that of any of its peer divisions.
- The highest percentage of funding for PPS was from state funds (54.95%), which was 11 percent higher than the division average (43.44%).
- PPS had the lowest percentage of funds from local sources (17.24%) of all peer divisions, 11 percent lower than the peer division average.
- PPS's percentage of federal funds (14.60%) is slightly higher than the division average (12.45%).
- On regular school day operations activities/items, PPS spent \$6,474 per student, which was the second lowest among peer divisions.
- On administration-related costs, PPS spent \$415 per student, the highest per student cost among peer divisions.

Fact Verification

MGT strives to achieve the highest quality possible in terms of the accuracy of information contained in the efficiency review. Upon completion of the first draft report, the school division received a copy of the draft, along with a feedback form on which division administrators and other designated staff recorded any factual errors found in the report. This feedback was returned to MGT consultants for review and confirmation. This process was repeated for a second cycle of review by the division and culminated in the submission of a fact verification form signed by the interim superintendent certifying that the report contains no factual errors.

Fiscal Impact

Based on the analyses of data obtained from interviews with PPS personnel, parents, and the community at large, PPS surveys, state and school division documents, and first-hand observations during the division, the MGT team developed 90 recommendations, 38 of which are accompanied by fiscal implications.

As shown in **Exhibit 1**, full implementation of the recommendations in this report would generate total savings of \$34,620,950 over a five-year period. Costs over that same period equal \$16,100,103, a figure comprised of \$15,538,703 in costs over a five-year period, plus \$561,400 in one-time costs, to equal net savings of **\$19,425,987** over a five-year period.

**EXHIBIT 1
SUMMARY OF ANNUAL SAVINGS AND COSTS**

| CATEGORY | YEARS | | | | | TOTAL FIVE-YEAR SAVINGS (COSTS) |
|--|---------------|---------------|---------------|---------------|---------------|---------------------------------|
| | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | |
| TOTAL SAVINGS | \$5,999,130 | \$7,387,090 | \$7,387,090 | \$7,387,090 | \$7,387,090 | \$34,620,950 |
| TOTAL (COSTS) | (\$3,042,363) | (\$3,181,935) | (\$3,111,935) | (\$3,111,935) | (\$3,111,935) | (\$15,538,703) |
| TOTAL NET SAVINGS (COSTS) | \$2,956,767 | \$4,205,155 | \$4,275,155 | \$4,275,155 | \$4,275,155 | \$19,987,387 |
| ONE-TIME SAVINGS(COSTS) | | | | | | (\$561,400) |
| TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS) | | | | | | \$19,425,987 |

Major Findings and Recommendations

The Executive Summary highlights the key findings related to the efficiency of operations in PPS. Detailed recommendations for improving operations are found throughout the chapters of the report. Major findings and recommendations for improvement are outlined in **Exhibit 2**. The exhibit displays the chapter numbers and corresponding operational areas of the report, along the recommendations included in each chapter. The exhibit also shows the suggested implementation timeline for each recommendation within an operational area and a master timelines for all recommendations within that area.

As shown in **Exhibit 1**, the implementation timeline for each of the eight operational areas of the division are as follows:

- District Organization and Administration: January 2007 – July 2008
- Financial Management: January 2007 – June 2007
- Personnel and Human Resources: January 2007 – June 2008
- Cost of Educational Services Delivery: January 2007 – April 2008
- Transportation: January 2007 – January 2008
- Technology: January 2007 – December 2008
- Facilities: January 2007 – December 2008
- Food Services: February 2007 – October 2008

These implementation timelines are in keeping with the MOU requirement that 40 percent of the report recommendations to be implemented by January 1, 2008, and at least 50 percent by January 1, 2009.

Crosswalk of VDOE Memorandum of Understanding and Efficiency Review

The Virginia Department of Education and Petersburg Public Schools have negotiated a memorandum of understanding (MOU) that outlines expectations for improved student performance and operational efficiency in the division. MGT consultants have done a crosswalk of the Efficiency Review recommendations and the goals and objectives for student achievement outlined in the MOU. **Exhibit 3** illustrates the four goals of the MOU—improve student achievement, enhance leadership capacity, improve teacher quality, strengthen communications with all stakeholders, and promote a safe and secure environment—and the Efficiency Review recommendations that correspond to those goals.

**EXHIBIT 2
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|---|---|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 2 District Organization and Administration | | | | | | | | | | | | | | | | | | | | | | | | | |
| 2-1 | Formalize a School Board development program for all board members | • | • | • | • | | | | | | | | | | | | | | | | | | | | |
| 2-2 | Reorganize standing committees and committee assignments | • | • | • | • | | | | | | | | | | | | | | | | | | | | |
| 2-3 | Establish a schedule to regularly update all School Board policies | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 2-4 | Establish and implement a procedure for competitive bidding for legal services | • | • | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| 2-5 | Reconfigure the organizational structure of the central office administration | | | | | • | • | • | • | | | | | | | | | | | | | | | | |
| 2-6 | Reduce the number of administrators and clerical staff at all PPS elementary, middle and high schools | | | | | • | • | • | • | | | | | | | | | | | | | | | | |
| 2-7 | Establish and implement a division-wide shared decision-making process | | | | | | | | | • | • | • | • | • | • | • | • | • | • | | | | | | |
| 2-8 | Develop and implement a strategic plan | | | | | | | | | • | • | • | • | • | • | • | • | • | • | | | | | | |
| Ch. 3 Financial Management | | | | | | | | | | | | | | | | | | | | | | | | | |
| 3-1 | Create, adopt, and implement formal financial policies and procedures manuals | | • | • | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 3-2 | Develop summary financial reports for the School Board, the City Council, and the public | | • | • | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 3-3 | Store all financial records in fire-rated cabinets | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 3-4 | Investigate the opportunity to process payroll once per month | | | • | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 3-5 | Make direct deposit mandatory for all PPS employees | | | • | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 3-6 | Assign one person the function of developing and monitoring the budget | | | • | • | • | • | | | | | | | | | | | | | | | | | | |

**EXHIBIT 2 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|---|--|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 3 Financial Management (Continued) | | | | | | | | | | | | | | | | | | | | | | | | | |
| 3-7 | Expand the budget development calendar to include deadlines for principals and teachers to provide input, and other staff deadlines | | | • | • | • | • | | | | | | | | | | | | | | | | | | |
| 3-8 | Establish a detailed purchasing policy and develop a written procedures manual that provides standard guidance to employees | | • | • | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 3-9 | Implement on-line purchasing, just-in-time purchasing, and purchase cards | | | • | • | • | • | | | | | | | | | | | | | | | | | | |
| 3-10 | Utilize cooperative purchasing agreements and other procurement tools consistently throughout the division | | | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| 3-11 | Close the warehouse facility at its current location, and make more efficient use of just-in-time delivery of goods | | | | | | | | | | | | | | | | | | | | | | | | |
| 3-12 | Develop a local written activity fund operations manual to help ensure funds are administered properly | | • | • | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 3-13 | Track fixed assets acquired from PPS funds and develop fixed asset policies to direct the management of the division's investment in capital items | | | • | • | • | • | | | | | | | | | | | | | | | | | | |
| Ch. 4 Personnel and Human Resources | | | | | | | | | | | | | | | | | | | | | | | | | |
| 4-1 | Create a human resources page on the PPS Web site to address routine personnel inquiries and provide access to common forms and documents | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 4-2 | Establish an internal office schedule for human resources personnel to handle regular appointments and drop-ins | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |

**EXHIBIT 2 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|--|--|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 4 Personnel and Human Resources | | | | | | | | | | | | | | | | | | | | | | | | | |
| 4-3 | Automate routine personnel operations through the installation and implementation of human resources software | • | • | • | • | | | | | | | | | | | | | | | | | | | | |
| 4-4 | Store all personnel records in secured, fire-rated cabinets | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 4-5 | Establish a schedule and procedure to ensure that documents are promptly and properly stored in personnel files | • | • | | | | | | | | | | | | | | | | | | | | | | |
| 4-6 | Establish a regular schedule to update personnel policies | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 4-7 | Develop a comprehensive human resources handbook | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 4-8 | Develop and implement a comprehensive recruitment plan for creating a high quality instructional workforce | • | • | • | • | | | | | | | | | | | | | | | | | | | | |
| 4-9 | Create a tracking system to determine if teachers recruited at specific events are actually being hired by the division | • | • | • | • | | | | | | | | | | | | | | | | | | | | |
| 4-10 | Enhance the current mentoring program for first-year teachers and teachers new to the division | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 4-11 | Implement the recommendations in the VASS compensation study and reexamine current salary schedule to create a new schedule that will reward performance and longevity | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 4-12 | Implement an alternative route to the licensure program | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 4-13 | Develop an evaluation procedures manual with accompanying evaluation forms and evaluation schedule for classified personnel | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |

**EXHIBIT 2 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|--|---|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 4 Personnel and Human Resources | | | | | | | | | | | | | | | | | | | | | | | | | |
| 4-14 | Create and implement a division-wide professional development plan that addresses the learning needs of all PPS employees | | | | | | | | | | | | | | | | | | | | | | | | |
| Ch. 5 Cost of Educational Services Delivery | | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-1 | Reorganize the department of instruction and permanently fill the vacant position of assistant superintendent for instruction | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-2 | Strengthen the integration of learning strategies and differentiated instruction into the general education curriculum | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-3 | Develop a policy on program evaluation and strengthen its position as an integral component of the PPS continuous improvement process | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-4 | Investigate the purchase and implementation of the SOL Tracker data reporting software | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-5 | Follow a consistent school improvement planning process | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-6 | Examine effective practices and resources that can be collected and disseminated to all school administrators and teachers | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-7 | Ensure that all school improvement monitoring instruments are aligned to the characteristics of high-performing and effective schools | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-8 | Develop a consolidated application for participation in programs authorized by the No Child Left Behind Act | | | | | | | | | | | | | | | | | | | | | | | | |

**EXHIBIT 2 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|--|--|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 5 Cost of Educational Services Delivery | | | | | | | | | | | | | | | | | | | | | | | | | |
| 5-9 | Develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities as required by IDEA 2004 and as directed by the Virginia Department of Education | | | | | • | • | • | • | • | • | • | | | | | | | | | | | | | |
| 5-10 | Evaluate the feasibility of phasing out up to 50 teaching positions at the secondary level, over the next two years. | • | • | • | • | • | • | • | • | • | • | • | • | • | • | • | | | | | | | | | |
| Ch. 6 Transportation | | | | | | | | | | | | | | | | | | | | | | | | | |
| 6-1 | Hire a part-time/substitute driver for 20-hours per week with benefits to ensure other full-time positions are available to perform the duties for which they were hired | | | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| 6-2 | Train the transportation department secretary to ensure competent and effective backup staff for the EDULOG routing and scheduling system | | | | | • | • | • | | | | | | | | | | | | | | | | | |
| 6-3 | Modify current policy that requires annual performance evaluations so that evaluations are required only for truly outstanding or unsatisfactory performance | | • | • | | | | | | | | | | | | | | | | | | | | | |
| 6-4 | Improve STARBASE and EDULOG interface | | • | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| 6-5 | Review school plans for a crisis management plan and conduct necessary training or orientation | | • | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| 6-6 | Continue with current arrangement of three full-time mechanics and the mechanic supervisor performing vehicle maintenance and repair demands in PPS and implement policy to conduct a yearly review of mechanic to vehicle ratios | | | | | • | • | | | | | | | | | | | | | | | | | | |

**EXHIBIT 2 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|-----------------------------|---|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 6 Transportation | | | | | | | | | | | | | | | | | | | | | | | | | |
| 6-7 | Encourage mechanics to achieve ASE certification and make ASE certification a condition for mechanics seeking employment in PPS | | | | | | | • | • | • | • | • | • | • | | | | | | | | | | | |
| 6-8 | Establish a 12-year bus replacement policy | | | | | | | | | • | • | • | • | • | | | | | | | | | | | |
| 6-9 | Eliminate excess spare buses from the inventory including the 15 buses currently stored | • | • | • | • | | | | | | | | | | | | | | | | | | | | |
| 6-10 | Implement the automated Fleet Pro and develop the fleet management vehicle maintenance information system and performance indicators to more effectively manage the fleet | • | • | • | • | | | | | | | | | | | | | | | | | | | | |
| 6-11 | Hire automated computer-based administration, parts and maintenance system clerk who would also be responsible for Fleet Pro | • | • | • | | | | | | | | | | | | | | | | | | | | | |
| 6-12 | Hire and train a full-time EDULOG administrator to have primary responsibility for the automated system and improve bus capacity by reducing a minimum of four buses from the fleet inventory | • | • | • | • | • | • | | | | | | | | | | | | | | | | | | |
| 6-13 | Counsel supervisory personnel on the importance of enforcing shop safety and take advantage of safety technology to ensure a continuous shop safety program | • | • | | | | | | | | | | | | | | | | | | | | | | |
| Ch. 7 Technology | | | | | | | | | | | | | | | | | | | | | | | | | |
| 7-1 | Update and modify the school division long-term technology plan using a technology committee | • | • | • | • | • | • | • | • | • | | | | | | | | | | | | | | | |
| 7-2 | Develop and seek board approval for technology-related policies | | | | • | • | • | • | | | | | | | | | | | | | | | | | |
| 7-3 | Develop written procedures for all functions within the department of technology | | | | | | • | • | • | • | • | • | • | • | • | • | • | • | • | | | | | | |

**EXHIBIT 2 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|-------------------------|---|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 7 Technology | | | | | | | | | | | | | | | | | | | | | | | | | |
| 7-4 | Create and implement a formal technology user agreement process for Petersburg Public Schools | | | | • | • | | | | | | | | | | | | | | | | | | | |
| 7-5 | Require the use of technology for communication and other daily operations by division and school administration and instructional staff | | | | | | | • | • | • | • | • | • | • | • | • | • | | | | | | | | |
| 7-6 | Create and test a written disaster recovery plan and coordinate routine tape back-ups for off-site storage | | | • | • | • | • | | | | | | | | | | | | | | | | | | |
| 7-7 | Purchase and set up computers for student use | | | | | • | • | • | | | | | | | | | | | | | | | | | |
| 7-8 | Require that the PPS Office of Technology approve all software and hardware purchases by schools and departments prior to the issue of a purchase order | | | | | | | | | • | • | | | | | | | | | | | | | | |
| 7-9 | Update and enhance the PPS Web site | | | | • | • | • | • | • | • | | | | | | | | | | | | | | | |
| 7-10 | Clean and maintain a clutter-free server room | | | | | | • | • | • | | | | | | | | | | | | | | | | |
| 7-11 | Create and implement a system to track staff development as it relates to technology | | | | | | | | | | | | | • | • | • | • | • | • | • | • | • | • | • | |
| 7-12 | Establish a School Board policy that will identify the criteria for issuance of a cellular phone to school division employees | | • | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| Ch. 8 Facilities | | | | | | | | | | | | | | | | | | | | | | | | | |
| 8-1 | Accelerate the consolidation plan through full implementation by the fall of 2007 | | • | • | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 8-2 | Conduct a physical assessment of all PPS facilities | • | • | • | • | | | | | | | | | | | | | | | | | | | | |
| 8-3 | Conduct an educational suitability assessment of all school division buildings | | | | | | | | | | | | | • | • | • | • | • | • | • | • | • | • | • | |

**EXHIBIT 2 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|----------------------------|---|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 8 Facilities | | | | | | | | | | | | | | | | | | | | | | | | | |
| 8-4 | Close the existing warehouse immediately and redistribute stored food products and office supplies to division schools | • | • | • | • | • | | | | | | | | | | | | | | | | | | | |
| 8-5 | Establish a timeline to deploy the software for the maintenance department to create a comprehensive preventive maintenance program | | | | | | | | • | • | • | • | • | • | | | | | | | | | | | |
| 8-6 | Reduce the present custodial staffing levels in alignment with the implementation of the school closure plan | • | • | • | • | • | • | | | | | | | | | | | | | | | | | | |
| 8-7 | Develop standards for custodial services that are consistent with APPA standards | • | • | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| 8-8 | Implement an ongoing staff development program for custodial personnel | • | • | • | • | • | • | • | • | • | • | • | • | | | | | | | | | | | | |
| 8-9 | Adopt a board policy that governs the rental of school facilities | • | • | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| Ch. 9 Food Services | | | | | | | | | | | | | | | | | | | | | | | | | |
| 9-1 | Eliminate excessive administrative food service staff positions | | • | • | | | | | | | | | | | | | | | | | | | | | |
| 9-2 | Develop and implement a comprehensive board policy regarding food service operations | | • | • | • | • | • | | | | | | | | | | | | | | | | | | |
| 9-3 | Develop and implement a food service-related strategic or operational plan that is consistent with the recommended board policy | | | | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 9-4 | Develop and disseminate a comprehensive procedures manual for food service operations | | | | • | • | • | • | • | | | | | | | | | | | | | | | | |
| 9-5 | Develop a food service department mission statement along with goals for PPS | | | | • | • | • | • | • | | | | | | | | | | | | | | | | |

**EXHIBIT 2 (Continued)
SUGGESTED MASTER TIMELINE FOR IMPLEMENTATION OF RECOMMENDATIONS
PETERSBURG PUBLIC SCHOOLS EFFICIENCY REVIEW**

| RECOMMENDATIONS | | 2007 | | | | | | | | | | | | 2008 | | | | | | | | | | | |
|----------------------------|--|------|---|---|---|---|---|---|---|---|---|---|---|------|---|---|---|---|---|---|---|---|---|---|---|
| | | J | F | M | A | M | J | J | A | S | O | N | D | J | F | M | A | M | J | J | A | S | O | N | D |
| Ch. 9 Food Services | | | | | | | | | | | | | | | | | | | | | | | | | |
| 9-6 | Reduce labor costs to best practice levels of 40 percent of revenue and expand reporting by each school for better staffing analyses | | | • | • | • | • | • | • | • | • | • | • | • | • | • | • | • | • | • | • | • | | | |
| 9-7 | Discontinue the use of the warehouse for food service storage immediately | | • | • | | | | | | | | | | | | | | | | | | | | | |
| 9-8 | Use USDA commodities as the primary source for food in the school division and only supplement with the limited use of local vendors | | • | • | • | • | • | • | | | | | | | | | | | | | | | | | |
| 9-9 | Schedule bus transportation and school start times appropriately to allow all students the opportunity for breakfast each day | | | | • | • | • | • | | | | | | | | | | | | | | | | | |
| 9-10 | Develop and implement strategies to improve student participation rates | | | | • | • | • | • | • | • | • | | | | | | | | | | | | | | |
| 9-11 | Analyze the benefits and the fiscal breakeven point for purchasing and implementing a point-of-sale system for the PPS | | | | | | • | • | • | • | • | • | | | | | | | | | | | | | |

**EXHIBIT 3
PETERSBURG PUBLIC SCHOOLS MEMORANDUM OF UNDERSTANDING
CROSSWALK WITH EFFICIENCY REVIEW RECOMMENDATIONS**

Mission Statement: Petersburg Public Schools will educate all students to become productive, successful citizens.

| GOALS | OBJECTIVES | EFFICIENCY REVIEW RECOMMENDATIONS |
|--------------------------------|---|--|
| 1. Improve student achievement | 1. By 2007, teachers will utilize curriculum correlated with Standards of Learning (SOL) with supporting SOL frameworks, essential knowledge and pacing charts. 2. By June 2007, a system of formative student assessment will be operational. | <ul style="list-style-type: none"> ▪ Rec. 5-1: Reorganize the department of instruction and permanently fill the vacant position of assistant superintendent for instruction ▪ Rec. 5-2: Strengthen the integration of learning strategies and differentiated instruction into the general education curriculum ▪ Rec. 5-3: Develop a policy on program evaluation and strengthen its position as an integral component of the PPS continuous improvement process ▪ Rec. 5-4: Investigate the purchase and implementation of the SOL Tracker data reporting software ▪ Rec. 5-5: Follow a consistent school improvement planning process ▪ Rec. 5-6: Examine effective practices and resources that can be collected and disseminated to all school administrators and teachers ▪ Rec. 5-7: Ensure that all school improvement monitoring instruments are aligned to the characteristics of high-performing and effective schools ▪ Rec. 5-8: Develop a consolidated application for participation in programs authorized by the No Child Left Behind Act ▪ Rec. 5-9: Develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities as required by IDEA 2004 and as directed by the Virginia Department of Education |

EXHIBIT 3 (Continued)
PETERSBURG PUBLIC SCHOOLS MEMORANDUM OF UNDERSTANDING
CROSSWALK WITH EFFICIENCY REVIEW RECOMMENDATIONS

Mission Statement: Petersburg Public Schools will educate all students to become productive, successful citizens.

| GOALS | OBJECTIVES | EFFICIENCY REVIEW RECOMMENDATIONS |
|--------------------------------|---|--|
| 2. Enhance leadership capacity | <ol style="list-style-type: none"> 1. By June 2007 the Petersburg School Board will implement a system for strategic planning. 2. By June 2007, implement a plan for enhancing instructional leadership for school level administrators and a system of management processes to include school improvement planning and project management. | <ul style="list-style-type: none"> ▪ Rec. 2-1: Formalize a School Board development program for all board members ▪ Rec. 2-5: Reconfigure the organizational structure of the central office administration ▪ Rec. 2-7: Establish and implement a division-wide shared decision-making process ▪ Rec. 2-8: Develop and implement a strategic plan ▪ Rec. 5-5: Follow a consistent school improvement planning process ▪ Rec. 5-6: Examine effective practices and resources that can be collected and disseminated to all school administrators and teachers ▪ Rec. 5-7: Ensure that all school improvement monitoring instruments are aligned to the characteristics of high-performing and effective schools |
| 3. Improve teacher quality | <ol style="list-style-type: none"> 1. By March 2007 teachers on professional provisional license will develop a professional development plan to become highly qualified. | <ul style="list-style-type: none"> ▪ Rec. 4-8: Develop and implement a comprehensive recruitment plan for creating a high quality instructional workforce ▪ Rec. 4-9: Create a tracking system to determine if teachers recruited at specific events are actually being hired by the division |

**EXHIBIT 3 (Continued)
PETERSBURG PUBLIC SCHOOLS MEMORANDUM OF UNDERSTANDING
CROSSWALK WITH EFFICIENCY REVIEW RECOMMENDATIONS**

Mission Statement: Petersburg Public Schools will educate all students to become productive, successful citizens.

| GOALS | OBJECTIVES | EFFICIENCY REVIEW RECOMMENDATIONS |
|--|---|--|
| 3. Improve teacher quality (continued) | 2. By March 2007 implement a plan to recruit and retain highly qualified teachers and ensure schools are equitably staffed. | <ul style="list-style-type: none"> ▪ Rec. 4-10: Enhance the current mentoring program for first-year teachers and teachers new to the division ▪ Rec. 4-12: Implement an alternative route to the licensure program ▪ Rec. 4-14: Create and implement a division-wide professional development plan that addresses the learning needs of all PPS employees |
| 4. Strengthen communications with all stakeholders | <ol style="list-style-type: none"> 1. By June 2007 establish and implement protocol for internal and external communications. 2. By March 2007 implement a communication system to inform stakeholders (internal and external) of the division goals, objectives, and strategies. | <ul style="list-style-type: none"> ▪ Rec. 2-7: Establish and implement a division-wide shared decision-making process ▪ Rec. 3-2: Develop summary financial reports for the School Board, City Council, and the public ▪ Rec. 3-7: Expand the budget development calendar to include deadlines for principals and teachers to provide input, and other staff deadlines ▪ Rec. 4-1: Create a human resources page on the PPS Web site to address routine personnel inquiries and provide access to common documents and forms |

**EXHIBIT 3 (Continued)
PETERSBURG PUBLIC SCHOOLS MEMORANDUM OF UNDERSTANDING
CROSSWALK WITH EFFICIENCY REVIEW RECOMMENDATIONS**

Mission Statement: Petersburg Public Schools will educate all students to become productive, successful citizens

| GOALS | OBJECTIVES | EFFICIENCY REVIEW RECOMMENDATIONS |
|--|---|---|
| 4. Strengthen communications with all stakeholders | 3. Implement plan for partnering with community organizations and developing a cadre of volunteers to improve student achievement. 4. Collaborate with local entities to implement a plan to increase student attendance, reduce truancy and dropout ratios. | <ul style="list-style-type: none"> ▪ Rec. 5-5: Follow a consistent school improvement planning process ▪ Rec. 7-5: Require the use of technology for communication and other daily operations by division and school administration and instructional staff ▪ Rec. 7-9: Update and enhance the PPS Web site |
| 5. Promote a safe and secure environment | 1. Implement processes to create safe, orderly, and nurturing environment. | <ul style="list-style-type: none"> ▪ Rec. 6.5: Review school plans for a crisis management plan and conduct necessary training or orientation |

1.0 INTRODUCTION

1.0 INTRODUCTION

In October 2006, MGT of America conducted a School Division Efficiency Review of Petersburg Public Schools (PPS). The review concentrated on seven operational areas. **Exhibit 1-1** shows the timeline for project activities, and **Exhibit 1-2** provides an overview of the work plan utilized in this undertaking.

1.1 Overview of Petersburg Public Schools

Petersburg Public Schools division consists of ten schools—one high school, two middle schools and seven elementary schools. The division has a seven member school board. The administrative offices are in Petersburg, Virginia. The division has slightly over 5,100 students enrolled in grades Pre-K through 12, and nearly 700 teachers, administrators and support personnel. Ninety-eight percent of PPS students are minorities and 68 percent qualify for free or reduced lunch. Only one of the division's schools is fully accredited.

1.2 Methodology

For the School Efficiency Review of Petersburg Public Schools we propose the following methodological steps that have proven to be effective in our previous work:

- Revise the project work plan, time schedule, and methodology presented in this proposal after developing a more detailed understanding of state requirements, the school division's operations, local community concerns and issues, existing state and local databases, and project objectives to fully accomplish project goals.
- Use the revised work plan, methodology, and time schedules to guide all subsequent activities of the efficiency review.
- Utilize a combination of focus groups, individual interviews, and a community open house to gather detailed information from parents, students, and community leaders about community support for, opinions of, and ideas about the school division's management operations and performance.
- Conduct a diagnostic review, including interviews with administrators, county administrators, Virginia Department of Education officials, School Board members, and PPS staff, to gather information and opinions about division operations.
- Use a combination of MGT's existing school district audit guidelines and the Commonwealth of Virginia's Manual as the basis for developing a study guide specifically tailored to Petersburg Public Schools division.

- Utilize a combination of on-line teacher and administrator surveys to generate information about both school and division operations and concerns and benchmark those results against the other Virginia school divisions that we have audited as well as all of the school districts/divisions we have audited nationwide.
- Use the information from the public input, on-line surveys, and diagnostic review to tailor the study guide for the school division by focusing heavily (but not exclusively) on those department operations and issues of concern to teachers administrators, staff, and the community.
- Utilize the tailored guidelines, and design additional data collection instruments and interview guides to gather required information about each major school and division operation.
- Utilize the tailored guidelines, and have each school division operation reviewed by a team of professionals who have experience in the area being analyzed and have been trained to use the study guidelines.
- Prepare a preliminary draft of findings, conclusions, commendations, and recommendations. Develop findings that include both exemplary programs and practices and those areas needing improvement.
- Submit draft findings, conclusions, commendations, and recommendations in an interim briefing document meeting with the school division Project Manager and other appropriate staff.
- Make appropriate changes and prepare the Initial Draft Report, Exposure Draft Report, and Final Report by the RFP deadline of January 17, 2007.

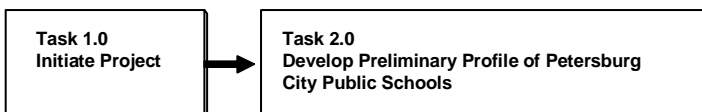
With this in mind, our methodology primarily involved a focused use of Virginia review guidelines as well as MGT's audit guidelines following the analysis of both existing data and new information obtained through various means of employee input.

**EXHIBIT 1-1
TIMELINE FOR THE EFFICIENCY REVIEW OF
PETERSBURG PUBLIC SCHOOLS**

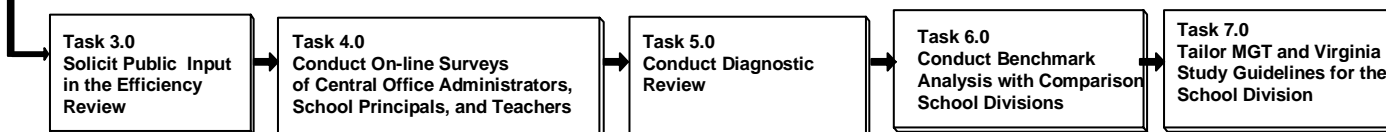
| TIME FRAME | ACTIVITY |
|---------------------------------------|---|
| September 2006 | <ul style="list-style-type: none"> ■ Finalized contract with the Commonwealth of Virginia. ■ Designed tailor-made, written surveys for central office administrators, principals, and teachers. |
| September 2006 | <ul style="list-style-type: none"> ■ Collected and analyzed existing and comparative data available from the school division. ■ Produced profile tables of Petersburg Public Schools. ■ Disseminated surveys to administrators and teachers. |
| September, 19-20 2006 | <ul style="list-style-type: none"> ■ On-site visit with Petersburg Public Schools. <ul style="list-style-type: none"> - Conducted diagnostic review. - Collected data. - Interviewed central office administrators. ■ Analyzed collected data. ■ Tailored review guidelines and trained MGT team members using findings from the above analyses. |
| October 9-11, 2006 | <ul style="list-style-type: none"> ■ Conducted formal on-site review, including school visits. |
| December 2006 | <ul style="list-style-type: none"> ■ Prepared Draft Report. |
| December 1, 2006 | <ul style="list-style-type: none"> ■ Submitted Draft Report. |
| December 15, 2006- January 2, 2007 | <ul style="list-style-type: none"> ■ Revised Draft Report |
| January 8, 2007 | <ul style="list-style-type: none"> ■ Submitted Final Report |

**EXHIBIT 1-2
OVERVIEW OF THE WORKPLAN FOR THE EFFICIENCY REVIEW
OF PETERSBURG PUBLIC SCHOOLS**

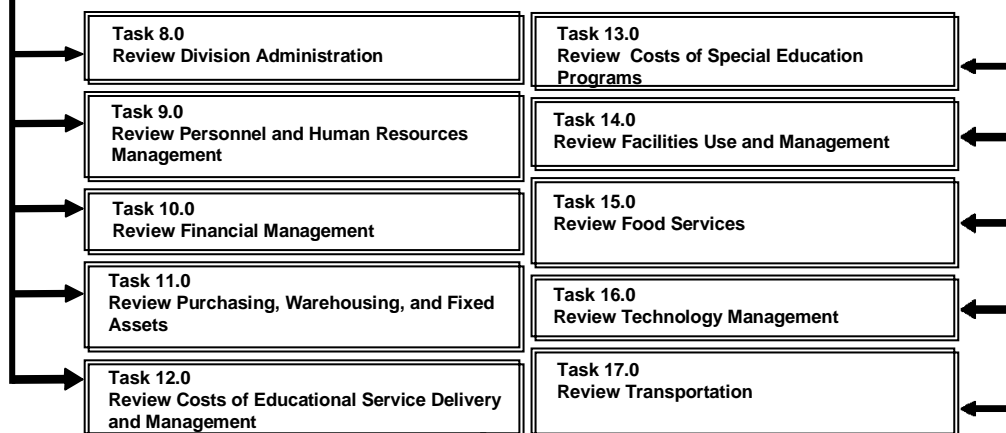
PHASE I - PROJECT INITIATION



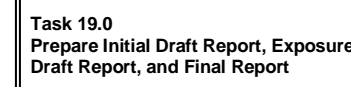
PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW



PHASE III - IN-DEPTH EFFICIENCY REVIEW



**PHASE V -
PROJECT REPORTING**



**PHASE IV -
INTERIM REPORTING**



1.2.1 Data Collection Prior to the On-Site Review

Since the diagnostic review in September 2006 and again during the on-site review in October of the same year, MGT consultants identified and collected numerous reports and data that provided both current and historical information related to the seven operational areas reviewed in the study. The materials requested and collected included, but were not limited to, the following:

- detailed organizational charts for current year and past two years;
- program compliance reports;
- school board policies and administrative procedures;
- school board meeting minutes and agendas;
- annual departmental and division budgets and expenditure reports;
- job descriptions;
- salary schedules;
- technology plan;
- facilities/capital improvement plans;
- student demographic data;
- food service cost information; and
- school bus routes and staffing information.

Data collected from each of these sources were analyzed and discussed with related school personnel, and was incorporated into exhibits and narrative of the report.

As listed in the project timeline in **Exhibit 1-1**, MGT consultants conducted a diagnostic review of the district on September 19-20, 2006. During the diagnostic, central office and school-based administrators were interviewed regarding the efficiency and effectiveness of division operations, and to determine their perceptions of the issues being faced by the division.

In addition to the data gathered through personal interviews, an on-line survey was administered to PPS central office administrators, principals, and teachers to provide them with an opportunity to express their views on the management of operation of the school division. These individuals were provided access to the survey from October 4, 2006 through November 27, 2006. The response rate for all three groups was 70 percent for central office administrators, 84 percent of principals and 19 percent of teachers responding. The low response rate from teachers prevents the survey results from that employee group from being representative of the population, and thus will not be used in the final report. Teacher responses are cited in the draft, but the low response rate is footnoted.

1.2.2 The Formal On-Site Review

A team of seven MGT consultants conducted an on-site review of Petersburg Public Schools during the week of October 9th, 2006. As a part of this process, eight operational areas were reviewed:

- Division Organization and Administration
- Cost of Educational Services Delivery
- Personnel and Human Resources

- Finance and Purchasing
- Facilities
- Technology
- Food Services
- Transportation

In preparation for the on-site review, the division was sent an extensive data request list, with documentation for each of the operational areas. During the week of the on-site, the consultants reviewed the compiled documents, as well as conducted interviews with both central office and school-based administrators. In addition, focus groups were conducted with teachers and support staff in several of the operational areas. Each of the 10 schools in the division were visited by at least one member of the review team, and a community forum was held to solicit input from the general public.

The assessment process used by MGT is outlined in the company's *Guidelines for Conducting Management and Performance Audits of School Districts*. MGT also followed the directives contained in the Commonwealth of Virginia's school efficiency review guidelines.

1.3 Comparisons to Other School Divisions

When the leaders of organizations engage in a continuous improvement process, they are required to conduct an in-depth analysis of the organization's current systems and processes in order to identify both areas of strengths and areas in need of development. One strategy often used in this analysis is benchmarking. Benchmarking essentially involves learning, sharing information and adopting best practices to bring about positive changes in performance. In practice, benchmarking usually encompasses:

- regularly comparing aspects of performance (functions or processes) with best practitioners;
- identifying gaps in performance;
- seeking fresh approaches to bring about improvements in performance;
- following through with implementing improvements; and
- following up by monitoring progress and reviewing the benefits.

MGT initiated a benchmarking comparison of the Petersburg Public Schools with comparable school divisions in the Commonwealth. It is important for readers to keep in mind that when comparisons are made across more than one division, the data are not as reliable, as different school divisions have different operational definitions, and self-reported data from peer divisions can be subjective.

The Virginia Department of Education developed a cluster code to identify similar school divisions for comparison. Cluster identifiers were created by using data such as cost per student for each major operational area, major drivers of costs, and ranking of costs.

Petersburg Public Schools is identified in Cluster 1. MGT, with advisement from the Department of Planning and Budget and PPS leadership, selected a set of school divisions from Cluster 1 to capture the characteristics of comparable school divisions. The Virginia public school divisions chosen for comparison were:

- Danville City Public Schools;
- Hopewell City Public Schools;
- Lynchburg City Public Schools; and
- Portsmouth City Public Schools.

The next several pages show comparison data for Petersburg Public Schools and its peer divisions.

1.3.1 Comparison of Petersburg City Public Schools to Other School Divisions

EXHIBIT 1-3 OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS 2004-05 SCHOOL YEAR

| SCHOOL DIVISION | CLUSTER IDENTIFICATION | TOTAL STUDENT POPULATION | STUDENT POPULATION PER 1,000 GENERAL POPULATION | PERCENTAGE STUDENTS WITH DISABILITIES | PERCENTAGE ECONOMICALLY DISADVANTAGED | TOTAL NUMBER OF SCHOOLS |
|---------------------------------------|------------------------|--------------------------|---|---------------------------------------|---------------------------------------|-------------------------|
| Petersburg City Public Schools | 1 | 5,128 | 152 | 9.60% | 90.70% | 10 |
| Danville City Public Schools | 1 | 7,312 | 151 | 9.80% | 57.60% | 16 |
| Hopewell City Public Schools | 1 | 3,908 | 175 | 22.30% | 50.60% | 5 |
| Lynchburg City Public Schools | 1 | 8,620 | 132 | 14.10% | 47.10% | 16 |
| Roanoke City Public Schools | 1 | 13,655 | 144 | 14.00% | 63.40% | 29 |
| PEER DIVISION AVERAGE | N/A | 7,725 | 150.8 | 13.96% | 61.88% | 15.2 |

Source: Virginia Department of Education, Web site, 2006, United States Census Bureau, 2000 Census Data.

EXHIBIT 1-4 TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS PEER SCHOOL DIVISIONS 2004-05 SCHOOL YEAR

| SCHOOL DIVISION | TOTAL TEACHERS PER 1,000 STUDENTS* | RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7** | RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12 |
|---------------------------------------|------------------------------------|--|---|
| Petersburg City Public Schools | 87.61 | 15.5 | 7.9 |
| Danville City Public Schools | 86.9 | 11.7 | 11.2 |
| Hopewell City Public Schools | 85.49 | 11.7 | 11.6 |
| Lynchburg City Public Schools | 92.32 | 10.5 | 11.4 |
| Roanoke City Public Schools | 100.29 | 11.2 | 8 |
| PEER DIVISION AVERAGE | 90.522 | 12.12 | 10.02 |

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

*Ratios based on End-of-Year enrollments.

**Pupil/teacher ratios for elementary and secondary may vary because of the reporting of teaching positions for middle school grades 6 - 8.

**EXHIBIT 1-5
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2005 FISCAL YEAR**

| SCHOOL DIVISION | SALES AND USE TAX | STATE FUNDS | FEDERAL FUNDS | LOCAL FUNDS | OTHER FUNDS | LOANS, BONDS, ETC. |
|---------------------------------------|-------------------|---------------|---------------|---------------|--------------|--------------------|
| Petersburg City Public Schools | 7.84% | 54.95% | 14.60% | 17.24% | 2.14% | 3.23% |
| Danville City Public Schools | 10.86% | 46.40% | 13.96% | 26.04% | 2.59% | 0.14% |
| Hopewell City Public Schools | 8.45% | 45.76% | 13.63% | 29.85% | 2.23% | 0.08% |
| Lynchburg City Public Schools | 11.25% | 38.01% | 11.01% | 35.80% | 2.09% | 1.85% |
| Roanoke City Public Schools | 6.73% | 32.06% | 9.07% | 33.44% | 2.58% | 16.12% |
| PEER DIVISION AVERAGE | 9.03% | 43.44% | 12.45% | 28.47% | 2.33% | 4.28% |

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

**EXHIBIT 1-6
DISBURSEMENTS PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2005 FISCAL YEAR**

| SCHOOL DIVISION | INSTRUCTION PER PUPIL ¹ | ADMINISTRATION PER PUPIL ² |
|---------------------------------------|------------------------------------|---------------------------------------|
| Petersburg City Public Schools | \$6,473.65 | \$415.43 |
| Danville City Public Schools | \$6,322.13 | \$320.49 |
| Hopewell City Public Schools | \$6,666.07 | \$304.57 |
| Lynchburg City Public Schools | \$6,691.08 | \$187.76 |
| Roanoke City Public Schools | \$7,160.04 | \$203.43 |
| PEER DIVISION AVERAGE | \$6,662.59 | \$286.34 |

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

¹ Represents expenditures for classroom instruction, guidance services, social work services, homebound instruction, improvement of instruction, media services, and office of the principal. This column does not include expenditures for technology instruction, summer school, or adult education, which are reported in separate columns within this table. This column also excludes local tuition revenues received for divisions 001 - 207, and prorates the deduction of these revenues across administration, instruction, attendance and health, pupil transportation, and operations and maintenance categories. Local tuition is reported in the expenditures of the school division paying tuition.

² Represents expenditures for activities related to establishing and administering policy for division operations including board services, executive administration, information services, personnel, planning services, fiscal services, purchasing, and reprographics.

**EXHIBIT 1-7
STAFF PER 1,000 STUDENTS
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR***

| SCHOOL DIVISION | STUDENTS AVERAGE DAILY MEMBERSHIP | PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS | TEACHERS PER 1,000 STUDENTS | TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS | TEACHER AIDES PER 1,000 STUDENTS | GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS |
|---------------------------------------|--|--|--|--|---|---|
| Petersburg City Public Schools | 4,919 | 5.29 | 82.34 | 0.00 | 9.15 | 5.18 |
| Danville City Public Schools | 7,067 | 3.48 | 79.73 | 0.00 | 14.15 | 5.33 |
| Hopewell City Public Schools | 3,863 | 3.75 | 78.38 | 0.26 | 16.05 | 4.14 |
| Lynchburg City Public Schools | 8,520 | 3.92 | 84.70 | 1.06 | 20.72 | 6.13 |
| Roanoke City Public Schools | 13,199 | 3.90 | 82.91 | 0.54 | 22.13 | 6.90 |
| PEER DIVISION AVERAGE | 7,514 | 4.068 | 81.612 | 0.372 | 16.44 | 5.536 |

Source: Virginia Department of Education Web site, 2006.

*Ratios based on ADM.

**EXHIBIT 1-8
INSTRUCTION PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | INSTRUCTION | | | |
|---------------------------------------|----------------|------------------------|-----------------------|--------------------|
| | ADMINISTRATIVE | TECHNICAL AND CLERICAL | INSTRUCTIONAL SUPPORT | OTHER PROFESSIONAL |
| Petersburg City Public Schools | 12.9 | 50.5 | 29.5 | 11.0 |
| Danville City Public Schools | 2.3 | 79.8 | 18.3 | 2.0 |
| Hopewell City Public Schools | 10.5 | 50.9 | 0.0 | 0.0 |
| Lynchburg City Public Schools | 15.6 | 65.8 | 6.4 | 5.6 |
| Roanoke City Public Schools | 11.2 | 122.6 | 30.5 | 0.0 |
| PEER DIVISION AVERAGE | 10.5 | 73.92 | 16.94 | 3.72 |

Source: Virginia Department of Education Web site, 2006.

**EXHIBIT 1-9
ADMINISTRATION, ATTENDANCE
AND HEALTH PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | ADMINISTRATION, ATTENDANCE AND HEALTH | | |
|---------------------------------------|---------------------------------------|------------------------|--------------------|
| | ADMINISTRATIVE | TECHNICAL AND CLERICAL | OTHER PROFESSIONAL |
| Petersburg City Public Schools | 15.10 | 20.50 | 17.00 |
| Danville City Public Schools | 10.00 | 12.30 | 18.90 |
| Hopewell City Public Schools | 8.50 | 8.00 | 10.00 |
| Lynchburg City Public Schools | 10.50 | 17.40 | 29.00 |
| Roanoke City Public Schools | 16.60 | 26.50 | 28.00 |
| PEER DIVISION AVERAGE | 12.14 | 16.94 | 20.58 |

Source: Virginia Department of Education Web site, 2006.

**EXHIBIT 1-10
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | TECHNOLOGY | | |
|---------------------------------------|----------------|------------------------|-----------------------|
| | ADMINISTRATIVE | TECHNICAL AND CLERICAL | INSTRUCTIONAL SUPPORT |
| Petersburg City Public Schools | 0.0 | 6.30 | 0.00 |
| Danville City Public Schools | 1.0 | 23.10 | 2.00 |
| Hopewell City Public Schools | 1.0 | 3.00 | 0.00 |
| Lynchburg City Public Schools | 1.0 | 11.80 | 0.00 |
| Roanoke City Public Schools | 1.0 | 10.20 | 1.90 |
| PEER DIVISION AVERAGE | 0.8 | 10.88 | 0.78 |

Source: Virginia Department of Education Web site, 2006.

**EXHIBIT 1-11
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | TRANSPORTATION | | | |
|---------------------------------------|----------------|------------------------|--------------------|--------------------------------|
| | ADMINISTRATIVE | TECHNICAL AND CLERICAL | OTHER PROFESSIONAL | TRADES, OPERATIVES AND SERVICE |
| Petersburg City Public Schools | 1 | 12.5 | 1 | 52.2 |
| Danville City Public Schools | 0 | 6 | 1.3 | 68 |
| Hopewell City Public Schools | 1 | 1 | 0 | 28 |
| Lynchburg City Public Schools | 0.5 | 2 | 3 | 97 |
| Roanoke City Public Schools | 1 | 74.5 | 0 | 168.5 |
| PEER DIVISION AVERAGE | 0.7 | 19.2 | 1.06 | 82.74 |

Source: Virginia Department of Education Web site, 2006.

**EXHIBIT 1-12
OPERATIONS AND MAINTENANCE PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | OPERATIONS AND MAINTENANCE | | | |
|---------------------------------------|----------------------------|------------------------|--------------------|---------------------------|
| | ADMINISTRATIVE | TECHNICAL AND CLERICAL | OTHER PROFESSIONAL | TRADES, LABOR AND SERVICE |
| Petersburg City Public Schools | 1.0 | 2.0 | 0.0 | 74.00 |
| Danville City Public Schools | 0.0 | 1.0 | 1.3 | 98.00 |
| Hopewell City Public Schools | 1.0 | 1.0 | 0.0 | 51.20 |
| Lynchburg City Public Schools | 0.5 | 2.5 | 4.0 | 109.60 |
| Roanoke City Public Schools | 0.0 | 5.0 | 6.2 | 209.10 |
| PEER DIVISION AVERAGE | 0.5 | 2.3 | 2.3 | 108.38 |

Source: Virginia Department of Education Web site, 2006.

**EXHIBIT 1-13
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | FOOD SERVICES | PER PUPIL COST |
|---------------------------------------|--------------------|-----------------|
| Petersburg City Public Schools | \$2,113,587 | \$419.52 |
| Danville City Public Schools | \$3,244,188 | \$455.76 |
| Hopewell City Public Schools | \$1,580,952 | \$408.47 |
| Lynchburg City Public Schools | \$2,629,755 | \$308.68 |
| Roanoke City Public Schools | \$5,167,121 | \$385.62 |
| PEER DIVISION AVERAGE | \$2,947,121 | \$395.61 |

Source: Virginia Department of Education, Web site, 2006.

**EXHIBIT 1-14
DROPOUT PERCENTAGE
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | GRADES 7-11 ENROLLMENT | TOTAL DROPOUTS | DROPOUT PERCENTAGE |
|---------------------------------------|-----------------------------------|---------------------------|-------------------------------|
| Petersburg City Public Schools | 2,450 | 109 | 4.55 |
| Danville City Public Schools | 3,336 | 96 | 2.84 |
| Hopewell City Public Schools | 1,695 | 3 | 0.18 |
| Lynchburg City Public Schools | 4,123 | 234 | 5.6 |
| Roanoke City Public Schools | 5,600 | 228 | 4.15 |
| PEER DIVISION AVERAGE | 3,441 | 134 | 3.464 |

Source: Virginia Department of Education, Web site, 2006.

**EXHIBIT 1-15
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

| SCHOOL DIVISION | ENROLLMENT | TOTAL FREE LUNCH | PERCENT FREE LUNCH | TOTAL REDUCED LUNCH | PERCENT REDUCED LUNCH | PERCENT FREE/REDUCED LUNCH |
|---------------------------------------|--------------|------------------|--------------------|---------------------|-----------------------|----------------------------|
| Petersburg City Public Schools | 5,261 | 2,829 | 53.77% | 377 | 7.17% | 60.94% |
| Danville City Public Schools | 7,080 | 3,910 | 55.23% | 544 | 7.68% | 62.91% |
| Hopewell City Public Schools | 4,200 | 2,181 | 51.93% | 462 | 11.00% | 62.93% |
| Lynchburg City Public Schools | 9,015 | 4,286 | 47.54% | 466 | 5.17% | 52.71% |
| Roanoke City Public Schools | 13,669 | 7,395 | 54.10% | 997 | 7.29% | 61.39% |
| PEER DIVISION AVERAGE | 7,845 | 4,120 | 52.51% | 569.2 | 7.66% | 60.18% |

Source: Virginia Department of Education, Web site, 2006.

**EXHIBIT 1-16
FREE AND REDUCED
BREAKFAST PRICES
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

| SCHOOL DIVISION | ELEMENTARY STUDENT BREAKFAST | MIDDLE STUDENT BREAKFAST | HIGH SCHOOL STUDENT BREAKFAST | ELEMENTARY REDUCED BREAKFAST | MIDDLE REDUCED BREAKFAST | HIGH SCHOOL REDUCED BREAKFAST |
|---------------------------------------|------------------------------|--------------------------|-------------------------------|------------------------------|--------------------------|-------------------------------|
| Petersburg City Public Schools | \$0.70 | \$0.70 | \$0.70 | \$0.30 | \$0.30 | \$0.30 |
| Danville City Public Schools | \$0.75 | \$0.75 | \$0.75 | \$0.30 | \$0.30 | \$0.30 |
| Hopewell City Public Schools | \$1.00 | \$1.00 | \$1.00 | \$0.30 | \$0.30 | \$0.30 |
| Lynchburg City Public Schools | \$0.85 | \$0.95 | \$0.95 | \$0.30 | \$0.30 | \$0.30 |
| Roanoke City Public Schools | \$0.70 | \$0.70 | \$0.70 | \$0.30 | \$0.30 | \$0.30 |
| PEER DIVISION AVERAGE | \$0.80 | \$0.82 | \$0.82 | \$0.30 | \$0.30 | \$0.30 |

Source: Virginia Department of Education, Web site, 2006.

**EXHIBIT 1-17
FREE AND REDUCED LUNCH PRICES
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

| SCHOOL DIVISION | ELEMENTARY STUDENT LUNCH | MIDDLE STUDENT LUNCH | HIGH SCHOOL STUDENT LUNCH | ELEMENTARY REDUCED LUNCH | MIDDLE SCHOOL REDUCED LUNCH | HIGH SCHOOL REDUCED LUNCH |
|---------------------------------------|-------------------------------------|-------------------------------------|--|-------------------------------------|--|--|
| Petersburg City Public Schools | \$1.00 | \$1.00 | \$1.00 | \$0.40 | \$0.40 | \$0.40 |
| Danville City Public Schools | \$1.35 | \$1.45 | \$1.45 | \$0.40 | \$0.40 | \$0.40 |
| Hopewell City Public Schools | \$1.50 | \$1.50 | \$1.50 | \$0.40 | \$0.40 | \$0.40 |
| Lynchburg City Public Schools | \$1.35 | \$1.45 | \$1.55 | \$0.40 | \$0.40 | \$0.40 |
| Roanoke City Public Schools | \$1.45 | \$1.55 | \$1.55 | \$0.40 | \$0.40 | \$0.40 |
| PEER DIVISION AVERAGE | \$1.33 | \$1.39 | \$1.41 | \$0.40 | \$0.40 | \$0.40 |

Source: Virginia Department of Education, Web site, 2006.

1.4 Overview of Final Report

MGT's final report is organized into 10 chapters. Chapters 2 through 9 present the results of the School Division Efficiency Review of Petersburg Public Schools. Findings, commendations, and recommendations are presented for each of the operational areas of the school division. These commendations and recommendations are summarized in the executive summary at the beginning of the report. In each chapter, each of the division's operational areas are analyzed based on the division's current organizational structure. The following data on each component are included:

- description of the current situation in Petersburg Public Schools:
- a summary of study findings, including those from both documentation obtained from the division and on-site findings;
- MGT's commendations and/or recommendations for each finding; and,
- a five-year fiscal impact for recommended costs or cost savings which are stated in 2007-08 dollars.

The report concludes with a summary of the fiscal impact of the study recommendations in Chapter 10.

2.0 DIVISION ADMINISTRATION

2.0 DIVISION ADMINISTRATION

This chapter presents findings and recommendations relating to the overall organization of Petersburg Public Schools (PPS). The major sections of the chapter are as follows:

- 2.1 Governance Structure, Policies, and Procedures
- 2.2 Legal Services Management
- 2.3 Organizational Structure and Chain of Command
- 2.4 Communication
- 2.5 Decision Making
- 2.6 Strategic Planning

CHAPTER SUMMARY

The recommendations in this chapter focus on issues relating to organizational realignment; strategic planning; the relationship among the division's governing board, superintendent, and staff; legal services management; and communication. Among the recommendations are the following suggestions that should assist the PPS Board and administration as they consider options for improving the basic structure of the division:

- reorganize standing committees and committee assignments to minimize the number of committee assignments of the Board and allow for a concentrated focus of member involvement;
- establish a schedule to regularly update all School Board policies as required by the Virginia Board of Education;
- establish and implement a formalized procedure that provides for competitive bidding, as required by the Virginia Board of Education, for legal services and a written agreement with the provider establishing procedural protocol to follow when providing services, and the rates of pay for those services, to ensure cost containment;
- reorganize the central office staff of the Petersburg Public Schools by assigning the human resources department to the assistant superintendent for administration, hiring an assistant superintendent for instruction, and restructuring the instructional services of the division;
- reduce the number of administrators and clerical staff at all PPS elementary, middle and high schools;
- establish and implement a system that allows all employees a method by which to take part in decisions that directly affect them; and
- develop a strategic plan that is separate from Memorandum of Agreement with the Virginia Board of Education.

Among the division operations noted as commendable were:

- The School Board, superintendent, and staff of Petersburg Public Schools are commended for developing a comprehensive meeting agenda and information packet that are provided to members of the School Board in ample time for study prior to the meeting; and
- PPS is commended for using several publications, its Web site, and routinely scheduled meetings to keep the public and employees informed of important and noteworthy events occurring in the division.

In interviews during our diagnostic and on-site visits, the following conditions were raised as issues of importance to the review:

- beliefs that the central office is over-staffed and top-heavy;
- an ineffective working relationship between the Board and the superintendent;
- micromanagement of day-to-day operations by the Board; and
- a lack of formalized procedures for the transaction of day-to-day business in the division.

During interviews with MGT, PPS central office and school staff indicated that the division was struggling fiscally and academically in a depressed city environment created in part by the construction of low-income housing and a significant exodus of white families. Some staff members expressed that critics are unfairly comparing PPS with more affluent divisions without understanding that it takes more time and resources to overcome deficiencies of the division. Meanwhile, during interviews with individual board members, the concerns centered on the leadership of the division, the lack of accountability, and the inadequacy of revenues needed for the division to become competitive and attractive to quality teachers and staff.

The administrative staff and School Board members feel that the most significant challenges for PPS are to establish a system of open communication throughout the division, to acquire and retain highly qualified leaders and staff throughout the division, and to implement a system of accountability throughout the division.

2.1 Governance, Structure, Policies, and Procedures

The educational system of Petersburg Public Schools is the result of Commonwealth of Virginia Constitutional provision authorizing the establishment of city and county school divisions. The seven-member School Board is elected from resident wards for staggered four-year terms.

Exhibit 2-1 provides an overview of the PPS Board, complete with each Board member's residential ward, occupation, years of service on the Board, and term expiration date.

**EXHIBIT 2-1
PETERSBURG PUBLIC SCHOOLS SCHOOL BOARD
OCTOBER 2006**

| NAME | TITLE | WARD | TERM EXPIRES | YEARS OF SERVICE AS OF OCTOBER 2006 | OCCUPATION |
|-------------------|--------------|-------------|---------------------|--|-----------------------------------|
| Elsie R. Jarmon | Member | 7 | 6/30/2010 | 9 months | Grant Writer |
| Kenneth W. Lewis | Member | 5 | 6/30/2010 | 4 months | Chief Operations Researcher |
| Bernard J Lundy | Member | 6 | 6/30/2008 | 2 yrs 3 months | Educator |
| Steven L. Pierce | Member | 1 | 6/30/2010 | 3 months | Grocer Distribution Manager |
| Kenneth Pritchett | Member | 3 | 6/30/2010 | 3 months | Senior Medical Records Technician |
| Zelma S. Taylor | Vice-Chair | 4 | 6/30/2008 | 2 yrs 3 months | Floral Designer |
| Fred B. Wilson | Chair | 2 | 6/30/2008 | 15 yrs 3 months* | Supervisory Management Analyst |

Source: PPS Superintendent's Office and the Deputy Clerk of the Board, October 2006

*These are non-consecutive years, July 1988 to June 1997, and July 2000 to the present.

Regular School Board meetings are held on the first Wednesday of each month at the School Board Administrative Office in an adjoining meeting room that has ample accommodations for the public. Regular meeting locations, dates, and times are posted on the PPS Web site and advertised as required by law. Regular open meetings as required by the Virginia Freedom of Information Act, are held at 7:00 p.m. unless otherwise noted. The public is welcome to attend all regular meetings, and persons wishing to address the Board are provided an opportunity during the public comment period with a time limit of three minutes per speaker.

In addition to regular meetings, the School Board holds executive sessions for certain purposes, such as:

- discussion of individual personnel matters;
- attorney-client privilege as related to litigation;
- other purposes as permitted under Commonwealth of Virginia law.

Minutes of the regular meetings are recorded by the School Board clerk, transcribed, and approved by the School Board at the next regular meeting. Minutes are not maintained for executive sessions.

FINDING

The School Board meeting agenda is comprehensive and provides for public, administrative, and School Board member input. All members of the School Board, the superintendent and the staff, with superintendent approval, are allowed to place items on the agenda. The clerk compiles all information for review by the chairman and superintendent. The agenda and packets are hand delivered to each board member.

The School Board meeting agenda is organized into the following sections:

- Call to Order
- Executive Session (if needed)
- Roll Call
- Moment of Silence

- Pledge of Allegiance
- Special Recognitions
- Public Comment Period (three-minute limit)
- Correspondence
- Approval of Agenda/Consent Agenda
- Superintendent's Report
- Presentations/Discussions
- Action Items
- Other Business from Board Members
- Announcements
- Closed Session (if needed)
- Action on Closed Session Matters (if needed)
- Adjournment

Interviews with School Board members revealed a general satisfaction with the information provided for each meeting and the availability of additional information upon request to the clerk. The superintendent does not routinely meet with individual board members to review the agenda.

Prior to the regular monthly meeting, the agenda is posted on the PPS Web site for public viewing and availability to the media and other concerned individuals.

COMMENDATION 2-A:

The School Board, superintendent, and staff of Petersburg Public Schools are commended for developing a comprehensive meeting agenda and information packet that are provided to members of the School Board in ample time for study prior to the meeting.

FINDING

Board policies BHA and BHB reflect the requirements of the Code of the Commonwealth of Virginia and support active member involvement in training activities; however, during interviews, board members indicated varying degrees of involvement.

Most board members and the superintendent are involved in training and conferences offered by the Virginia School Board Association (VSBA), as well as other local activities. All members indicated their involvement in some form of training, ranging from two to 20 hours annually; however, one member stated that her local orientation consisted of a brief meeting with the superintendent about the Board's local operating procedures.

A review of the School Board minutes found that the members are informed of training opportunities and conferences on a routine basis. There is no documentation as to the kinds of training board members received, the total number of hours received, or the topics addressed during the last three years.

Recommendation 2-1:

Formalize a School Board development program for all board members.

Without sufficient, appropriate training, board members can be overwhelmed by any number of factors: unfamiliar state and federal laws and their exact definitions, an endless array of educational jargon in the form of acronyms and abbreviations, the presence of the public at

board meetings, and inquiries from the press. Participation in an organized training would facilitate more productive and efficient board meetings.

Training is extremely beneficial to novice and veteran board members alike. Experienced board members need regular opportunities to be brought up-to-date on changing laws and regulations. Veteran board members who have the basic knowledge and experience can become more effective and efficient in leadership and governance of their school districts.

Board training can take many forms. In-house workshops or classes can be conducted by area or state school board associations or professional trainers. The most critical standard should be that training is provided by qualified instructors and that it is consistently applied. At a minimum, the training should include:

- the role of the School Board member as reflected in Commonwealth of Virginia law and best practices;
- strategies for effective inter-governmental relations;
- policy development;
- effective committee development and work;
- use of technology in carrying out board responsibilities;
- review of the division's planning documents and related processes for their development and periodic review; and
- budget development and approval processes.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------|
| 1. The PPS School Board chair and Board secretary should determine which training services will be the elements of a comprehensive local School Board member development program | January 2007 |
| 2. Working with the calendars of all Board members, the secretary should determine the period of time needed for all board members to complete the program and develop a calendar of events for a series of meetings, allowing the members time to assimilate information in an orderly and systematic manner. | February 2007 |
| 3. Once a calendar has been established the superintendent should work with the assistant superintendent for administration to complete the necessary processes for purchasing services to provide the training. | March 2007 |
| 4. VSBA, or a similarly qualified organization should be contracted to provide services in accordance with determined needs of the School Board. | April 2007 – Ongoing |

FISCAL IMPACT

As stated in the recommendation, the training for board members should be conducted in a manner that will allow for the assimilation and application of knowledge gained in the training sessions. By conducting the training over a series of sessions throughout the year, and over the course of several years, the cost for the training services can also be distributed over time. Short courses by state school board associations average \$3,000 depending on the training content and duration. The PPS School Board training could be conducted for that sum annually, for a total of \$15,000 over a five year period.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-2011 | 2011-12 |
|---|----------------|----------------|----------------|------------------|----------------|
| Conduct a Comprehensive Board Member Training Program | (\$3,000) | (\$3,000) | (\$3,000) | (\$3,000) | (\$3,000) |

FINDING

School board policy BCE shows little consistency with the practices of the Board. The policy prohibits the use of standing committees with the exception, at the School Board’s option, of a student disciplinary committee and/or an equal opportunity/non-discrimination committee, neither of which exists under the current structure. The policy authorizes the Board or its chair to appoint standing committees for specific purposes. When the assigned tasks have been completed the committee expires unless the Board approves temporary extensions.

Exhibit 2-2 shows the committee assignments for all School Board members. All members has three committee assignments and one member has four. Characteristics of the committees are as follows:

- there are joint committees with School Board representation and standing committees with staff representation;
- meeting times vary by committee; and
- there is no committee for strategic planning.

Interviews with board members revealed that some of these committees rarely or never meet, while others meet on a scheduled basis. Some committees make presentations to the School Board or discuss committee proceedings. The focus area for each standing committee is clear; however, the role and scope of each committee’s work are not clearly defined.

**EXHIBIT 2-2
PETERSBURG PUBLIC SCHOOLS SCHOOL BOARD
COMMITTEES AND COMMITTEE ASSIGNMENTS
2006-07 SCHOOL YEAR**

| COMMITTEES | MEMBERS | PURPOSE AND FREQUENCY |
|---|---|--|
| + Appomattox Regional Governor's School for Arts and Technology | Zelma Taylor | Board's representative meet monthly to provide governance function as required by the <i>Code of Virginia</i> . |
| * Athletics | Unassigned | As needed |
| * Audit | Elsie Jarmon Steven Pierce | As needed |
| * Career and Technical Education | Elsie Jarmon Bernard Lundy | As needed |
| Curriculum | Kenneth Lewis Zelma Taylor | As needed |
| + City/School Board Liaison | Zelma Taylor Fred Wilson | As needed |
| + Gifted and Talented Advisory | Kenneth Lewis | As needed |
| + Maggie Walker Governor's School | Kenneth Pritchett | Governor's School for Government and International Studies meets monthly to provide governance function as required by the Code of Virginia. |
| + Math and Science Center | Kenneth Lewis | As needed |
| + Head Start Policy Committee | Bernard Lundy Kenneth Pritchett | Regularly scheduled |
| * Superintendent's Evaluation | Fred Wilson Kenneth Pritchett Steven Pierce | As needed |
| * Operations/Finance and Budget | Fred Wilson Steven Pierce | Monthly |
| * Personnel and Policies | Kenneth Pritchett Bernard Lundy | As needed |
| + Petersburg Education Foundation | Fred Wilson | As needed |

Source: PPS Office of the School Board, 2006.

+ Joint committee with School Board representation.

* Standing committees with representatives from staff.

Recommendation 2-2:

Reorganize standing committees and committee assignments to minimize the number of committee assignments of the Board and allow for a concentrated focus of member involvement.

School board members should be able to devote their energies to committee assignments without having time conflicts with other committee commitments. The School Board should establish four standing committees and one ad-hoc evaluation committee, each represented by two School Board members. The committees should include Intergovernmental and Community Relations, Budget and Finance, Facilities, and Strategic Planning and Policy Development, each with a PPS staff member liaison. Since schools in Virginia are fiscally dependent, the Intergovernmental and Budget committees should work together with the city council. This should allow for issues, concerns, or interests of the Board to be addressed and accommodated in a procedural manner. **Exhibit 2-3** illustrates the configuration on the committees with recommended PPS staff liaisons.

**EXHIBIT 2-3
RECOMMENDED STANDING COMMITTEE STRUCTURE**

| RECOMMENDED STANDING COMMITTEES | NUMBER OF BOARD MEMBERS | STAFF LIAISON POSITION |
|--|------------------------------------|--|
| Budget/Finance | 2 | Superintendent and Chief Financial Officer |
| Facilities | 2 | Assistant Superintendent for Administration |
| Intergovernmental and Community Relations | 2 | Superintendent and Public Information Officer |
| Strategic Planning and Policy Development | 2 | Superintendent and Assistant Superintendent for Instruction |

Source: Created by MGT of America, Inc., 2006.

The responsibilities of the School Board should include:

- appointing school board members to committees;
- establishing committee composition;
- establishing the scope of committee work;
- developing guidelines for meeting agenda that are created in conjunction with the superintendent and staff;
- designating committee chairs to facilitate the meetings; and
- ensuring that committee chairs apprise all board members and impacted parties of committee activities.

Community members who may be asked to participate in committee work should be:

- experienced, open-minded, and interested in the topics addressed by the committee;
- available to attend at least 75 percent of the scheduled meetings;
- willing to provide input and offer recommendations to the committee for the School Board's review; and
- able to attend an orientation for serving on committees.

The staff liaison should:

- ensure that appropriate training is provided to all committee members and assigned staff;
- record minutes as well as develop executive summaries of meetings and provide for their dissemination to committee members, other School Board members, and impacted parties;
- work with the committee chair to develop the committee agenda; and

- provide materials to the committee for review, study, discussion, and approval.

The following are brief descriptions of each recommended committee:

- The Budget and Finance Committee would give the School Board important input and advice on budgeting, assist in providing integrity throughout the development process, and routinely monitor spending trends and patterns and report its findings to the Board. This committee should adopt a process that allows for community involvement.
- The Facilities Committee would oversee the planning and development of building construction and maintenance and the development of a capital improvement budget.
- The Strategic Planning and Policy Development Committee would allow for board input in the development of all long- and short-term plans that support updating division goals and maintaining School Board policies. Enrollment growth or lack thereof, emerging technology needs, and frequent changes in state and federal laws require that the strategic plan and its supporting documents and policies undergo constant review.
- The Intergovernmental and Community Relations Committee would oversee the development and implementation of proposed strategies to improve relations with other agencies.

All committee members should receive training as they assume their roles. The facilitative leadership model can provide special skills in leading and becoming constructive partners while working in the committees. The training will provide valuable tools to enable members to manage meetings and committee interactions constructively.

The ad-hoc evaluation committee should remain as currently structured with three members since it only functions annually to evaluate the performance of the superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------|
| 1. The PPS School Board should convene to approve the establishment of committees for the 2007-08 school year. | January 2007 |
| 2. The superintendent should assign specific staff members liaison responsibilities for each of the committees. | February 2007 |
| 3. School Board members should establish operating procedures for all committees including regular meeting times, span of control and authority, and procedures for reporting committee work to the Board. | March 2007 |
| 4. School Board committees should operate in accordance with adopted procedures. | April 2007 – Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing personnel. Training of the assigned staff liaison should be provided by outside professionals using a facilitative leadership model. This initial cost is estimated at \$3,700 to train one PPS staff member and supply training materials for all team members. The estimate assumes there will be 12 committee members to be trained by the staff liaison person. Any future cost should be minimal assuming there would be minimal turnover of committee members. The table below illustrates the projected cost for training one new School Board member and one committee member each year at a recurring cost of approximately \$200.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|-----------------------------------|----------------|----------------|----------------|----------------|----------------|
| Conduct Committee Member Training | (\$3,700) | (\$200) | (\$200) | (\$200) | (\$200) |

2.1.1 School Board Policies and Procedures

The National School Boards Association has clearly defined the purpose of school board policy:

School boards establish the direction and structure of their school districts by adopting policies through the authority granted by state legislatures. School board policies have the force of law equal to statutes or ordinances. Policies establish directions for the district; they set the goals, assign authority, and establish controls that make school governance and management possible. Policies are the means by which educators are accountable to the public.

Petersburg Public Schools has a school board policy manual organized by a classification system developed by the Virginia School Board Association and encompasses the standards set by the National School Boards Association. The introduction of the manual lists the 12 major classifications of policies:

- A Foundations and Basic Commitments
- B School Board Governance and Operations
- C General School Administration
- D Fiscal Management
- E Support Services
- F Facilities Development
- G Personnel
- H Negotiations
- I Instructional Programs
- J Students
- K School-Community Relations
- L Education Agency Relations

Sub-classifications are included under each of the 12 categories and the manual contains a policy finder index to facilitate locating specific policies.

FINDING

A schedule for updating policy manuals has not been established for the division.

MGT consultants reviewed the PPS policy manual and found policies throughout the manual that had not been updated since 1996. Exhibit 2-4 shows a sample of the policies of the policies in this category

**EXHIBIT 2-4
SAMPLE OF PETERSBURG PUBLIC SCHOOL BOARD POLICIES
NOT UPDATED SINCE 1996 OR EARLIER**

| NO. | POLICY TITLE | DATE |
|-------|--|------------|
| CA | Administration Goals | 12/16/1996 |
| CC | Administrative Organization Plan | 12/16/1996 |
| DLC | Expense Reimbursements | 12/16/1996 |
| EBCB | Fire Drills | 12/16/1996 |
| GBCBA | Employee Drug and Alcohol Abuse | 12/7/1994 |
| GCI | Professional Staff Assignments and Transfers | 12/16/1996 |
| IGADA | Work Experience Opportunities | 6/21/1974 |
| INA | Teaching Methods | 8/11/1982 |
| JHCC | Communicable Diseases | 12/8/1993 |

Source: Petersburg Public School Board Policy Manual, 2006.

Outdated policies fail to provide an adequate level of guidance and support for operational procedures in the school division. Policies need to be updated regularly to incorporate changes in state and federal laws.

Recommendation 2-3:

Establish a schedule to regularly update all School Board policies.

In order to ensure that board policies are kept current with changes in state and federal legislation as well as in keeping with division goals and priorities, it is important to establish a policy updating process. PPS existing policy manual was developed using the services of the Virginia School Boards Association. There are numerous organizations and institutions that can provide this service.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The superintendent should contact a qualified institution or organization to obtain information on policy revision services and prices for services. | January 2007 |
| 2. The superintendent should draft an item for the school board agenda proposing a policy update workshop to identify policies that need updating and to agree on a timeline and updating the process | February 2007 |

IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

- | | |
|--|-----------------------|
| 3. The superintendent should form a committee of school administrators and other central office staff to work with a qualified organization or institution in revising/updating outdated board policies. | February – April 2007 |
| 4. The superintendent should present the slate of updated/revised school board policies to the full school board in a workshop setting. | April 2007 |
| 5. The school board should approve the updated policies. | May 2007 |

FISCAL IMPACT

Services for revision of School Board policies are estimated at \$3,000, based on national averages for similar services according to the National School Board Association.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|-----------|---------|---------|---------|---------|
| Use the Services of a Qualified Provider to Revise Outdated School Board Policies | (\$3,000) | \$0 | \$0 | \$0 | \$0 |

2.2 Legal Services Management

Throughout the United States, school systems procure legal services either through in-house counsel, with the use of outside counsel for situations for which additional expertise is required, or exclusively from outside firms or attorneys. In the latter situation, some school divisions, particularly those in urban areas, can secure the services of a single, large, diversified firm, while others must depend on more than one firm. Fees for services vary greatly, depending on the locale and the specialization required.

Costs for legal work have increased dramatically over the last three decades due to a number of factors. These include due process activity associated with disciplinary proceedings, complicated issues related to special education students, risk management matters, and a variety of other issues. Areas of special education and student disciplinary activity are particularly troublesome and require special legal expertise. These areas are typically complicated by the complexities of federal requirements and their relationship to local and state regulations, coupled with the school division's need to maintain an orderly educational environment.

The *Code of Virginia* (22.1-82) provides authority for the school board to:

...employ legal counsel to advise it concerning any legal matter or to represent it, any member thereof or any school official in any legal proceeding to which the School Board, member or official may be a party, when such proceeding is instituted by or against it or against the member

or official by virtue of his actions in connection with his duties as such member or official.

FINDING

The PPS operates without a written contract that specifies the legal services to be performed and the cost of those services. An interview with the Board attorney revealed that services were established by letter of agreement. The attorney bills the division for services rendered at the rate of \$170 per hour. There are no established procedures or guidelines governing the use of legal counsel or acquisition of services. In interviews during the on-site visit, it was reported that School Board members and the superintendent have unregulated access to the attorney.

Exhibit 2-5 shows the amount of funds spent for legal services and the legal services fund balances for the period extending from July 2003 through June 2006. As shown, during the 2004 to 2005 fiscal years, the costs for legal services increased each year. Budget amendments were necessary in order to off-set those increases. For the 2005-2006 fiscal year, the funds spent on legal services exceeded the budgeted amount by \$22,200.77. Interviews with board members and the superintendent revealed several contributing factors to the increase in spending for legal services. These factors included board members freely able to contact the attorney at any time to get legal opinions and advice and not being aware that legal services were billed on an hourly basis for these calls.

Prior to the 2004-05 school year, the Board used the City of Petersburg's attorney to provide counsel to the School Board at a minimal charge. Upon retirement of the city attorney, the practice was discontinued, and the School Board now obtains legal services from a private law firm in Richmond, Virginia.

**EXHIBIT 2-5
PETERSBURG PUBLIC SCHOOLS
BUDGET AND EXPENDITURE DATA
LEGAL SERVICES
2003 THROUGH 2006 FISCAL YEARS**

| FISCAL YEAR | BUDGETED AMOUNT | EXPENDITURE | END OF YEAR BALANCE |
|--------------------|------------------------|--------------------|----------------------------|
| 2003-2004 | \$27,581.00 | \$6,092.25 | \$20,554.30 |
| 2004-2005 | \$27,581.00 | \$22,238.43 | \$5,342.57 |
| 2005-2006 | \$42,000.00 | \$64,200.77 | \$-22,200.77 |

Source: Petersburg Public Schools, Finance Department, 2006.

Recommendation 2-4:

Establish and implement a formalized procedure that provides for competitive bidding, consistent with Virginia procurement laws, for legal services and a written agreement with the provider establishing procedural protocol to follow when providing services, and the rates of pay for those services, to ensure cost containment.

Contracted legal services should be spelled out in specific terms as to the type of services that will be provided, who in the division may directly access the services, and the structure of the invoicing system including an annual analysis of the services requested and rendered. Specified services should include, but not be limited to the following:

- training of the School Board members and designated Petersburg Public Schools staff on legal issues;
- regular communications on court rulings and changes in legal statutes relating the school division operations;
- attendance as required for regular and special session board meetings; and
- consultation with the superintendent School Board members and designated PPS administrative staff.

Exhibit 2-6 shows a sample of an agreement for legal services. As shown in the exhibit, the agreement should include the specifications of services that will be rendered by the attorney or law firm. The agreement also specifies the hourly rates and charges for miscellaneous expenses. The bidding firms should also include information on the organization of the law firm, a listing of other school board clients, and the law practice's areas of expertise.

**EXHIBIT 2-6
SAMPLE AGREEMENT FOR LEGAL SERVICES**

This agreement is by and between the Petersburg Public Schools ("Client") and [NAME OF LAW FIRM] ("Attorney"). In consideration of the promises and the mutual agreements hereinafter contained, Client and Attorney agree as follows effective [INSERT DATE].

Client hires Attorney as its legal counsel with respect to matters Client specifically refers to Attorney. Attorney shall provide legal services reasonably required to represent Client in such matters, take reasonable steps to keep Client informed of significant developments, and respond to Client's inquiries regarding those matters. Client understands that Attorney cannot guarantee any particular results, including the costs and expenses of representation.

Client agrees to pay Attorney for services rendered based upon the attached rate schedule. Agreements for legal fees on an other-than-hourly basis may be made by mutual agreement for special projects.

Attorney shall send Client a statement for fees and costs incurred every calendar month. Such statement shall set forth the amount, rate and description of services provided. Client shall pay Attorney's statements within thirty (30) days after receipt.

Client may discharge Attorney at any time by written notice. Unless otherwise agreed, and except as required by law, Attorney will provide no further services hereunder after receipt of such notice. Attorney may withdraw its services hereunder with Client's consent or as allowed or required by law, upon ten (10) days written notice. Upon discharge or withdrawal, Attorney shall transition all outstanding legal work and services to others as Client shall direct.

Source: National School Boards Association, 2006.

Once the agreement for legal services has been approved by the School Board, the superintendent can arrange for a board workshop on accessing legal services to ensure that members are clear on billing rates and procedures. This topic can be the focus of one of the training sessions in Recommendation 2-1 of this report.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------|
| 1. The superintendent should direct the assistant superintendent for administration to develop a Request for Proposal (RFP) with specifications outlining the scope of work, proposed duration of contract, qualification, and any other specifications as needed and may be required by board policy, procedures and/or state statute. | January 2007 |
| 2. The assistant superintendent for administration should submit the RFP to a minimum of 5 potential vendors with whom the Board would like to consider as a provider and also advertise the RFP to the public as provided for in board policy and procedures. | February 2007 |
| 3. After the bidding process closes, the PPS procurement officer should review all bids for completeness, evaluate them based on pre-established evaluative criteria, and select the vendor. | March 2007 |
| 4. The superintendent should submit the vendor to the board for approval. | April 2007 |
| 5. The PPS School Board should enter into a contractual agreement with the vendor for the duration of time as specified in the RFP. | July 2007 – Ongoing |

FISCAL IMPACT

With the School Board currently running a deficit in the cost of legal services, it is imperative to return to fiscal solvency and contain costs to within the budget allocation. By adopting and implementing the agreement and training School Board members on procedures for accessing legal services, the division will be able to contain costs and without encumbering a \$22,200.77 budget deficit the fiscal impact of this recommendation is a consecutive savings of \$22,200 per year, or \$111,000 over a five-year period.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-2012 |
|--|----------|----------|----------|----------|-----------|
| Establish Formal Procedures for Legal Services | \$22,200 | \$22,200 | \$22,200 | \$22,200 | \$22,200 |

2.3 Organizational Structure and Chain of Command

The executive and administrative functions of PPS are managed through a system that is organized into line and staff relationships that define spans of authority and communication channels.

PPS has two primary organizational strands and eight sub-strands within its central office. These strands are used to help ensure effective and efficient communication of information and decisions throughout the division and to the public. However, they create challenges because several of the sub-strands have broad spans of control and include a large number of staff. Maintaining a large number of sub-strands and employees within those sub-strands creates concerns and perceptions among School Board members that the central office is overstaffed.

FINDING

Petersburg Public Schools has a staffing structure and chain of command at the central office level that prevents optimal coordination and communication of critical school division activity.

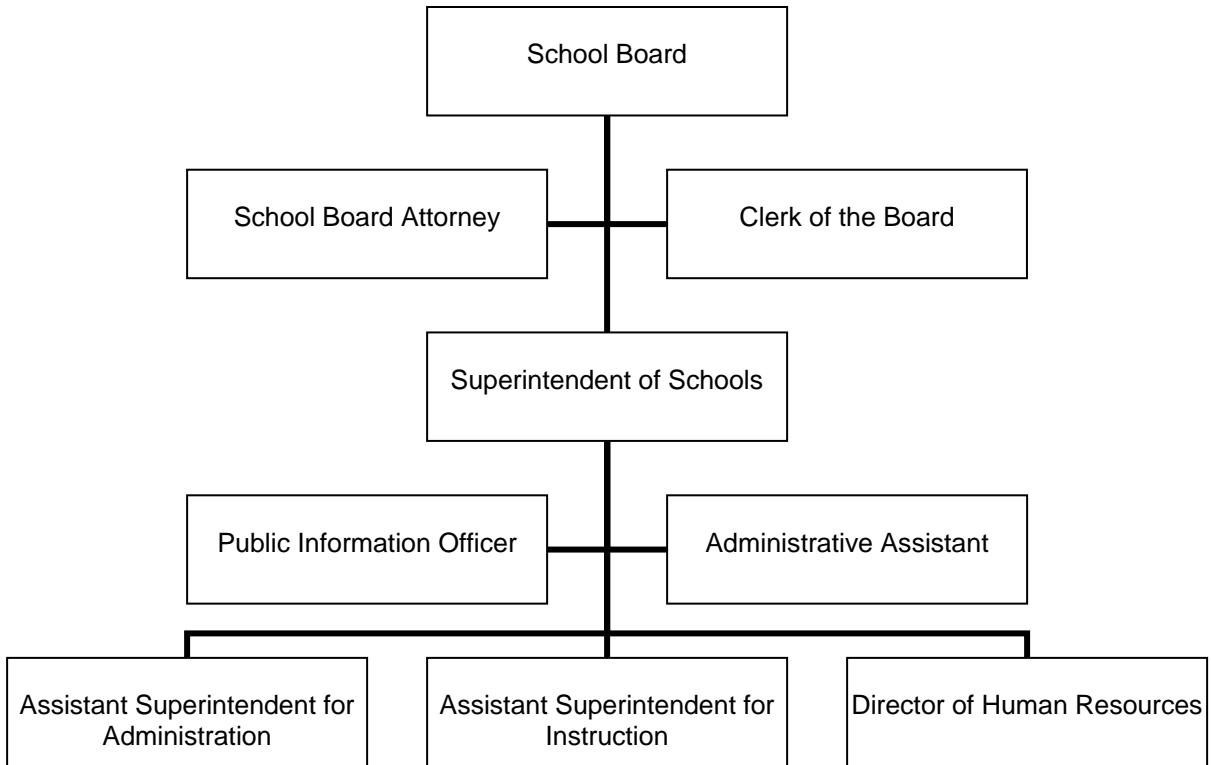
The board clerk and the School Board attorney are direct reports to the School Board; however, there is a line of cooperation between the School Board attorney and the superintendent and the Board clerk and the superintendent.

As shown in **Exhibit 2-7**, the superintendent has a total of five direct reports including the public information officer, human resources director, assistant superintendent for instruction, and assistant superintendent for administration and an administrative assistant.

The assistant superintendent for instruction has 14 direct reports and clerical staff. As shown in **Exhibit 2-8**, the direct reports include the directors of pupil personnel, special education, federal programs, secondary education, and elementary education. The additional nine direct reports are five curriculum specialists; the library/media specialist; the staff development mentor specialist; the testing and research coordinator; and a clerical employee. At the time of the onsite visit, the assistant superintendent's position was vacant, and the absence of leadership was creating a critical void in leadership and communication for the division.

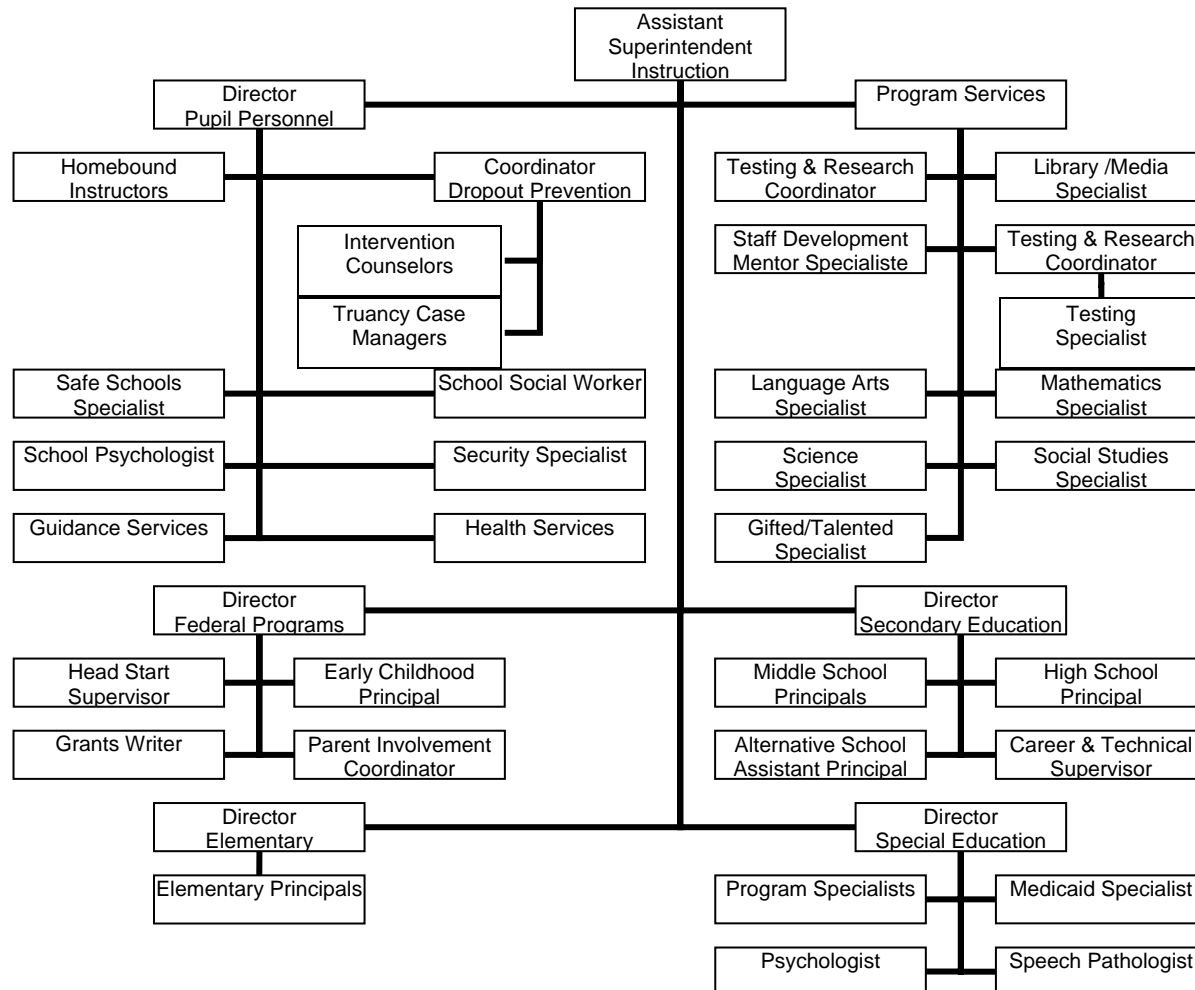
The assistant superintendent for administration has seven direct reports and coordinates all auxiliary functions of the division except those overseen by the superintendent. As shown in **Exhibit 2-9**, the direct reports to this position are the supervisors for facilities, food service, and warehouse, the manager for pupil transportation, the chief technology officer, the chief financial officer, and the central office reprographics (copy) assistants.

**EXHIBIT 2-7
PETERSBURG PUBLIC SCHOOLS
ORGANIZATIONAL CHART
PRIMARY STRAND
OCTOBER 2006**



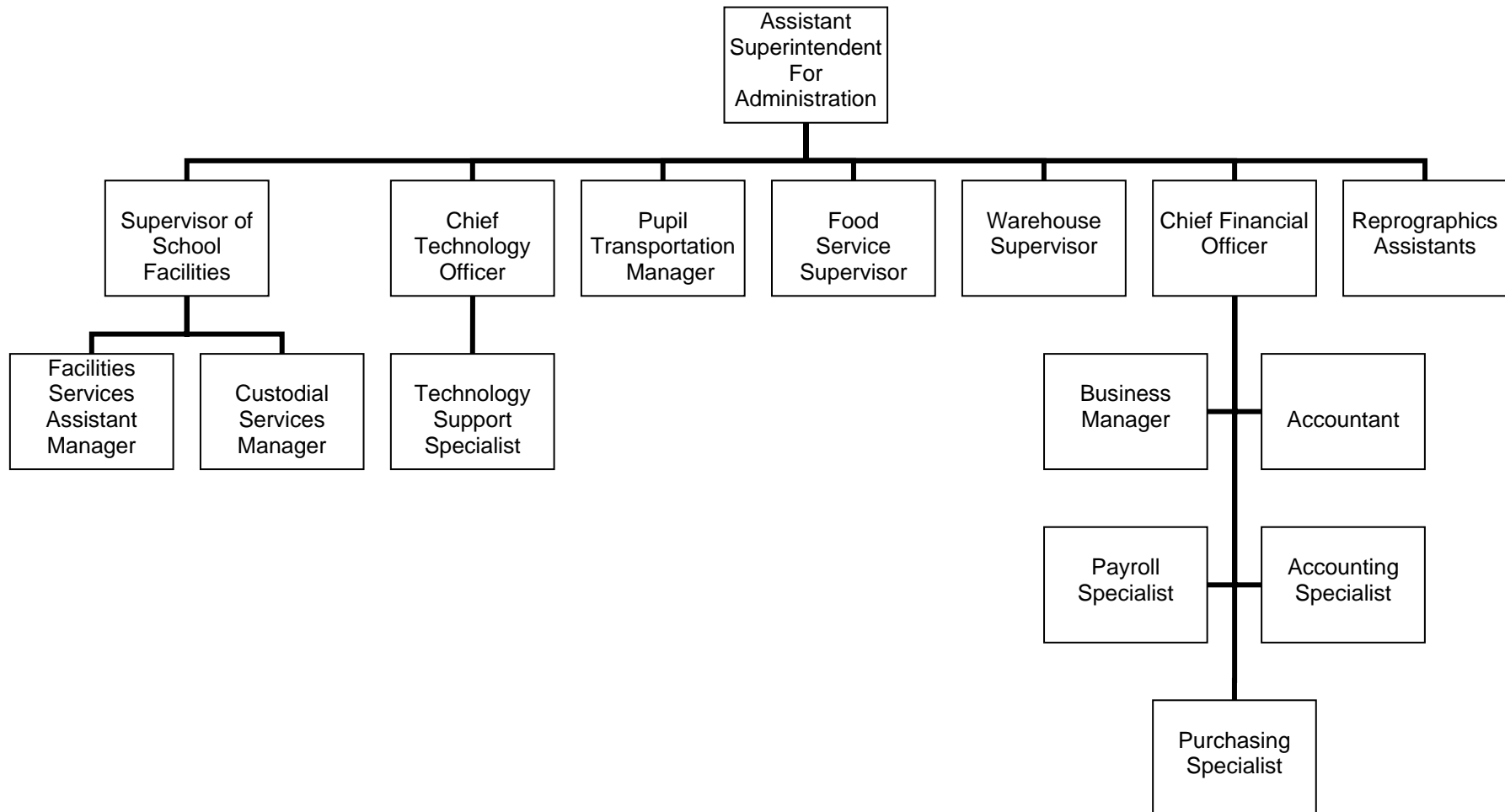
Source: Petersburg Public Schools, Human Resources Department, 2006.

**EXHIBIT 2-8
PETERSBURG PUBLIC SCHOOLS
INSTRUCTIONAL STRAND ORGANIZATIONAL CHART
OCTOBER 2006**



Source: Petersburg Public Schools, Human Resources Department, 2006.

**EXHIBIT 2-9
PETERSBURG PUBLIC SCHOOLS
ADMINISTRATIVE STRAND ORGANIZATIONAL CHART
OCTOBER 2006**



Source: Petersburg Public Schools, Human Resources Department, 2006.

The following are issues with the current organizational structure:

- the administrative per pupil spending is nearly double that of comparable school divisions;
- the large number of direct reports to the assistant superintendent for administration creates significant issues in the assignment of his time to executive leadership responsibilities; and
- the assignment of the staff development mentor specialist to program services does not allow for ready coordination of activities with the human resources department, yet the services are crucial to the success of division efforts in teacher retention.

As shown in **Exhibit 2-10**, PPS administration per pupil costs of \$415.43 are nearly double the peer division average of \$253.97. In a division of this size with limited fiscal resources, this level of administrative cost is unusually high.

**EXHIBIT 2-10
PER PUPIL COSTS FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2005 FISCAL YEAR**

| SCHOOL DIVISION | INSTRUCTION PER PUPIL ¹ | ADMINISTRATION PER PUPIL ² |
|---------------------------------------|------------------------------------|---------------------------------------|
| Petersburg City Public Schools | \$6,473.65 | \$415.43 |
| Danville City Public Schools | \$6,322.14 | \$320.49 |
| Hopewell City Public Schools | \$6,666.07 | \$304.57 |
| Lynchburg City Public Schools | \$6,691.04 | \$187.76 |
| Roanoke City Public Schools | \$7,160.04 | \$203.43 |
| PEER DIVISION AVERAGE | \$6,662.59 | \$286.34 |

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, web site, 2006.

¹ Represents expenditures for classroom instruction, guidance services, social work services, homebound instruction, improvement of instruction, media services, and office of the principal. This column does not include expenditures for technology instruction, summer school, or adult education. This column also excludes local tuition revenues received for divisions 001 – 207, and prorates the deduction of these revenues across administration, instruction, attendance and health, pupil transportation, and operations and maintenance categories. Local tuition is reported in the expenditures of the school division paying tuition.

² Represents expenditures for activities related to establishing and administering policy for division operations including board services, executive administration, information services, personnel, planning, services, fiscal services, purchasing, and reprographics.

Recommendation 2-5

Reorganize the central office staff of the Petersburg Public Schools by assigning the Human Resources Department to the assistant superintendent for administration, hiring an assistant superintendent for instruction, and restructuring the instructional services of the division.

Implementation of this recommendation should result in the following modifications to the current organizational plan:

- reassign the human resources department from the superintendent's office to administrative services under the leadership of the assistant superintendent for administration;
- reassign principals from the directors of elementary and secondary education to the superintendent;
- reassign the alternative school assistant principal from the director of secondary education to the high school principal;
- downgrade career and technical supervisor position to a specialist position and assign to the assistant superintendent for instructional services;
- eliminate the gifted and talented specialist and assign those duties to the director of special education;
- consolidate the language arts and social studies specialists into one position supervised by the assistant superintendent for instruction;
- consolidate the mathematics and science specialists into one position supervised by the assistant superintendent for instruction;
- eliminate guidance services position and assign duties to the director of student services;
- eliminate supervisor of instructional media;
- eliminate the director of elementary education, director of secondary education, jail coordinator, and security specialist positions; and
- outsource all security specialist and jail coordinator positions to qualified sworn law enforcement officers.

The division has only three secondary schools and seven elementary schools with a student enrollment that has been in decline over the last three years and now totals slightly more than 5,000 students. The major responsibility of overseeing the instructional programs of the division should be that of the assistant superintendent for instructional services, with the superintendent having direct supervisory authority over principals to ensure accountability in terms of student outcomes.

The proposed reorganization retains three subject area specialists who should assist the assistant superintendent for instructional services in directing and coordinating the

instructional activities of the division. Having all principals are to report directly to the superintendent reduces the assistant superintendent's span of control and allows for greater concentration of efforts for improving instruction instead of providing administrative and managerial oversight to schools. With careful planning and coordination of efforts the instructional strand as proposed provides more than an adequate number of staff persons to oversee instructional services in the division.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent should inform all employees of the central office of the need to restructure the organization and the potential impact it may have upon some staff members. May 2007

2. The superintendent should determine who will be displaced with the implementation of the reorganization and the services that will be out-sourced, and apply staff reduction procedures as provided for in board policies, procedures, and/or state statutes. May – June 2007

3. The human resources director should create and adopt new and revised job descriptions based upon the restructured positions May - June 2007

4. The human resources director should apply salaries to the positions based on factors such as industry standards, peer division salaries for like positions, position requirements and qualifications, and span of control. June 2007

5. The superintendent should secure School Board approvals for the revised job descriptions and salaries. July 2007

6. The human resources director should advertise for all newly created positions, and make appointments based on the established procedures for staff acquisition. July 2007

7. The human resources director should develop a Request for Proposal (RFP) for security and jail coordinator services with specifications to include qualification, scope of services to be provided, duration of the contract, and other information as may be required by the Board or state statute. July 2007

8. The division's procurement officer should issue an RFP to the public for potential bidders. July 2007

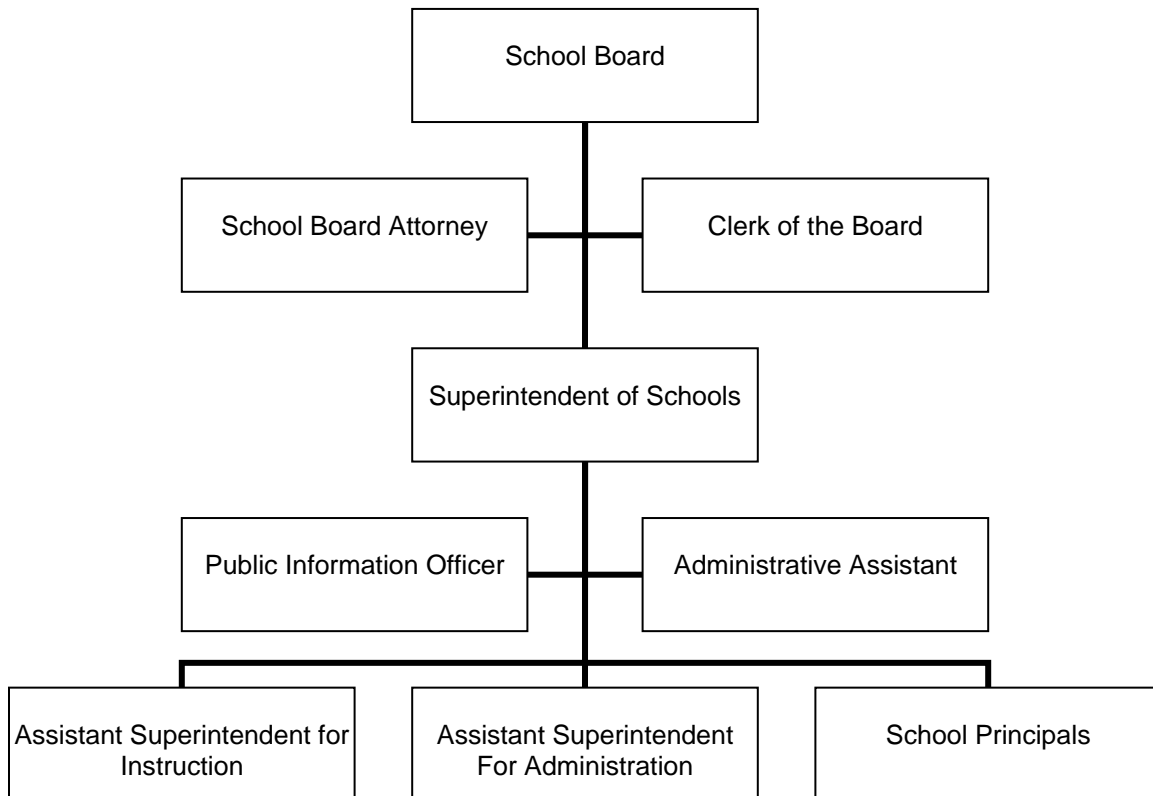
IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

- 9. The division's procurement officer should Review bids and award the contracts for services based on procedures and policies established by the School Board and state statutes. Enter into written agreements with the vendors. August 2007

- 10. The staff development coordinator should provide orientation to the employees who have been selected for newly created positions and for those vendors selected to provide security and jail coordinator services. August 2007 – Ongoing

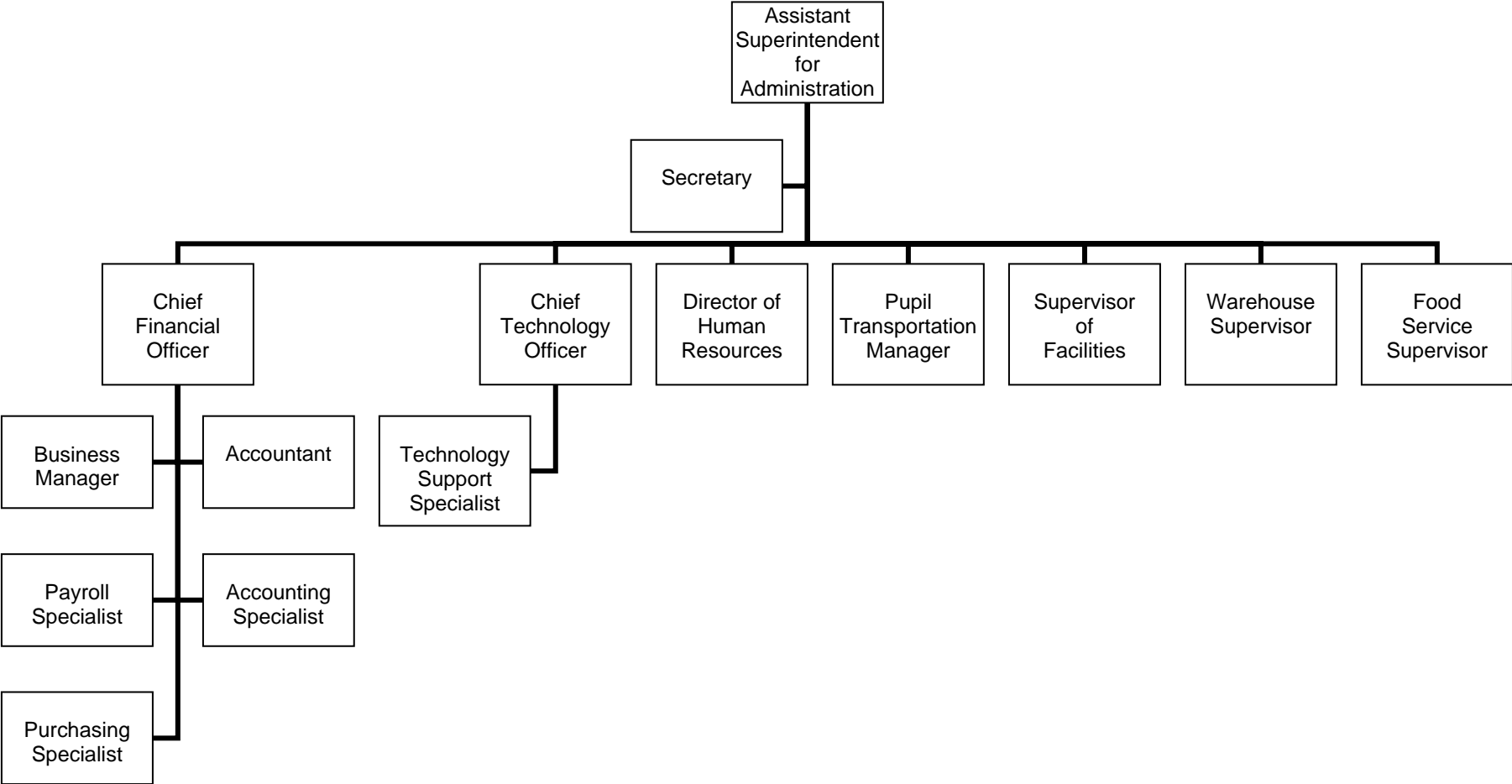
Exhibits 2-11, 2-12, and 2-13 show a view of the division after the recommended staff reductions have taken place.

**EXHIBIT 2-11
PETERSBURG PUBLIC SCHOOLS
RECOMMENDED ORGANIZATIONAL CHART
GOVERNANCE LEVEL**



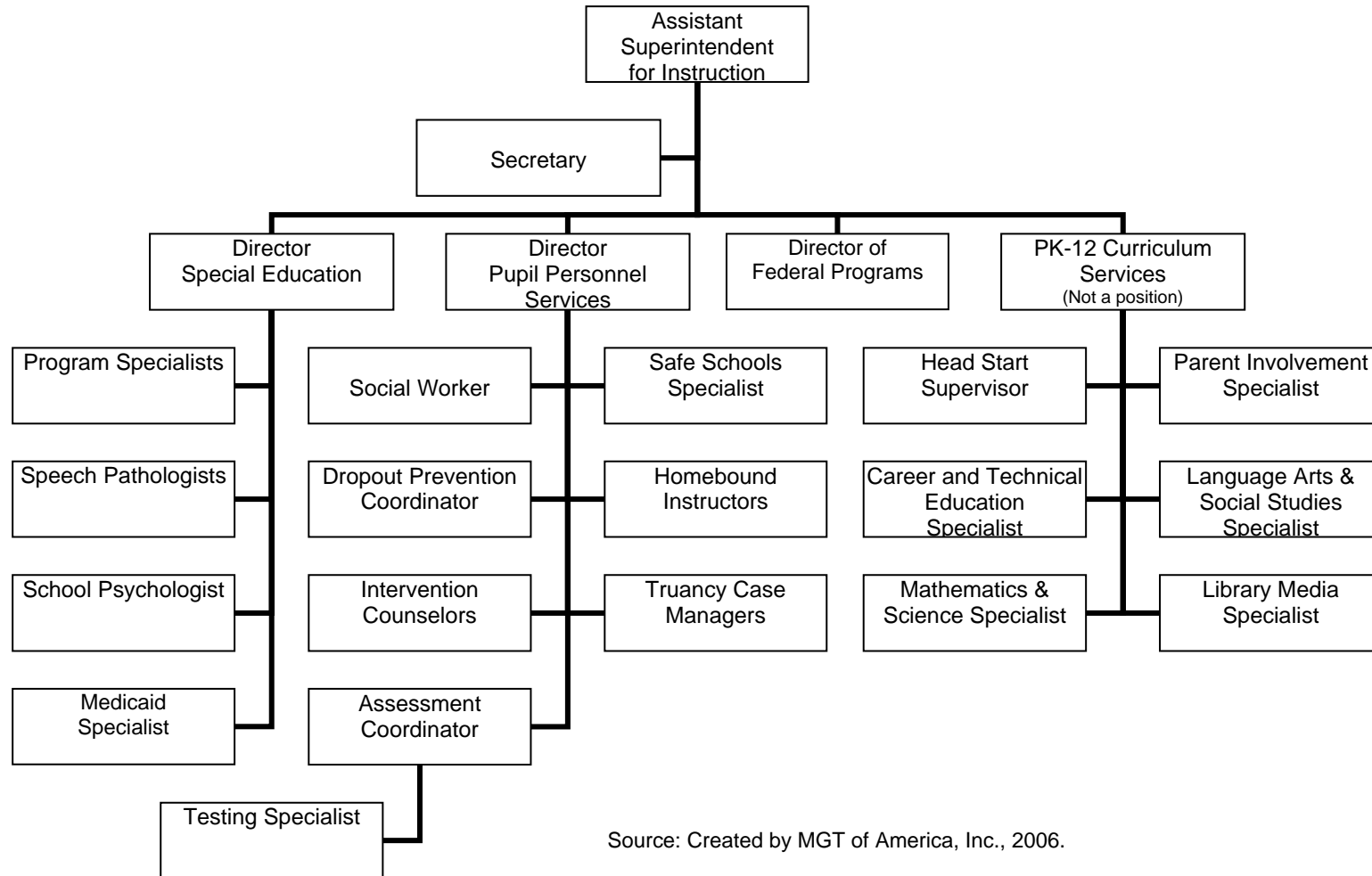
Source: Created by MGT of America, Inc., 2006.

**EXHIBIT 2-12
PETERBURG PUBLIC SCHOOLS
RECOMMENDED ORGANIZATIONAL CHART
ADMINISTRATIVE SERVICES**



Source: Created by MGT of America, Inc., 2006.

**EXHIBIT 2-13
PETERSBURG PUBLIC SCHOOLS
RECOMMENDED ORGANIZATIONAL CHART
INSTRUCTIONAL SERVICES**



Source: Created by MGT of America, Inc., 2006.

FISCAL IMPACT

Implementation of this recommendation should result in an annual reduction of operational costs to the division amount of \$748,861. This figure is the total of salary and benefits for 16 positions at the PPS central office. The elimination of the security specialists and Jail Coordinator positions equals a combined salary and fringes cost reduction of \$234,933. The actual amount of cost reduction depends upon the out-sourcing costs. The projected savings over a five year period totals \$3,744,305.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-2011 | 2011-12 |
|--|------------------|------------------|------------------|------------------|------------------|
| Eliminate the Gifted and Talented Coordinator Position | \$82,954 | \$82,954 | \$82,954 | \$82,954 | \$82,954 |
| Eliminate the Supervisor of Instructional Media Position | \$84,426 | \$84,426 | \$84,426 | \$84,426 | \$84,426 |
| Eliminate the Curriculum Specialist Positions (2) | \$135,803 | \$135,803 | \$135,803 | \$135,803 | \$135,803 |
| Eliminate the Director of Elementary Position | \$107,599 | \$107,599 | \$107,599 | \$107,599 | \$107,599 |
| Eliminate the Director of Secondary Position | \$103,146 | \$103,146 | \$103,146 | \$103,146 | \$103,146 |
| Eliminate the Security Specialists Positions (8) | \$164,891 | \$164,891 | \$164,891 | \$164,891 | \$164,891 |
| Eliminate the Jail Coordinator Position | \$70,042 | \$70,042 | \$70,042 | \$70,042 | \$70,042 |
| Total Cost Reduction | \$748,861 | \$748,861 | \$748,861 | \$748,861 | \$748,861 |

2.3.1 School Level Organizational Staffing

The Standards of Quality (SOQ) in Virginia provide detailed guidelines regarding the staffing ratios for administrative, instructional and support personnel in school divisions.

In Part H of Section 22.1-253.13:2, the staffing ratios for administrative and support staff and reads as follows:

H. Each local school board shall employ, at a minimum, the following full-time equivalent positions for any school that reports fall membership, according to the type of school and student enrollment:

1. *Principals in elementary schools, one half-time to 299 student one full-time at 300 students; principals in middle schools, one full-time, to be employed on a 12-month basis; principals in high schools, one full-time, to be employed on a 12-month basis;*

2. *Assistant principals in elementary schools, one half-time at 600 students, one full-time at 900 students; assistant principals in middle schools, one full-time for each 600 students; assistant principals in high schools, one full-time for each 600 students;*

3. *Librarians in elementary schools, one part-time to 299 students, one full-time at 300 students; librarians in middle schools, one-half time to 299 students, one full-time at 300 students, two full-time at 1,000 students; librarians in high schools, one half-time to 299 students, one full-time at 300 students, two full-time at 1,000 students;*
4. *Guidance counselors in elementary schools, one hour per day per 100 students, one full-time at 500 students, one hour per day additional time per 100 students or major fraction thereof; guidance counselors in middle schools, one period per 80 students, one full-time at 400 students, one additional period per 80 students or major fraction thereof; guidance counselors in high schools, one period per 70 students, one full-time at 350 students, one additional period per 70 students or major fraction thereof; and*
5. *Clerical personnel in elementary schools, part-time to 299 students, one full-time at 300 students; clerical personnel in middle schools, one full-time and one additional fulltime for each 600 students beyond 200 students and one full-time for the library at 750 students; clerical personnel in high schools, one full-time and one additional full-time for each 600 students beyond 200 students and one full-time for the library at 750 students.*

FINDING

Schools in Petersburg Public Schools are overstaffed at the administrative, and support staff levels, based on the SOQ minimums.

Exhibit 2-14 shows the administrative positions that are overstaffed at each school in the division based on a comparison of the actual positions and recommended ratios. These excess positions are reflected in the high administrator to pupil ratio previously shown in **Exhibit 2-10**.

**EXHIBIT 2-14
NUMBER OF ADMINISTRATIVE AND SUPPORT POSITIONS
OVER THE SOQ MINIMUM
PETERSBURG PUBLIC SCHOOLS
2006-07 SCHOOL YEAR**

| POSITION | PETERSBURG ELEMENTARY, MIDDLE, AND HIGH SCHOOLS | | | | | | | | | |
|---------------------|---|-----|------|-------|------|-----|-----|------|-----|-----|
| | APHE | BES | ECDC | JEBSE | RELE | WHE | WES | VJMS | PMS | PHS |
| Assistant Principal | .5 | .5 | .5 | .5 | .5 | .5 | .5 | 1 | 1 | 1 |
| Clerical Staff | 1 | 1 | 1 | 1 | 1 | 1 | 1 | 2 | 2 | 3 |

Source: Created by MGT of America with data from Petersburg Public Schools Human Resources Department, 2006

As mentioned earlier in this chapter with regards to central office administrators, the administrative staffing levels at the school level are also in excess of the peer division average, thus committing scarce financial resources that could be better allocated elsewhere.

Recommendation 2-6:

Reduce the number of administrators and clerical staff at all PPS elementary, middle and high schools.

Overstaffing prevents the effective utilization of resources and hinders the division’s ability to accurately project its future staffing needs. Personnel costs comprise the largest segment of this and any school division’s budget, and when schools are overstaffed, an even larger portion of fiscal resources are utilized without the corresponding improvement in overall organizational performance.

In the case of PPS, this overstaffing equates to six and a half assistant principals and 14 clerical positions across all the division schools. These funds can be redirected back into classrooms.

IMPLEMENTATION STRATEGIES AND TIMELINE

The strategies and timeline for this recommendation is reflected in Recommendation 2-5 of this chapter.

FISCAL IMPACT

The figures in the fiscal impact chart reflect the actual salaries and benefits of persons currently in the positions. It should be noted that in the Facilities Use and Management chapter of this report, the cost savings for staff reductions were partially reflected with the pending closure of three division schools, and so the actual savings may not be precisely determined until the school closures are underway. Projected annual savings based on the eliminating the assistant principals positions at three elementary schools, eliminating one assistant principal at each middle school, and the administrative assistant at the high school total \$871,597 annually, or \$4,357,985 over five years.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-2011 | 2011-12 |
|--|------------------|------------------|------------------|------------------|------------------|
| Eliminate the Six and a Half Assistant Principal Positions | \$442,970 | \$442,970 | \$442,970 | \$442,970 | \$442,970 |
| Eliminate 14 Clerical Positions | \$428,627 | \$428,627 | \$428,627 | \$428,627 | \$428,627 |
| Total Cost Reduction | \$871,597 | \$871,597 | \$871,597 | \$871,597 | \$871,597 |

2.4 Communication

This section examines the ways in which internal and external communication take place in PPS.

FINDING

The division uses several methods for external and internal communication. The division’s Web site has a section on its home page devoted to announcing upcoming events. A visitor

to the site has the option of selecting a monthly calendar to view all events scheduled for that month. The Web site also has a section with frequently asked questions and answers relating to the school division. The division also produces the bimonthly Petersburg Employee Newsletter (PEN) to announce various events and share information with staff. The Scoop on Schools tabloid is published quarterly as an insert in *The Progress-Index* newspaper to keep the public informed of noteworthy events occurring at schools. Press releases and articles are submitted regularly to the local newspaper.

Mechanisms are in place for the sharing of information between and among the central office, principals, and directors. There are monthly meetings with the superintendent, principals, and directors where discussion takes place on all facets of the division. Regularly scheduled faculty meetings are held at school to keep the faculty and staff apprised of important division-wide information as well as school level information, issues and/or concerns.

Interviews with School Board members revealed general satisfaction with the internal communication between the superintendent's office and the Board members regarding important and/or emergency events. The superintendent meets with principals and administrative staff on a regular basis to share information and discuss administrative, managerial, and instructional issues.

Interviews with board members and staff revealed a need for more vertical and horizontal communication between and among all stakeholders of the division.

COMMENDATION 2-B:

PPS is commended for using several publications, its Web site, and routinely scheduled meetings to keep the public and employees informed of important and noteworthy events occurring in the division.

2.5 Decision Making Process

One of the fundamental principles of effective organizations is having an appropriate process for decision-making. In school organizations, the three primary tiers of decision-making are at the school board, the superintendent, and the school principal levels. Each entity has a distinct yet interdependent role in the establishment and implementation of policies and procedures that govern both the day-to-day operations of schools and school systems, but the long-range planning and leadership processes necessary to create and sustain school improvement.

Traditionally, the roles of the school board, superintendent and principals have been as follows:

The School Board

- establishes academic goals for the school district;
- adopts a budget for the school district;

- approves individual school budgets and expenditures levies and collects taxes and issue bonds;
- sets the school calendar including the number of days and hours students must attend school;
- adopts the curriculum and courses for the school district (in some states);
- hires and supervises the superintendent of schools;
- approves the hiring and termination of school personnel, including teachers;
- approves new building plans and oversees construction and maintenance of school buildings and grounds;
- adopts standards for student promotion;
- establishes student safety and behavior codes;
- adopts rules regarding student uniforms;
- enforces mandatory school attendance laws;
- makes sure school buses and transportation are available to students;
- holds regular meetings to conduct the business of the district and hear from employees, students and citizens;
- provides annual district progress reports to the state;
- makes overall student performance data available to the public; and
- informs parents of district enrollment options.

The Superintendent of Schools

- provides administrative leadership and manages district day-to-day operations;
- makes recommendations to the school board on strategies to implement and achieve the educational goals set by the board;
- prepares and administers the school budget;
- designs and implements school governance procedures, according to policy set by the school board;
- makes recommendations to the school board on the hiring, renewal, non-renewal and dismissal of personnel;

- keeps the school board informed on school curriculum and the evaluation of school programs;
- leads the administrative effort to plan for, operate, evaluate and supervise improvements to school facilities; and
- recommends and implements a program of school-community relations and keeps the community informed about district performance, policies, programs and procedures.

The School Principal

- organizes, implements and administers the total school program (according to the standards of the local board of education and state department of education) as it relates to students, faculty and other school staff;
- ensures compliance with all laws, board policies and civil regulations;
- supervises and evaluates the instructional program;
- supervises and evaluates all school personnel;
- uses multiple sources of data to develop a plan for the improvement of student achievement;
- maintains high standards of student conduct and enforces discipline when necessary;
- maintains a safe, supportive learning environment within the school;
- plans and implements opportunities for teacher and staff development;
- communicates with students, teachers, parents and community organizations and provides opportunities for community involvement in all phases of the school program; and
- prepares and submits to the appropriate agencies all required records and reports.

The decision-making authority inherent in each of these roles should be clearly established, with each entity knowing the bounds and limitations of their authority and knowing when to seek authorization and when to make decisions independently. There are any number of approaches to and terms used to describe the decision-making process, including site-based decision-making, shared decision-making, and data-driven decision-making. Each requires a sophisticated level of knowledge and understanding and commitment on the part of stakeholders in order to operate successfully.

When there is not a clear understanding of how decisions are made, who has the authority to make decisions, or what level of stakeholder involvement should be sought in decision-making, school organizations are not able to perform effectively.

FINDING

There is not an effective system of decision-making in the division to provide consistent direction to school improvement efforts.

In interviews with MGT consultants, concerns were expressed over the lack of effective leadership in improving schools in the division. Persons interviewed were of the opinion that schools were allowed to make some decisions without central office input; however, others felt that it was necessary to make some decisions at the central office level so that there would be consistency across the division when providing instructional services.

Exhibit 2-15 reflects the feedback from employee groups regarding organizational elements of the division and compares those feelings among the groups. The chart reveals that a majority of the respondents feel that teacher-administrator working relationships are not excellent and that administrative practices are not highly effective and efficient.

While a majority of all groups agree that school-based personnel play an important role in making decisions, a majority of the respondents also say that administrative decisions are not delegated to the lowest possible level and that the committee structure of the division does not ensure adequate input from teachers and staff on important issues; however, administrators feel that teachers are empowered with sufficient authority to perform their responsibilities.

More than half of the school based administrators responding to the survey feel that central office administrators are not responsive to their needs. It should be noted that while teachers were surveyed as a part of MGT's data gathering process, an insufficient number of responses were received and thus the teacher responses were not included in this chapter.

**EXHIBIT 2-15
PETERSBURG PUBLIC SCHOOLS
COMPARISON OF RESPONSES WITHIN THE DIVISION REGARDING
EMPLOYEE INVOLVEMENT AND DECISION MAKING**

| STATEMENT | (%A + SA) / (%D + SD) ¹ | |
|--|------------------------------------|----------------------------------|
| | CENTRAL OFFICE ADMINISTRATORS | PRINCIPALS/ ASSISTANT PRINCIPALS |
| 1. Teachers and administrators in our division have excellent working relationships. | 19/29 | 36/54 |
| 2. Most administrative practices in our school division are highly effective and efficient. | 24/34 | 36/54 |
| 3. Administrative decisions are made promptly and decisively. | 19/48 | 45/45 |
| 4. Central Office Administrators are easily accessible and open to input. | 62/14 | 18/54 |
| 5. Authority for administrative decisions is delegated to the lowest possible level. | 24/29 | 18/63 |
| 6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively. | 34/29 | 73/18 |
| 7. The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions. | 29/24 | 18/36 |
| 8. Our school division has too many committees. | 19/38 | 27/27 |
| 9. Our school division has too many layers of administrators. | 29/48 | 9/55 |
| 10. Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient. | 48/34 | 36/45 |
| 11. Central office administrators are responsive to school needs. | 53/14 | 36/54 |
| 12. School-based personnel play an important role in making decisions that affect schools in our school division. | 43/19 | 45/27 |

Source: Created by MGT of America, Inc., 2006.

Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses have been omitted.

Recommendation 2-7

Establish and implement a system that allows all employees a method by which to take part in decisions that directly affect them.

In a study on the advantages and disadvantages of shared decision making, the Consortium for Policy Research in Education (CPRE), a research institute at the University of Pennsylvania, three factors were identified as crucial to the success of shared decision-making:

- **Knowledge** of the organization so that employees can improve it. Teachers and other stakeholders need technical knowledge, such as how to employ new approaches to teaching, business knowledge, such as how to develop a budget, and knowledge of interpersonal and

problem-solving skills so they can apply what they know to achieving school goals.

- **Information** about student performance and comparisons with other schools, about whether parents and community leaders are satisfied with the school, and about the resources available, either monetary or other.
- **Rewards** to acknowledge the extra effort shared decision making requires as well as to recognize improvements.

In the same study, CPRE researchers identified the process of change surrounding the shift in power from the central office to schools that enhances the successful implementation of shared decision making and factors crucial to the transition to this approach to school governance. The four processes identified were:

- Decentralizing authority or power to schools will not automatically lead to the effective utilization of that power. Authority must be accompanied by a principal who facilitates participation, a school faculty with few divisive factions, and a general desire of stakeholders to be involved with reform.
- Schools take time to learn how to function with shared decision-making. In the beginning, decision-making may focus on issues that are more trivial in nature, such as access to the copying machine, before moving to more complex issues, such as curriculum and instructional practices.
- School culture is critical to the change process. Schools achieving instructional change created cultures characterized by an atmosphere of collaboration and trust among staff and a focus on continuous improvement. Greater levels of participation by staff and parents, as well as structures that include all stakeholders in the decision-making process can facilitate improvements in school culture.
- As part of the school change process, individual behavior may also change. Behavior changes include talking about and observing teaching practices, maintaining higher standards of performance, seeking out new ideas, and actively becoming involved in schoolwide issues.

The Petersburg Public Schools Superintendent should establish a decision-making advisory committee with representation from all employee groups. It is recommended that this committee consists of one board member; the superintendent; the assistant superintendent for administration; one elementary principal; one secondary principal; one teacher representative each from an elementary, middle, and high school; one non-instructional representative from the central office and schools; and a business partner or community representative. The task of the committee should be to recommend to the superintendent and board a plan for implementing shared decision-making in the division. It is the responsibility of the superintendent to ensure the implementation of this recommendation. It should be noted that this recommendation is aligned with the previous recommendation to have all school principals as direct reports to the superintendent. This direct line of reporting will allow principals the opportunity to communicate regularly with the superintendent and help ensure an alignment between school improvement initiatives and overall division goals.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------------|
| 1. The Petersburg Public Schools Superintendent should establish a shared decision-making advisory committee with representation from all employee groups. | September 2007 |
| 2. The advisory committee should research and review various models of shared decision-making and determine which approach would best meet the needs of the division. | September – December 2007 |
| 3. The committee should create an implementation plan that starts with awareness training for the division’s shared decision making committee. If the division has no internal capacity to provide the awareness training or to assist with development and implementation of a plan, then the services of an external consultant should be secured for the purpose providing technical assistance to the committee and the division in the development and implementation of a shared decision-making plan. | January - March 2008 |
| 4. The committee should use multiple forms of media to ensure all employees are knowledgeable of the process of shared decision-making and how it is to be implemented throughout the division. | April 2008 |
| 5. The committee should share the draft plan with a sampling of stakeholders and solicit feedback. | May 2008 |
| 6. The committee should review the feedback and amend the plan as needed. | June 2008 |
| 7. The superintendent should submit the proposed plan to the School Board for approval. | July 2008 |

FISCAL IMPACT

Training for the shared decision-making committee, division and school staff members should be provided by an external consultant if division capacity is not available. The consultant should have experience and expertise in assisting educational institutions with selecting and implementing a shared decision-making model and plan. If a consultant is secured, the initial cost is estimated at \$10,000 for training and consultation during the first year of implementation.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-2011 | 2011-12 |
|--|------------|---------|---------|-----------|---------|
| Hire a Consultant for Training on Shared Decision-Making | (\$10,000) | \$0 | \$0 | \$0 | \$0 |

2.6 Strategic Planning

This section assesses the effectiveness and efficiency of the division's strategic planning process with regard to instructional and administrative activities.

FINDING

The current strategic plan for the division is inadequate.

In May 2004, the superintendent of schools released a report titled 'Strategic Goal Setting and Planning.' This document is an outgrowth of community involvement in determining the high priority goals of the division. The document was to be used by staff in developing a strategic plan for meeting the goals establish in the report. During and subsequent to the on-site review by MGT, the division was unable to produce a complete copy of the strategic plan. The division has developed a plan and a review of the document presented to MGT during the on-site review revealed that it is incomplete and is not developed in the best practices format for strategic plans. The document contains goals, objectives, and measures to be used to determine whether goals and objectives have been met; however, there are no strategies included, staff has not been assigned to oversee the achievement of the goals and objectives, and an estimated cost for implementing each goal and objective is not present in the plan.

The division is not fully accredited by the Virginia Board of Education (VBOE) and has entered into a Memorandum of Understanding (MOU) with the VBOE that outlines the goals and expected outcomes of the Petersburg Public Schools. The MOU also includes the designation of a chief academic officer funded by the state and regular reporting to the Superintendent of Public Instruction and the Board of Education. A stipulation in the MOU requires PPS's to implement a corrective action plan to improve student achievement in schools not meeting accreditation standards. The division does not know how much it will cost to implement the corrective action plan.

Recommendation 2-8

Develop and implement a strategic plan.

Effective strategic plans are comprised of the following components:

- measurable objectives and measures for all major instructional and non-instructional programs;
- performance measure data collection mechanisms so that progress in achieving objectives can be measured;
- tracking and reporting of progress to decision makers;

- an evaluation component that conducts an in-depth evaluation of programs not meeting state and local expectations because of poor performance; and
- a provision for reporting program performance to the Board and the public.

Austin Independent School District exemplifies best practices in the area of strategic planning. The division's Web site provides links to each section of the plan, explains the role of the plan to the overall mission and goals of the division, and provides a wealth of supplementary material in a series of appendices.

The PPS Superintendent and the Board should be responsible for ensuring the development and implementation of the strategic plan. The assistant superintendent for administration should conduct a needs assessment to determine the areas of the division that will need priority attention. The needs assessment should examine needs in all areas of instruction, finance, student services, transportation, school food services, parental involvement, instructional and administrative technology, and communications. All stakeholders, including parents, students, administrators, instructional and non-instructional personnel, business partners, should have an opportunity to provide input in the needs assessment so that their interest and concerns will be considered during the planning process.

MGT consultants recognize that the division is currently implementing mandates of a Corrective Action Plan as a part of the VBOE Memorandum of Understanding; however, the division still must create a plan that is long-term in scope and addresses not only correcting conditions that imperil its ability to achieve minimal standards of performance, but also move the division to increasingly higher levels of performance in the future.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------------|
| 1. The superintendent should appoint a planning committee to begin the process of developing the strategic plan as a companion to the corrective action plan mandated in the MOU. The collective expertise of the committee should include areas of program planning and development, finance and budgeting, instruction, administration, auxiliary services, and data collection and analysis. | September 2007 |
| 2. The assistant superintendent for administration should conduct a needs assessment to determine the areas of the division that will need priority attention. | September – October 2007 |

IMPLEMENTATION STRATEGIES AND TIMELINE (CONTINUED)

- | | |
|---|------------------------------------|
| <p>3. The planning committee should perform a thorough analysis of the needs assessment data and decide on the priority areas to be addressed. When those areas are determined, vision and mission statements for the plan should be developed. These statements will help guide the direction of the planning and implementation. The statements should be supported by a set of beliefs that may be derived from the needs assessment.</p> | <p>October - November 2007</p> |
| <p>4. The planning committee should identify a small number of high-level outcome and efficiency measures for inclusion that reflect board priorities for educational and operation programs and services. Rank the measures in order of importance. For each major educational and operation program, identify supporting measures that reflect the primary purpose of each program that monitors can use to gauge performance.</p> | <p>October - November 2007</p> |
| <p>5. For each performance measure, the committee should identify the data needed and determine the information below:</p> <ul style="list-style-type: none">■ Who will collect performance data and how often?■ What is the source of the data?■ In what format is the data needed?■ How often should the data be collected?■ Who will the data be reported to and how often?■ How should the data be used? | <p>October - November 2007</p> |
| <p>6. The committee should identify and prioritize data needs by classifying data into the following two categories:</p> <ul style="list-style-type: none">■ Data currently available, accessible, and in the format needed to determine progress toward program goals and objectives, and■ Data currently either not available, accessible or in the format needed to determine progress toward program goals and objectives. | <p>October - November 2007</p> |

IMPLEMENTATION STRATEGIES AND TIMELINE (CONTINUED)

- | | |
|---|-----------------------------|
| 7. For each measure, the committee should determine a standard (benchmark) for performance the division wants to achieve, which may be based on past performance, the performance of peer divisions, or state standards. | November - December 2007 |
| 8. For each measure or related measure, develop a written statement of objective that indicates the desired result or target. For academic programs, objectives should be stated in terms of student outcomes (that is, the effect the program will have on students if the program is successfully implemented). For operational programs, objectives should be stated in terms of the quality and cost of services provided or desired performance. Objectives should <ul style="list-style-type: none"> ■ Be either short-term (one year) or mid-term (2-3 years) or full term (4-5 Years); ■ Address major aspects of the program's purpose and expenditures; ■ Be specific and easily understood; ■ Be challenging but achievable; ■ Be measurable and quantifiable | January - March 2008 |
| 9. Link the division's budget to the priorities established in the strategic plan. | April 2008 |
| 10. Periodically compare division performance data to data from other peer division or programs to determine whether the division could improve its operations and identify undesirable trends in performance and cost that need more in-depth evaluation. Identify the cause and potential remedies to address the undesirable trends. Put the results in writing and provide to the School Board. | May 2008 |
| 11. Annually report performance to the School Board and public. | June 2008 |
| 12. Annually review and, if necessary, amend the strategic plan to reflect changes in community standards, student needs, or board direction. | June 2008 |

FISCAL IMPACT

In order to optimize productivity, outside facilitators are often used to help ensure that the goals of strategic planning activities are attained. The facilitator should be an expert in the strategic planning process, with no vested interest regarding the substance of the planning or its outcomes. An outside facilitator can help the planning committee(s) with tasks such as

planning workable meeting agendas, identify appropriate meeting participants, and effectively conducting meetings so that the goals for the meeting are met.

There are numerous advantages to having an outside facilitator, several of which are listed below:

- By having a strategic planning process expert to conduct the meeting, all group members are able to fully participate in substance.
- People tend to be more conscious of using communication skills when an outside person comes in to facilitate.
- In the event of a conflict, the facilitator is skilled in working through such issues and getting back on track.
- The facilitator can enforce the meeting guidelines and structure easier than is possible for a group member.
- The facilitator can keep the meeting focused and on track
- The facilitator is an expert in engaging people to generate options, build consensus and create plans for implementation and follow-through.

Charges for such services typically range from \$1,000 to \$9,000 dollars. PPS should be able to obtain the services for \$5,000, or possibly use the services of a larger school division with personnel experienced in strategic planning facilitation, for a nominal fee.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|----------------|----------------|----------------|----------------|----------------|
| Hire an Outside Consultant to Facilitate Strategic Planning | (\$5,000) | \$0 | \$0 | \$0 | \$0 |

3.0 FINANCIAL MANAGEMENT BUDGET AND PURCHASING

3.0 FINANCIAL MANAGEMENT, BUDGET, AND PURCHASING

This chapter presents findings and recommendations relating to the financial management, budget, and purchasing functions of Petersburg Public Schools (PPS). The major sections of the chapter include:

- 3.1 Introduction
- 3.2 Financial Management
- 3.3 Budget
- 3.4 Purchasing
- 3.5 Activity Funds
- 3.6 Fixed Assets

CHAPTER SUMMARY

PPS's financial operations are primarily under the direction of a chief financial officer (CFO) who reports to the assistant superintendent for administration. A total of 8 staff, including the CFO and assistant superintendent, carryout the responsibilities of the functional areas.

Participants in the review team's survey responded that improvements are needed in some of the major functions of the department. Specifically, 57 percent of administrators and 69 percent of principals, believe that at least some improvement is needed in the financial management and accounting area. Some observers raised concerns about the department's ability to provide the appropriate level of data needed to make financial decisions. In addition, 61 percent of administrators and 82 percent of principals felt that improvement was needed in budgeting.

The education of students is the major responsibility of the PPS, but this cannot be accomplished without the needed financial resources. To ensure that financial resources are protected and spent appropriately a financial foundation that includes a strategic plan, written policies and procedures, an accounting information system, revenue and spending forecasts and budgets, systems of internal control, and a support system that enhances the ability of school administrators and teachers to carry out their responsibilities, must exist.

Recommendations in this chapter include key suggestions that should assist the division in:

- developing summary financial reports for the PPS School Board, the Petersburg City Council, and the public;
- establishing detailed accounting, purchasing, payroll and other policies and developing written procedures manuals that provide standard guidance to employees;
- developing a budget development process that involves principals and others and aligns the budget with the goals of the division;

- improving budget documents by providing explanations and justifications for expenditures;
- improving operations by making data more secure, reducing or transferring job responsibilities to enable more efficient operation;
- implementing on-line purchasing, use of purchase cards, and just-in-time delivery of supplies; using cooperative purchasing arrangements throughout the Division; and
- maintaining an inventory of fixed assets.

3.1 Introduction

Efficiently run school divisions require sound financial practices to support the delivery of educational services. Sound financial management includes:

- well-defined policies and procedures;
- a system that effectively allows goals and policies set by the school board to be implemented through sound budgeting processes and allocations;
- effective and reliable internal controls and efficient processing of day-to-day financial activities;
- an effective budget development process that allows for stakeholder input from within the school, from parents, and from taxpayers;
- a transparent process that clearly shows where and how resources are allocated;
- useful and timely financial information provided to the superintendent, assistant superintendents, other administrative staff, principals, the School Board, and City Council members;
- favorable audits from external auditors;
- credible and accurate projections; and
- readily available reports on an ongoing basis for revenues and expenditures.

Financial management and purchasing activities of a school division encompass a variety of functions that include general financial management (payroll, accounts payable, general ledger maintenance, financial reporting), auditing, budgeting, and purchasing.

One of the intentions of this review was to explore some of the concerns expressed in responses to a survey conducted by the MGT review team at the onset of this review.

Several respondents to the survey indicated that financial management functions needed improvement. **Exhibit 3-1** and **3-2** provide a summary of survey responses related to financial management and purchasing functions of the school division. The exhibits display how central office administrators and principals who responded to the survey feel about the financial operations. Purchasing is an area where the majority of the respondents felt did not need improvement.

**EXHIBIT 3-1
SURVEY RESPONSES FOR
FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING
PERCENT OF RESPONSES INDICATING IMPROVEMENT NEEDED**

| OPERATIONAL AREAS | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL |
|--|------------------------------|--------------------------------|
| 1. Budgeting | 61 | 82 |
| 2. Strategic planning | 58 | 88 |
| 3. Financial management and accounting | 57 | 69 |
| 4. Grants administration | 54 | 69 |
| 5. Purchasing | 42 | 44 |

Source: Created by MGT of America Inc., 2006.

**EXHIBIT 3-2
SURVEY RESPONSES FOR
FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING
PERCENT RESPONDING DISAGREE STRONGLY OR DISAGREE**

| STATEMENT | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL |
|--|------------------------------|--------------------------------|
| 1. Funds are managed wisely to support education in this school district. | 24 | 44 |
| 2. The budgeting process effectively involves administrators and staff. | 39 | 44 |
| 3. School administrators are adequately trained in fiscal management techniques. | 43 | 69 |
| 4. My school allocates financial resources equitably and fairly. | 16 | 19 |
| 5. The purchasing department provides me with what I need. | 12 | 19 |
| 6. The purchasing process is easy. | 16 | 25 |

Source: Created by MGT of America, Inc., 2006.

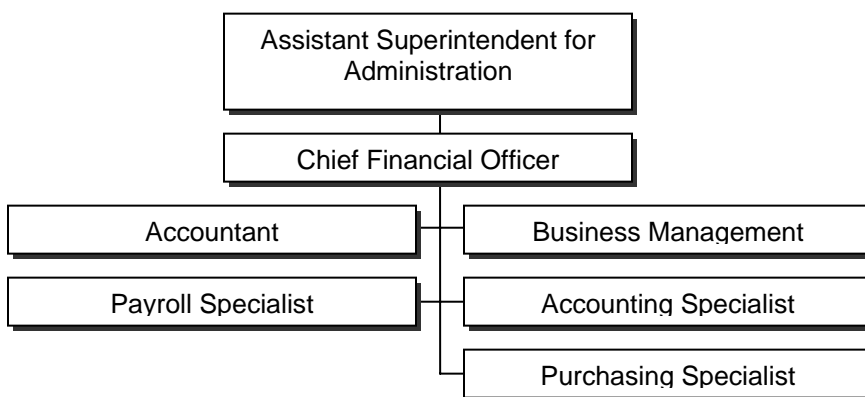
PPS, like all Virginia school divisions, is a fiscally dependent school division. This Commonwealth of Virginia statutory requirement means that the school division does not have taxing or appropriating authority but rather relies on the City of Petersburg to levy local taxes, appropriate funds, and issue debt on behalf of the schools. Such fiscal dependency requires a good working relationship and understanding between the two entities so that school funding is managed adequately and that adequate funds are available for the school division to carry out its mission.

Under this fiscal dependency, PPS undertakes its own budget process and has a proposed budget that the school board deliberates on and approves. This approved

budget is sent to the City of Petersburg, where the City Council adopts the budget for the school division as part of its total city budget.

Exhibit 3-3 shows the organizational chart for the division's business and finance department. The school division's financial management and purchasing activities are managed by the assistant superintendent for Administration and the chief financial officer. These two individuals are assisted by a payroll specialist, two accounting specialists, and a purchasing specialist. In addition, a few financial management activities are performed by the city's finance department.

**EXHIBIT 3-3
ORGANIZATIONAL CHART
BUSINESS AND FINANCE DEPARTMENT**



Source: MGT of America created from data supplied by Petersburg Public Schools, 2006.

Funds to finance public education in Virginia come from many sources, and financing by the state is based generally on a formula or index. To distribute state aid the Commonwealth of Virginia uses a local composite index which is an indicator of a locality's ability to pay for public education. The local composite index is derived from local true values of real estate and public service corporation property values, adjusted gross income, and local retail sales per local average daily membership and population. The index is then weighted against the same values on a statewide basis. The higher a locality's local composite index, the greater a locality's ability is expected to be to fund public education.

The following exhibits, based on data obtained from the Virginia Department of Education's web site, show how PPS compares to selected peer school divisions regarding financial indicators for the 2004-05 school year. PPS selected four peer divisions for comparison purposes for this efficiency review: Danville, Hopewell, Lynchburg, and Roanoke City Schools. **Exhibit 3-4** presents the PPS and peer division local composite indexes for the 2004-06 and 2006-08 periods. Petersburg had the lowest composite index both in 2004-06 and 2006-08, and the index declined somewhat over the period. The composite index for localities is capped at .8000 by state law. No locality is required to fund more than 80 percent of Standards of Quality costs. All of these localities are relatively poor, with Petersburg being the poorest among its peers.

**EXHIBIT 3-4
COMPARISON OF LOCAL COMPOSITE INDEXES
PETERSBURG PUBLIC SCHOOLS AND PEER DIVISIONS
2004-06 AND 2006-08 SCHOOL YEARS**

| SCHOOL DIVISION | 2004-06 COMPOSITE INDEX OF LOCAL ABILITY-TO-PAY | 2006-08 COMPOSITE INDEX OF LOCAL ABILITY-TO-PAY |
|------------------------|---|---|
| Petersburg City | .2197 | .2188 |
| Danville | .2848 | .2655 |
| Hopewell | .2343 | .2515 |
| Lynchburg | .3830 | .3500 |
| Roanoke City | .3765 | .3763 |

Source: Virginia Department of Education Web site, 2006.

Exhibit 3-5 presents a comparison of receipts by fund source for Petersburg and the peer divisions. As shown in the exhibit, Petersburg funds 17.2 percent of the costs of the division from local revenue, while the peer average is 31.3 percent. In contrast, Petersburg receives 54.95 percent from state funds compared to the peer division average of 40.56 percent. This is the result of the division's having the lowest composite index among the peer divisions.

**EXHIBIT 3-5
COMPARISON OF RECEIPTS BY FUND SOURCE
PETERSBURG PUBLIC SCHOOLS AND PEER DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | SALES AND USE TAX | STATE FUNDS | FEDERAL FUNDS | LOCAL FUNDS | OTHER FUNDS | LOANS, BONDS, ETC. |
|--------------------------|-------------------------|----------------|------------------|----------------|----------------|--------------------------|
| Petersburg City | 7.84% | 54.95% | 14.60% | 17.24% | 2.14% | 3.23% |
| Danville City | 10.86% | 46.40% | 13.96% | 26.04% | 2.59% | 0.14% |
| Hopewell City | 8.45% | 45.76% | 13.63% | 29.85% | 2.23% | 0.08% |
| Lynchburg City | 11.25% | 38.01% | 11.01% | 35.80% | 2.09% | 1.85% |
| Roanoke City | 6.73% | 32.06% | 9.07% | 33.44% | 2.58% | 16.12% |
| PEER DIVISION AVERAGE | 9.32% | 40.56% | 11.92% | 31.28% | 2.37% | 4.55% |

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2006.

Exhibit 3-6 compares PPS cost per pupil for 2004-05 to the peer division average. These numbers show that PPS's:

- total disbursement per pupil of \$9,965 was 3.8 percent lower than the peer average of \$10,359;
- disbursements per pupil for instruction were \$325 lower than the peer average;
- disbursements for administration were \$479 per pupil, \$179 or 75.5 percent greater than the peer average;

- disbursements per pupil for total cost of operation of the regular day school were \$8,477, \$31 higher than the peer average of \$8,446;
- disbursements for school food services and pupil transportation services were about or slightly above the peer average; and
- disbursements per pupil for adult education, debt service, and facilities were all below the peer average.

**EXHIBIT 3-6
COMPARISON OF COST PER PUPIL
PETERSBURG PUBLIC SCHOOLS AND PEER DIVISIONS
2004-05 SCHOOL YEARS**

| PROGRAM | PETERSBURG PUBLIC SCHOOLS | PEER DIVISION AVERAGES | PETERSBURG PUBLIC SCHOOLS PER PUPIL COSTS ABOVE (BELOW) PEER AVERAGE | |
|--|---------------------------|------------------------|--|---------------|
| | | | AMOUNT | PERCENT |
| Administration | \$415.43 | \$236.59 | \$178.84 | 75.59% |
| Instruction | \$6,473.65 | \$6,799.28 | (\$325.63) | -4.79% |
| Attendance and Health Services | \$201.04 | \$130.66 | \$70.38 | 53.86% |
| Pupil Transportation Services | \$374.13 | \$374.45 | (\$0.32) | -0.09% |
| Operations and Maintenance Services | \$1,012.88 | \$904.88 | \$108.00 | 11.94% |
| Total Cost of Operation Regular Day School | \$8,477.14 | \$8,445.87 | \$31.27 | 0.37% |
| School Food Services | \$419.52 | \$383.56 | \$35.96 | 9.38% |
| Summer School | \$72.52 | \$51.50 | \$21.02 | 40.81% |
| Adult Education | \$18.86 | \$56.52 | (\$37.67) | -66.64% |
| Other Educational Programs | \$309.92 | \$314.82 | (\$4.90) | -1.56% |
| Facilities | \$546.02 | \$692.03 | (\$146.01) | -21.10% |
| Debt Service and Transfers | \$120.80 | \$399.23 | (\$278.42) | -69.74% |
| TOTAL DISBURSEMENTS | \$9,964.78 | \$10,358.67 | (\$393.89) | -3.80% |

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site. Costs per pupil were calculated by dividing totally program dollars by student enrollment.

The City of Petersburg provides a number of treasury management services for PPS. The city maintains nine separate banking and investment accounts in addition to activity funds accounts. All bank accounts are held by SunTrust, with any idle cash invested and transferred among accounts as needed. In addition, fund balances for construction is invested in the Local Government Investment Pool (LGIP) In addition, the city establishes tax rates and the collection of taxes to fund the city's operations, and provides the city's share of local revenue for the school division.

PPS insures itself against loss of real and personal property, liability, vehicle loss or damage, and employee crime through a number of insurance policies. The division maintains comprehensive property and casualty policies, auto liability and physical

damage coverage through Utica National Insurance Group at a cost of \$91,000 a year. In addition, coverage for athletics and for certain special risk categories is maintained through AIG Life Insurance and Hartford Life and Accident at a cost of \$15,000. All premiums are budgeted for and paid with General Fund resources.

PPS provides health insurance to its employees through Anthem Health Insurance and dental coverage through Delta Dental, which were competitively bid contract awards. The division pays a portion of the premiums for each employee, as detailed in **Exhibit 3-7**.

**EXHIBIT 3-7
PETERSBURG PUBLIC SCHOOLS
HEALTH AND DENTAL INSURANCE COVERAGES
2006-07 SCHOOL YEAR**

| PLAN | MONTHLY PREMIUM | SCHOOL DIVISION MONTHLY COST | EMPLOYEE MONTHLY COST |
|-------------------------|------------------------|-------------------------------------|------------------------------|
| HMO Standard | | | |
| Employee Only | \$428 | \$398 | \$30 |
| Employee + 1 | \$897 | \$537 | \$360 |
| Family | \$1,238 | \$629 | \$305 |
| Point of Service | | | |
| Employee Only | \$479 | \$430 | \$49 |
| Employee + 1 | \$1,004 | \$604 | \$400 |
| Family | \$1,386 | \$722 | \$664 |
| HMO Low Option | | | |
| Employee Only | \$378 | \$363 | \$15 |
| Employee + 1 | \$791 | \$534 | \$257 |
| Family | \$1,092 | \$625 | \$467 |

Source: Petersburg Public Schools Finance Office, October 2006.

3.2 Financial Management

Financial operations in school divisions include the collection, disbursement, and accounting of local, state, and federal funds. Effective fiscal operations establish detailed policies and procedures for processing the division's daily business transactions efficiently while providing accurate, complete, and timely information to members of the PPS School Board, and Petersburg City Council, principals, department heads, and the public.

School division operations must practice sound financial management to maximize the effectiveness of limited resources and to plan for future needs. Effective financial management in school divisions involves well thought out planning, budgeting and overall management of resources to maximize financial performance. To perform these

tasks successfully, a division must establish solid relationships with its employees, vendors, funding agencies, and the local community.

Financial management is most effective when resources are spent based on the division's established priorities in line with its stated goals and objectives. Financial information should be provided in a timely manner and presented in a format that is easily understood by all audiences.

FINDING

Documentation of policies and procedures for many processes and activities conducted in finance, purchasing and budget areas are lacking or in the cases where some documentation exists, not comprehensive. Interviews with department staff indicated most functions were performed without any or very limited written procedures. Most staff learned their duties from another employee. The review team did find limited written procedures for some activities, but these were little more than a staff member's notes on what should be done.

Many areas should have written procedures to ensure functions are carried out in a consistent manner, to ensure staff can confidently substitute when others are on vacation or sick leave, and to provide information to successor employees upon the retirement or departure of current staff. Policies and procedures are needed in such areas as:

- cash collections;
- purchase orders;
- travel approval and advances;
- in-state and out-of-state travel reimbursements;
- payroll time reports;
- substitute service report;
- leave time accounting;
- overtime/comp time for non-exempt employees;
- long distance telephone log;
- cellular telephone use;
- postage;
- budget transfers;
- grants budgets/approvals;
- capital assets inventory or purchase;
- standard mileage table and rates;
- payment vouchers;
- workers' compensation;
- risk management; and
- procurement.

As a result of the lack of complete documentation, the department and the schools are at risk for loss of institutional knowledge that key personnel possess. Key personnel may retire, go on extended sick leave, or other events may substantially impair other employees' abilities to complete all duties required to maintain accounting, payroll, purchasing, or other activities. Too much historical knowledge and other critical process and regulatory information reside in the heads of too few key personnel, some of whom are near retirement. There is no evidence of any knowledge management or succession

planning program in place or planned, and this should be a major concern for the PPS administration.

Recommendation 3-1:

Create, adopt, and implement formal financial policies and procedures manuals that can be used to train new employees, cross-train current employees, and provide guidelines and checklists to help ensure all work is performed as required.

Manuals should cover all areas and functions performed by staff in this department and in the schools. Effective practices for finance-related functions in school districts require written, approved policies and procedures to ensure adequate internal controls, facilitate training, and ensure that critical knowledge is not lost when staff retire or leave. This task will require considerable time, but needs to be completed with a sense of urgency.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The chief financial officer and selected finance office staff should review all functions, policies and practices performed by the department. February – March 2007
2. Selected finance office staff should compile function, policies and practices in a handbook, sorted alphabetically and indexed for easy reference. March – May 2007
3. The chief financial officer should circulate the draft of the handbook to all finance department staff and other affected staff at the division and school level throughout the school division to get feedback on its content feedback. June – July 2007
4. The finance office staff should reproduce and distribute the finalized handbook and use it for training and orientation of new and current finance staff. August 2007- Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Financial reports provided to the School Board and City Council are difficult to understand without thorough explanation. Although detailed financial reports are produced by the division's financial management system and presented to the PPS School Board and Petersburg City Council on a monthly basis, it is very difficult to gain an overall understanding of financial operations without a significant amount of review and analysis of the data contained in the detailed reports.

Each month the division prepares a Year-to-Date Revenue and Expenditure Report from the financial management system. This document is normally about 50 pages and contains eight columns of information for numerous budgeted amounts, including columns for encumbrances and remaining balance. **Exhibit 3-8** presents an example of the information shown in the report for instructional supplies.

**EXHIBIT 3-8
EXAMPLE OF FINANCIAL REPORT ITEMS
FEBRUARY, 2006**

| SUB-OBJECT | DESCRIPTION | ADOPTED BUDGET | REVISED BUDGET | EXPENDED FEBRUARY | ENCUMBERED | EXPENDED YTD | BALANCE |
|------------|------------------|------------------|------------------|-------------------|---------------|----------------|----------------|
| 610 | GENERAL SUPPLIES | 72,000 | 72,000 | 4,736 | 14,857 | 68,506 | (11,363) |
| 621 | INSTR SUPPLIES | 677,180 | 711,654 | 18,103 | 38,223 | 149,648 | 523,773 |
| 623 | TEXTBOOKS | 623,180 | 934,290 | 6,597 | 10,299 | 740,150 | 183,841 |
| 624 | SOL MATERIALS | 40,261 | 49,853 | 1,462 | 3,259 | 33,780 | 12,814 |
| 642 | VEHICLE FUEL | | 0 | 57 | | 75 | (75) |
| | TOTAL | 1,421,621 | 1,767,796 | 30,955 | 66,648 | 992,159 | 708,989 |

Source: Petersburg City Schools, Finance Office, April 20, 2006.

This report is organized into, and shows totals for, categories for which the Petersburg City Council provides funding including classroom instruction, guidance, social worker services, homebound services, improvement of instruction, administration, transportation management and direction, operating and maintenance, and school food services, among others. Although the report makes a great amount of detail available to the user, for members of the school board, the City Council, or the public who only see the data once a month or on a less regular basis, it is extremely difficult to obtain an understanding of the major components that make up the division's budget. To obtain the status of budgets and expenditures for salaries that make up over 80 percent of the budget, one would have to add up almost 80 different numbers just to determine the amount that has been expended for salaries in the instructional category. In addition, there is no data related to particular school sites as the data are presented for the PPS total.

Many divisions provide useful and easily understood financial information to keep the school board, City Council, and public informed about the division's financial activity and status. To provide complicated financial data in an easily understood manner, summarized reports must be compiled from all the detail that is captured in financial management systems.

Reports prepared by school divisions vary depending on the size and organizational structure of the division and the desires and needs of the school board and City Council. Many times reports are broken down by major functional units such as schools and departments and then by major object of expenditures. An example of a report is shown in **Exhibit 3-9**. Similar reports for revenue budgets are prepared monthly to monitor the receipt of funds during the year, which are included in the PPS reports. Also, financial managers regularly analyze expenditure and revenue trends and project amounts for the remainder of the year to provide oversight groups with year-end estimated amounts and balances.

**EXHIBIT 3-9
PETERSBURG CITY SCHOOLS
EXAMPLE OF MANAGEMENT REPORT**

| ORGANIZATION/ OBJECT OF EXPENSE | BUDGET | MONTHLY EXPENDITURES | YEAR TO DATE EXPENDITURES | ENCUMBRANCES | REMAINING BALANCE |
|--|---------------|---------------------------------|--------------------------------------|---------------------|------------------------------|
| PETERSBURG HIGH SCHOOL | | | | | |
| Classroom Salaries | \$ | \$ | \$ | \$ | \$ |
| Support Salaries | \$ | \$ | \$ | \$ | \$ |
| Substitute Salaries | \$ | \$ | \$ | \$ | \$ |
| Fringe Benefits | \$ | \$ | \$ | \$ | \$ |
| Instructional Materials | \$ | \$ | \$ | \$ | \$ |
| Travel | \$ | \$ | \$ | \$ | \$ |
| Capital Outlay | \$ | \$ | \$ | \$ | \$ |
| Other Expenditures | \$ | \$ | \$ | \$ | \$ |
| Total Petersburg High School | \$ | \$ | \$ | \$ | \$ |
| TRANSPORTATION DEPARTMENT | | | | | |
| Salaries | \$ | \$ | \$ | \$ | \$ |
| Fringe Benefits | \$ | \$ | \$ | \$ | \$ |
| Fuel | \$ | \$ | \$ | \$ | \$ |
| Capital Outlay | \$ | \$ | \$ | \$ | \$ |
| Other Expenditures | \$ | \$ | \$ | \$ | \$ |
| Total Transportation | \$ | \$ | \$ | \$ | \$ |

Source: MGT of America, Inc., November 2006.

The division's financial management system has a report writer function that allows reports to be easily developed from data contained in the system. The chief financial officer is experienced in the use of this function and can produce reports to meet the information needs of the PPS School Board, City Council, and public.

Recommendation 3-2:

Develop summary financial reports for the School Board, the City Council, and the public.

Summary reports that present the division's budget data in a more user-friendly manner will make it much easier for members of the board, City Council, and public to understand how the division is expending its funds and the status of its financial resources. The readers in general become better informed and develop confidence in the data.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The chief financial officer and selected finance office staff should review examples of summary budget documents from other divisions in Virginia and around the country. February – March 2007
2. Selected finance office staff should select the data elements from the summary budget examples and create a document suited to the financial conditions in Petersburg. March – May 2007
3. The chief financial officer should circulate the draft of the budget summary to all finance department staff and other affected staff at the division and school level throughout the school division to get feedback on its content feedback. June – July 2007
4. The finance office staff should reproduce and distribute the finalized document for review by the School Board and other stakeholders. August 2007
5. The School Board should approve the document with any suggested changes and summary budget document should be utilized in all future budget discussions. August 2007- Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources. The chief financial officer will need to spend approximately 40 hours developing summary reports using the financial system's report writer capabilities, and an estimated eight hours each month preparing the reports.

FINDING

Administration has numerous payroll, accounting, purchasing, insurance, and other records, vouchers, check stock, and other documents that should be maintained in a secure environment. Many records such as payroll and medical records should be kept confidential, as required by the Health Insurance Portability and Accountability Act (HIPAA), the Family Educational Rights and Privacy Act (FERPA), and other federal laws.

In the management letter issued by the outside accounting firm for the year ended June 30, 2005, the outside auditors noted that accounts payable checks are segregated and issued out of numerical order. The outside auditors recommended that blank checks be placed under the control of one individual in a secure place.

Access to the department's offices and storage area is not controlled other than by the front door of the building. Several staff members sit in an open area adjacent to

hallways leading to other offices and to the board meeting room. Records are not secure, other than those stored in the vault. At times, especially during lunch hour, few staff members are in the area to notice any visitors or other staff who may be accessing confidential records.

Recommendation 3-3:

Store all financial paperwork in secured, fire-rated cabinets.

Securing financial paperwork will help ensure that check stock is safe, and that access to confidential records would be enhanced. Cabinets should remain locked at all times when they are not being accessed by financial/administration personnel.

IMPLEMENTATION STRATEGIES AND TIMELINE

Strategies for implementing this recommendation are outlined in Chapter 4: Personnel and Human Resources.

FISCAL IMPACT

A one-time cost of \$4,500 to purchase three four-drawer locked cabinets at \$1,500 each would be required to implement this recommendation. This price represents the lowest available, based on a review of national suppliers. The price using eVA may be lower.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|------------------------------------|----------------|----------------|----------------|----------------|----------------|
| Purchase Three Fire-Rated Cabinets | (\$4,500) | \$0 | \$0 | \$0 | \$0 |

FINDING

PPS processes two payrolls per month on the 15th and the last day of the month. Once payroll data are entered, checks are prepared or direct deposit funds are sent to the appropriate bank. Reducing payroll check writing for those on annual contracts (whether 10, 11 or 12 month) would cut the cost of writing checks in half, and free up staff time to conduct other financial affairs business.

Colleges and universities such as the University of Illinois that have gone to once per month payroll have been able to reduce the number of payroll clerks by 40 percent, as well as reduce the costs of check preparation.

Recommendation 3-4:

Investigate the opportunity to process payroll once per month for those on annual contracts, ensuring that no state or federal statutes are violated.

Monthly instead of bi-monthly payroll has been shown to reduce costs, and to provide additional staff time for other important functions. However, there generally is staff resistance to a change which requires that staff members have to do better personal financial planning. In addition, there may be some city or state prohibition. The assistant superintendent for administration should review with the city the opportunity to reduce

the number of pays, except for those employees who are required to be paid more frequently according to the Fair Labor Standards Act (FLSA).

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | | |
|----|---|--------------------|
| 1. | The chief financial officer and selected finance office staff should investigate regulations relating to payroll and determine any legal impediments to once-a-month check disbursements, and calculate accordant cost savings. | March 2007 |
| 2. | Selected finance office staff should work with payroll, the city of Petersburg and the division's technology department to determine the necessary technical components for going to a once-per-month payroll. | March – April 2007 |
| 3. | The finance office should conduct a pilot run of once-per-month payroll to determine unanticipated problems. | May 2007 |
| 4. | The finance office staff should resolve any problems that arose during the pilot and prepare for full implementation. | June 2007 |
| 5. | The finance office should implement once-per-month payroll. | July 2007- Ongoing |

FISCAL IMPACT

This recommendation can be implemented within available resources. If the assistant superintendent for administration finds that a single pay is feasible, then the costs in terms of staff time and printing will be reduced. Staff freed up by this can be assigned to other duties, such as those recommended below related to budget.

FINDING

At the time of the onsite review, less than 70 percent of PPS employees are reported to use direct deposit. Studies have shown that organizations that use direct deposit not only obtain cost savings from the elimination of check stock and reduced processing fees, but achieve efficiency savings as well. The Electronic Payments Association (EPA) states the benefits of direct deposits as:

- fewer checks to store and print;
- facsimile signature security is not necessary because no signature is required;
- lost and stolen checks are eliminated;
- financial institution service charges typically are reduced;
- potential for errors is reduced;

- account reconciliation is simplified;
- the potential for fraud is reduced;
- administrative costs can be lowered with elimination of manual check preparation;
- organizations report savings of more than 40 cents in processing costs for each paper check converted to direct deposit; and
- productivity can be increased since employees will spend less time away from work cashing or depositing payroll checks.

Some employees may save money by not having to pay check cashing fees, and would also reduce the number of checks taken to the City Treasurer for signature.

Recommendation 3-5:

Make direct deposit mandatory for all PPS employees, with a process for those special cases where employees do not have bank accounts.

Direct deposit has saved many organizations and their employees time as well as money. Considering the cost of processing, printing and mailing a check and the cost of lost time for employees to manually deposit their checks, school systems can save more than \$2 per transaction by using direct deposit versus paper checks. For a large division, this can mean millions of dollars of savings per year. A small division can save thousands of dollars each year depending on the number of employees.

IMPLEMENTATION STRATEGIES AND TIMELINE

Implementation of this recommendation should follow the same steps and timeline as the previous recommendation for once-per-month payroll, with activities related to direct deposit paralleling those for payroll. During the time of the onsite review, activities were already underway to implement this recommendation.

FISCAL IMPACT

If 300 fewer pay checks were processed per pay period, based on \$2.00 per check, the potential savings could be \$1,200 per month, or \$12,000 over a 10-month instructional year.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|--------------------------------|----------------|----------------|----------------|----------------|----------------|
| Make Direct Deposit Mandatory. | \$12,000 | \$12,000 | \$12,000 | \$12,000 | \$12,000 |

3.3 Budget

A division's budget is one of the most important documents a school division prepares because it identifies the funding for programs and how they are to be financed. Effective budgeting provides a division with a solid financial foundation. Costs must be reported accurately and controlled effectively.

Budget preparation and administration are important aspects of an organization's overall operations. Administrators find it challenging to provide adequate resources for progress within the restraints of available funding sources. Accurate planning and budgeting are especially critical for small organizations. The target is smaller, so errors are magnified. Sound budgeting practice benefits the organization by establishing a documented method for budget development, adoption, and administration and also provides controls for expenditures of funds within approved allocations.

School divisions make program and service decisions and allocate resources to programs and services through the budget process. An effective budget process:

- allows stakeholders—principals, teachers, staff and administrators, parents, and taxpayers—to participate effectively in the development, implementation, and evaluation process;
- allows for input to and from the decision makers—the school board and the City Council—that results in financial resources being allocated to meet the goals and priorities of the school division; and
- results in an easy-to-read budget.

The Government Finance Officers Association provides recommendations on an ideal budgeting process, and the National Advisory Council on State and Local Budgeting (NACSLB) states:

The key characteristics of good budgeting make it clear that the budget process is not simply an exercise in balancing revenues and expenditures one year at a time, but is strategic in nature, encompassing a multi-year financial and operating plan that allocates resources on the basis of identified goals. A good budget process moves beyond the traditional concept of line item expenditure control, providing incentives and flexibility to managers that can lead to improved program efficiency and effectiveness.

The PPS budget increased from \$51.6 million in FY2006 to \$51.9 million in FY 2007, an increase of \$275,735. State incentive funds were projected to decrease \$261,095 and State categorical funds were projected to decrease \$273,161, while Sales Tax and SOQ funds were projected to increase \$508,974. **Exhibit 3-10** shows the PPS budget for the five categories for which the Petersburg City Council provides funding.

**EXHIBIT 3-10
PETERSBURG PUBLIC SCHOOLS BUDGET
2005 THROUGH 2007 SCHOOL YEARS**

| CATEGORY | BUDGET 2006 | BUDGET 2007 | PERCENT INCREASE 2006 TO 2007 |
|----------------------------|-------------------|-------------------|----------------------------------|
| Instruction | 27,738,028 | 27,897,644 | 0.6% |
| Instructional Support | 6,162,065 | 6,216,795 | 0.9% |
| Office of the Principal | 2,833,071 | 2,845,079 | 0.4% |
| Administration | 2,433,501 | 2,458,522 | 1.0% |
| Transportation | 1,539,255 | 1,558,164 | 1.2% |
| Attendance & Health | 1,164,735 | 1,212,483 | 4.1% |
| Operations and Maintenance | 5,324,645 | 5,500,190 | 3.3% |
| School Food Service | 1,978,820 | 2,049,099 | 3.6% |
| Debt and Transfers | 1,553,655 | 979,245 | -37.0% |
| Technology | 1,058,525 | 1,162,779 | 9.8% |
| TOTAL | 51,786,300 | 51,880,000 | 0.2% |

Source: PPS budget reports for 2007.

FINDING

PPS's budget document does not provide information that ties the major initiatives to activities needed to improve the achievement of students, nor does it tie to outcomes or any performance indicators. Consequently, the budget does not provide the information needed by the Board to adequately govern the division.

The division's budget is presented in a format that can be challenging for the public to comprehend. In particular, the budget does not provide sufficient detail regarding costs pertaining to schools or grade levels. Instead, the budget presents revenues and expenditures by program and functional category. Although this presentation meets the minimum reporting requirements described in the Virginia Administrative Code, this level of detail only provides a limited amount of information for authoritative bodies and the public in their evaluation of the division's financial outlook. Under this format, users are unable to identify and compare anticipated expenditures by grade level or by school, which tend to be more familiar frames of reference.

Furthermore, the budget does not provide sufficient detail on the extent to which the division is meeting any of its goals and objectives. Aside from some brief references in the Superintendent's introductory message, there is no discussion in the budget document describing how the division's funding decisions impact its ability to achieve specific goals and objectives. The lack of specific discussion may raise questions regarding whether certain funding decisions are justified.

As was mentioned earlier, the MGT survey results showed that 61 percent of central office administrators and 82 percent of principals and assistant principals felt that the budgeting function needed some or major improvement. Interviews with central office staff and with building principals revealed that the budget process is completed largely by staff of the central office with little involvement of teachers, principals, and school improvement teams. The budget development process does not provide opportunities for prioritization of initiatives. Because only one of the schools in the division is fully

accredited, improvement of the learning process to improve achievement must be a high priority.

It does not appear that PPS has set goals and objectives, matched those to budgetary needs, and increased instructional funding by setting out prioritized long-term goals and requiring that any increase be spent according to these priorities. There is no well-defined process for school principals and directors to ask for additional funds or provide justification for new and additional funding. In practice, each school and department budget is adjusted by an inflation amount without regard to initiatives related to learning. In effect, principals have no say in their budget requests for supplies, materials, professional development funds, or other items. Staffing levels are set by the central office. Whether these amounts should be increased is a decision for the school board, but there should be a better process that allows for consideration of priorities that relate to student achievement.

PPS does not have one person assigned exclusively to budget development or analysis. As a result, the budget process is not well-defined, and school principals and department heads do not have an understanding of how to manage budgets. In addition, budget expenditures cannot be effectively tracked throughout the year to effectively manage the division's resources.

With school divisions facing increasing demands, while at the same time experiencing declines in revenue, it is critical that all division and city leaders have a full understanding of the budget issues in order to make informed decisions. Similarly, the budget needs to serve as the means for communicating the division's fiscal responsibilities to employees, parents, community members, and other stakeholders.

The National Advisory Council on State and Local Budgeting (NACSLB) is an organization that assists public entities in improving their budget practices, including the presentation of budget information. NACSLB developed a framework to provide guidance in these areas, including a step that addresses the presentation of the budget in a clear and comprehensible format. **Exhibit 3-11** identifies the items that NACSLB recommends for inclusion in a budget document to make it understandable to decision makers and the public.

**EXHIBIT 3-11
NACSLB RECOMENDATIONS FOR
BUDGET DOCUMENT CONTENTS**

- **Table of Contents**
- **Introduction**
 - superintendent's message;
 - statement of school division goals;
 - information regarding the division's strategic plan;
 - organizational chart;
 - overview of the school division and the services provided; and
 - student population trends.
- **Budgetary Process**
 - overview of the budget process;
 - calendar for budget development;
 - board policies as they relate to the budget process; and
 - detailed explanation of state funding formulas.

Source: *National Advisory Council on State and Local Budgeting Practices*, Copyright 1998.

Recommendation 3-6:

Assign one person the function of developing and monitoring the budget.

Revise the budget process to tie the budget request to the division's improvement and strategic plan, aligning expenditures to those items critical to improving student achievement, and providing for significant input from principals, teachers, and others. Adopt as part of the budget process performance benchmarks.

The division should strive to present clear and relevant information in its budget document that will address specific areas of interest for decision makers and stakeholders. In particular, the division should be cognizant of the budget's audience and focus on providing sufficient details that can be easily understood. In addition to the school board members, other interested parties include the City Council and staff, division staff, parents of students, and community members. This diversity of this audience underscores the need for developing a thorough and detailed document.

An example of a budget that provides useful information at an appropriate level of detail for decision makers and the public is the budget document for the York County Public Schools Division. Some of the more notable components of this budget include the following:

- an executive summary providing highlights of the budget in an easy-to-understand format;
- description of the budget preparation process and timeline for preparation;

- description of goals and detailed discussion of objectives achieved by fiscal year;
- description of performance measurements for non-instructional activities and a recap of past performance;
- analyses and explanations of changes in amounts budgeted from year to year;
- numerous charts, graphs, and tables illustrating significant budget issues;
- a breakout of budgeted revenues and expenses by individual grade level and by type of school (elementary, middle, high);
- a glossary of terms; and
- statistical information on the city and school division.

By presenting its budget in a user-friendly format, the division will be able to communicate its financial information more effectively and maintain the trust of decision makers and other stakeholders. The division can also continue to present budget information at a summary level to the extent that the school board members are comfortable and familiar with this format.

The CFO should assign one person the function of “budget analyst” to work to develop a formalized budget process that includes teachers and principals in a meaningful way. It is essential that PPS begin to budget for initiatives that will improve student achievement, and that have the support of those involved most closely in the instructional process. It is also critical that the superintendent’s budget recommendations better reflect the needs and priorities of the teachers and principals as well as the vision of administrators for improvement of the entire school division.

As well, the CFO should conduct an assessment of campus-based needs to determine if funding levels for each school principal’s budget are appropriate and in keeping with changes in student demographics. This needs assessment should be conducted with finance department assistance as part of the budget process.

In addition, the CFO should work with other departments in the development of benchmarks and methods for collecting, tracking, and reporting performance data. Implementation of this recommendation will require each department to come up with meaningful, measurable benchmarks.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The chief financial officer and selected finance office staff will draft a job description for the budget analyst position. March 2007
2. Selected finance office staff should work with human resources staff to determine duties described in the new position could be collapsed to create an expanded job description for an existing position. March – April 2007
3. If determined to be appropriate, the expansion of duties would be applied to a current staff member of the finance office. May 2007
4. The finance office staff member would assume the new responsibilities of budget analyst. June 2007 - Ongoing

FISCAL IMPACT

It will likely require a re-assignment of current staff to serve as the “budget analyst. Up to 80 hours of staff time will be needed to develop the process and to get meaningful input to the budget process. Additional input from instructional and budget staff will result in a more targeted and involved budget process that can lead to better allocation of funds, and to improvement of student achievement.

Development of benchmarks can be implemented with current resources as part of the ongoing budgeting functions of each department. Although this will require additional staff hours as each department develops and implements benchmarks, Administration can assist each department to set up systems to capture performance data.

FINDING

The division’s schedule for budget development includes dates for board budget workshops, special board budget meetings, two public hearings, and a tentative date for when the budget is to be presented to the city council for approval as well as the deadlines for staff work to be completed.

Exhibit 3-12 presents the division’s budget development calendar for the 2006-07 year, which was the most correct Budget available during the on-site visit. Due dates for various documents from the principals and department heads are included.

A school division’s budget is a critical tool that ensures that the school division is adequately maintaining and controlling its financial resources. It is most effective when a variety of parties have participated in its development. Without a comprehensive formal budget calendar, important dates may be forgotten and important tasks may be overlooked or performed out of sequence, endangering the progress of the entire process.

**EXHIBIT 3-12
PETERSBURG PUBLIC SCHOOLS
SCHOOL BOARD BUDGET DEVELOPMENT CALENDAR
2006-07 SCHOOL YEAR**

| DATE | DESCRIPTION |
|---------------------|---|
| December .2005 | Revenue estimates reviewed |
| December 20, 2005 | Enrollment projections reviewed |
| January 10, 2006 | Establish position control baseline |
| February 2, 2006 | Staffing requests submitted and compensation alternatives projected |
| February 3, 2006 | School/department operating budget requests submitted for compilation |
| February 6-10, 2006 | School/departments present budgets to superintendent |
| February 15, 2006 | School Board Budget Work Session |
| February 22, 2006 | School Board Budget Work Session |
| February 23, 2006 | Advertise for FY07 Budget Public hearing |
| March 15, 2006 | School Board Meeting / Public Hearing on Budget |
| March 22, 2006 | School Board Approves budget |
| March 28, 2006 | Transmit budget to City Manager |
| April 11, 2006 | School Board presents budget at city council work session |
| May 24, 2006 | Superintendent recommends reductions to balance budget |
| May 30, 2006 | School board adopts reduced budget |
| June, 2006 | City Council appropriates FY07 budget |

Source: Petersburg Public Schools, October 2006.

Developing and publishing a budget calendar helps ensure that the budget is completed on schedule and that all those involved know exactly when their input is required so they can effectively schedule time to complete their required tasks. A publicized calendar also provides information to the general public as to when their input can be provided.

RECOMMENDATION

Recommendation 3-7:

Expand the budget development calendar to include deadlines for principals and teachers to provide input, and other staff deadlines.

A comprehensive budget calendar will help ensure that all parties know when their involvement is required and that the budget will be completed on schedule. The superintendent should develop a budget calendar that includes the dates when division staff are to complete budget development activity and when the budget is tentatively scheduled to be ready for presentation to the city council for approval. The calendar should be presented to the PPS School Board for approval and then made available to all interested parties. During the budget development process, the calendar should be followed and when necessary formally amended.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The chief financial officer and selected finance office staff should draft a calendar with appropriate budget deadlines March 2007
2. Selected finance office staff should review the calendar with other affected staff throughout the division. March – April 2007
3. The chief financial officer should revise the calendar as recommended and present to the School Board for approval. May 2007
4. The School Board should approve the calendar. June 2007 - Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.4 Purchasing

Effective purchasing processes ensure that high-quality supplies, equipment, and services are purchased at the best price, in the right quantity, from the right source, and in accordance with local and state purchasing guidelines, without sacrificing quality and timeliness. Policies should clearly establish purchasing authority, what methods are required for each type of purchase, and provisions for conflicts of interest and penalties for violating purchasing laws and policies. Purchasing procedures implement policies by documenting the steps to be taken by user departments and purchasing staff to procure goods or services.

PPS has a central warehouse located at 29 S. Union Street. The warehouse is operated in an historical building and stocks medical, office, duplicating, educational, and janitorial supplies. The warehouse provides the division with receiving, stocking, and delivering supplies. In addition the warehouse houses the freezers and food storage facilities of the district. A discussion of the food storage facilities may be found in **Chapter 9** on Food Services.

FINDING

PPS has not provided schools and departments with written purchasing guidelines, although some purchasing procedures exist. Principals and department heads have been informally delegated the authority to make purchases and are not required to obtain competitive quotes for materials/supplies or services for orders under \$125. Although division administrative staff state that it is standard practice to receive quotes from multiple vendors or to utilize state contracts, normally pricing information is obtained from a single vendor from which materials/supplies or services are to be obtained.

The division does periodically procure items through the Department of General Services, Division of Purchasing and Supplies' (DGS/DPS) electronic procurement

system titled eVA. Although the opportunity is available to obtain a large variety of items through eVA, the division normally takes advantage only of purchases of custodial items and vehicles. Upon request, DGS/DPS may procure nontechnical materials, equipment, supplies, or services for local governments.

Many divisions establish purchasing guidelines for the acquisition of materials/supplies and services based on the amount and type of purchase. Also, many divisions delegate authority to schools and departments to make purchases that do not exceed a certain amount, such as \$250, without having to obtain prior approval from the central office. **Exhibit 3-13** presents an example of a purchasing policy that establishes guidelines for different types of purchases.

Not providing written guidelines for staff who have been delegated purchasing authority places an unnecessary burden on them and leaves them at risk of unknowingly violating the unwritten purchasing procedures of the division

**EXHIBIT 3-13
PURCHASING POLICY
2004-05 SCHOOL YEAR**

| TYPE OF PURCHASE | REQUIREMENTS |
|--|--|
| Contract exceeding \$50,000 | Competitive bids or competitive negotiations will be required for the purchase or lease of goods, or for the purchase of services, insurance, or construction. Must have board approval. |
| Commodity procurements between \$15,000 and \$50,000 | Purchasing Office will obtain required pricing. |
| Commodity procurements between \$7,000 and \$15,000 | Three written quotes are required. |
| Commodity procurements between \$1,000 and \$5,000 | Three verbal quotes are required. |
| Commodity procurements below \$1,000 | One quote. Prior approval for purchases between \$250 and \$1,000. |
| Unique services not exceeding \$7,000 | One written or telephone quote with prior approval from Department Head and Purchasing Agent. |
| Sole Source | Must have prior approval from the Purchasing Agent. |

Source: Williamsburg-James City Public Schools (VA), Purchasing Policy, 2005.

Unwritten policies and verbal approvals place both employees and the division in a position where purchases and contracts can be made in a manner that is not acceptable to PPS. PPS does have a detailed written purchasing policy; however, the practice is for all purchases, regardless of the dollar amount, to be initiated by completing a purchase requisition that is signed by the principal/department head, approved by the Chief Financial Officer after she has verified that funding is available, and awarded final approval by the board's agent.

Divisions with successful purchasing programs in place normally have written purchasing manuals that accomplish the following:

- Establish a set of purchasing policies that clearly state purchasing processes for various types and amounts of purchases that follow applicable laws and guidelines.
- Set administrative procedures for implementing policies that reflect step-by-step purchasing guidelines for central office staff and school administrators that outline the procedures and forms to be used for competitive bidding, requests for proposals and competitive sealed proposals, and purchase orders.
- Clearly communicate purchasing policies to division staff, potential vendors, and the general public, and are followed without deviation.

Recommendation 3-8:

Establish a detailed purchasing policy and develop a written procedures manual that provides standard guidance to employees.

By establishing a detailed purchasing policy, the board will establish the standard guidelines for the division's purchasing activity. A written purchasing manual will document the procedures that must be followed to comply with the purchasing policy. Developing procedures will promote consistent purchasing practices, provide a reference tool for user training, reduce frustrations and inefficiencies in the purchasing process, and ensure the appropriate purchasing processes are followed. Including provisions in the procedures for the use of the Commonwealth's eVA purchasing system will increase the opportunity for the division to obtain items at a more competitive price,

IMPLEMENTATION STRATEGIES AND TIMELINE

Implementation strategies for this recommendation are contained in the previous timeline outlined for Recommendation 3-1.

FISCAL IMPACT

This recommendation can be implemented with existing resources. However, the chief financial officer will need to spend an estimated 60 hours developing the policy and procedures and training division staff.

FINDING

PPS employs only one person in purchasing, with the assistance of an accounting specialist. All purchasing and all data entry are done by hand, which limits the amount of attention that the purchasing specialist can spend on negotiating with vendors, identifying the best contractual arrangements, etc. Although the CFO would like to initiate on-line purchasing, and just-in-time purchasing with purchase cards (P-Cards), these changes have not yet occurred.

Recommendation 3-9:

Implement on-line purchasing, just-in-time purchasing, and purchase cards.

If the division were to initiate on-line purchasing, just-in-time purchasing, and the use of purchase cards, a significant amount of time would be freed for the purchasing specialist to coordinate purchasing efforts to improve organizational efficiencies and contribute to cost savings across the division. The purchasing officer should be responsible for overseeing the procurement efforts of all schools and departments in the division. In this role, the purchasing officer can identify situations in which frequently purchased items can be acquired more efficiently and at substantial cost savings. For example, most schools will have similar needs for general instructional equipment and supplies. Rather than having each school acquire the products independently, the purchasing officer could identify vendors that offer quantity discounts and coordinate the pooled purchase of the items at periodic intervals throughout the year. Alternatively, if the schools desired flexibility in placing orders, the purchasing officer could arrange for open purchasing agreements with vendors that would allow the schools to order the products at any time.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | | |
|----|--|---------------------|
| 1. | The chief financial officer and selected finance office staff should draft a Request for Proposal (RFP) for on-line purchasing software and purchasing card vendors. | March 2007 |
| 2. | Selected finance office staff and the division's procurement officer should oversee the opening of the bids and review the proposals and invite vendors to the division for the purpose of demonstrating the software. | March – May 2007 |
| 3. | The procurement officer should oversee the selection of the winning proposal. | May 2007 |
| 4. | The chief financial officer and selected finance office staff should work with the selected vendor to set up an implementation plan for the software installation, testing and "go live" date. | June 2007 - Ongoing |

FISCAL IMPACT

The expected cost savings resulting cannot be determined at this time. Cost savings may also increase in succeeding years as the purchasing officer gains additional proficiency in identifying shared purchasing opportunities. Furthermore, the department will most likely experience operational efficiencies resulting from the centralization of the purchasing functions.

Recommendation 3-10:

Utilize cooperative purchasing agreements and other procurement tools consistently throughout the division.

School divisions in Virginia are required to follow the Virginia Public Procurement Act. The act allows for the use of cooperative purchasing agreements to maximize purchasing power across public entities. Cooperative purchasing agreements are contracts between government agencies and vendors to purchase goods and services at favorable rates. Any school division, including the PPS, can purchase from these agreements even though the division did not participate in establishing the contract.

The division also has access to other procurement tools, such as eVA, Virginia's electronic procurement system. This system provides an efficient and cost-effective method to procure goods and services by allowing a purchaser to request quotes from vendors and acquire items electronically via a centralized web site. Although the system has gained popularity among public entities, the reaction at PPS has been mixed. Not all schools have used eVA on a regular basis. Some bookkeepers believe that eVA is difficult to use and that the results do not generate substantial cost savings. Other bookkeepers are convinced of the system's value, particularly when procuring specialty products are difficult to find.

As part of its efforts to improve the purchasing function, the division should establish specific parameters for the required use of purchasing agreements and other tools, rather than simply allowing staff to use them at their discretion. For instance, the division should develop and circulate a list of existing purchasing agreements and specify those commodities that must be acquired through the agreements. In addition, the division should publish policies describing the types of acquisitions and dollar thresholds of purchases that must be procured through eVA. By implementing these practices, the division will be able to recognize cost savings in future years.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | | |
|----|--|---------------------|
| 1. | The chief financial officer and selected finance office staff should meet with the officials from the city of Petersburg to investigate untapped opportunities for shared purchasing agreements. | March 2007 |
| 2. | The chief financial officer and city officials should determine appropriate products and services for shared purchasing and draft an agreement. | March – May 2007 |
| 3. | The chief financial officer should present the agreement draft to the School Board for approval. | May 2007 |
| 4. | The chief financial officer should direct finance office staff to work with the city to execute the purchasing agreement for selected products and services. | July 2007 - Ongoing |

FISCAL IMPACT

Implementation of this recommendation will result in annual cost savings from future purchases of goods and services, although it is unclear at this time as to the amount of expected savings.

FINDING

The division's central warehouse facility needs significant repairs and refurbishing to meet codes for safe and effective storage, especially of food commodities. The review team observed leaking roofs, dangerous metal flooring, missing basement flooring, powdery bricks, a failing timber column in the freezer area, and evidence of termite infestation. In addition, the cold food storage facilities had ice on the floor, buckets placed around to catch dripping water, and an antiquated cold-maintenance mechanism.

Although the division will continue to need storage facilities for foodstuffs, the utilization of just-in-time delivery to schools and offices by vendors, and use of purchase cards will significantly reduce the need for a facility whose repair costs are very high.

Recommendation 3-11:

Close the warehouse facility at its current location, and make more efficient use of just-in-time delivery of goods.

Food stuffs and other materials currently stored in the warehouse can be accommodated in available storage space in PPS schools. A full examination of these options is in Chapter 8: Facilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

The implementation strategies and timeline for this recommendation are contained in Chapter 8: Facilities.

FISCAL IMPACT

The fiscal impact of this recommendation is outlined in Chapter 8: Facilities

3.5 Activity Funds

PPS has a fiduciary responsibility to properly administer student activity funds, which are comprised of school, club, or campus funds. According to the regulations of the school board, school activity funds are defined as "All funds received from extracurricular school activities, such as entertainment, athletic contests, cafeteria, club dues, etc., and from any and all activities of the school involving personnel, students, or property..."

School boards are responsible for administering the regulations established by the State Board of Education. School activity fund revenues may be generated from a number of sources, including athletics, concessions, publications, club activities, gifts, and fund-raising drives. Activity funds for PPS comprise amounts relating to various extracurricular school activities, programs, and groups existing in the schools for the

benefit of the schools, the students, and the faculty. The principal of each school is responsible for managing the funds and maintaining the records, and these funds are not included in the school division's financial statements.

FINDING

Schools have not been provided with a local standard operating procedures manual for the management of activity funds.

Each principal's secretary/bookkeeper assists him or her in managing activity funds. Although the schools use the same system, and the processes are similar at each of the schools, they are not standardized. The cash receipt form has three sections, the first of which is usually given to the teacher/sponsor. The middle section may be given to a student when funds are received directly from the student, and the bottom section is attached to the bank deposit. Sometimes the entire form with all three sections is attached to the deposit, and at other times the top portion is provided to the teacher/sponsor after the funds are released to the secretary/bookkeeper.

There is no standard procedures manual that provides formal guidance to principals, teachers/sponsors, or secretaries/bookkeepers on the proper process to follow to adequately document transactions or what constitutes acceptable expenditures. Periodic training is useful in reminding employees of specific issues but is not a substitute for a formal manual that documents policy and the approved standard procedures that are to be consistently followed.

Without an activity fund manual that establishes policy and provides guidance on how to manage the funds, the division is at risk of not fulfilling its responsibility to properly administer student activity funds. Manuals normally include guidance on what constitute acceptable expenditures, how transactions are to be documented, when to take actions such as following up on outstanding checks, and how to provide backup to the systems.

Recommendation 3-12:

Develop a local written activity fund operations manual to help ensure funds are administered properly.

Developing an operations manual for schools to use that clearly states how activity funds are to be administered will assist principals, secretaries/bookkeepers, and sponsors to fulfill their responsibilities. A written manual will provide a good reference for new principals, secretaries/bookkeepers, and sponsors. It also will assist a staff person who is asked to fill in when a secretary/bookkeeper or sponsor is absent for an extended prior of time.

The chief financial officer should chair a group composed of the three secretaries/bookkeepers that would create the operations manual. A manual from another school division can be used as a starting point for developing the division's procedures manual.

IMPLEMENTATION STRATEGIES AND TIMELINE

The strategies and timeline for this recommendation are included in those outlined for Recommendation 3-1.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The chief financial officer and school secretaries will need to spend an estimated 20 hours each on implementing the recommendation.

3.6 Fixed Assets

An effective fixed asset management system accounts for division property accurately and safeguards it against theft and obsolescence. Planning and control of fixed asset transactions are crucial to the long-range financial plan of the division. Fixed-asset records should designate who is responsible for the custody and maintenance of individual items and assist the division in estimating future requirements. School divisions generally acquire fixed assets through a well-defined authorization procedure. Separate accountability for fixed assets is a specific legal requirement of many federal programs. An appropriate fixed asset system also provides data for financial reports and ensures adequate insurance coverage.

The most important reasons for keeping and maintaining accurate accounting records of fixed assets are:

- to furnish taxpayers with information about their investments in the division for operations;
- to provide the basis for adequate insurance coverage;
- to allow the division to assess the need for repair, maintenance, or replacement of assets;
- to establish a system of accountability for custody of individual items;
- to determine future budgeting requirements; and
- to identify lost or stolen items so that insurance claims can be filed, additional controls instituted, and accounting records adjusted to reflect the losses.

FINDING

PPS does not track its investment in fixed assets and does not complete physical inventories to determine if fixed asset items are still in its custody. The division also does not have any formal policies or guidelines to direct the management of its investment in fixed assets.

PPS reports the school division's fixed assets in its comprehensive annual financial report. For 2005 the division had net fixed assets valued at \$8,915,009 as presented in **Exhibit 3-14**.

**EXHIBIT 3-14
PETERSBURG PUBLIC SCHOOLS
SUMMARY OF FIXED ASSETS
2005**

| | BALANCE JUNE 30, 2005 |
|---------------------------------|------------------------------|
| Land and land improvements | \$5,000 |
| Buildings and improvements | \$5,372,666 |
| Vehicles | \$908,542 |
| Equipment | \$311,451 |
| Construction in progress | \$2,317,350 |
| Total Non-current Assets | \$8,915,009 |

Source: Petersburg Public Schools Comprehensive Annual Financial Report for the Year ended June 30, 2005.

The external auditor states in the comprehensive annual report that capital assets include property, plant, and equipment. Capital assets are defined as items with an initial, individual cost of more than \$5,000 and an estimated useful life in excess of two years.

Fixed asset transactions are not identified and tracked during the year. PPS does not have a complete list of its fixed assets where additions and deletions are made as they occur.

PPS does not have a complete list of the fixed assets acquired from school division funds, nor does it have a policy requiring that a physical inventory be conducted. The division also does not have a policy that addresses individual accountability for fixed assets. There are no guidelines that require reimbursement for items lost due to negligence or provide proper procedures for recording lost or stolen items, such as obtaining a police report or employee affidavit. Conducting a physical inventory will identify what fixed assets the division has at that specific time but without policies pertaining to accountability there will be no assurance that the items are properly cared for.

Fixed asset policies normally address many issues that pertain to an entity's investment in fixed assets. Policies include guidelines for all fixed assets and regularly address:

- who is responsible for accounting for the division's investment in fixed assets and the system that is to be used for the accounting;
- responsibility and accountability for the property and equipment owned;
- the need for annual physical inventories;
- capitalization thresholds for property, equipment, land, and infrastructure;
- depreciation methods, salvage value, and a schedule of estimated useful lives;

- the difference between capitalized improvements and maintenance expenses;
- procedures for reporting junked, stolen, or missing property and what approvals are required to delete items from the inventory;
- procedures for receiving donated property; and
- procedures for transferring assets between division schools and departments.

To protect their investment in fixed assets, divisions track their assets and have policies that provide direction on how the assets are to be managed. As items are acquired they are immediately added to the list, and when the division disposes of an item through normal processes it is taken off the list. When an item cannot be found, the situation is examined and appropriate action taken. Normally all deletions must be approved by the School Board.

Recommendation 3-13:

Track fixed assets acquired from PPS funds and develop fixed asset policies to direct the management of the division's investment in capital items.

A system to track fixed assets and a set of fixed asset policies will help ensure that the division's investment in fixed assets is being managed as desired by the board and will protect the investment by assigning accountability and holding principals and department heads responsible for the proper care and protection of the assets.

The chief financial officer or assistant superintendent for administration should review the current practices for fixed assets and develop a comprehensive set of policies. The chief financial officer should require an annual physical inventory and give consideration not only to policies covering capitalization and depreciation but also to policies covering accountability.

Once the chief financial officer develops policies directing the management of the division's fixed assets, the policies should be presented to the school board for approval. The chief financial officer should obtain a complete list of the division's fixed assets from the city and make changes as assets are acquired and deleted. For control and accountability purposes, the division may want to track some capital assets costing less than the \$5,000 threshold for capitalization purposes that have high incidences of theft, such as computers, audiovisual equipment, and weapons. This may require establishing two lists, one for capitalized items for which depreciation will have to be calculated and recorded, and another for items that were not capitalized but which the division still wants to maintain control over and include in its physical inventory.

IMPLEMENTATION STRATEGIES AND TIMELINE

The strategies and timeline for this recommendation should mirror those outlined for **Recommendation 3-9**.

FISCAL IMPACT

This recommendation can be implemented with existing resources, although the chief financial officer will be required to spend an estimated 10 to 15 hours completing the process. An annual inventory should not take more than 10 to 12 hours to complete.

4.0 PERSONNEL AND HUMAN RESOURCES MANAGEMENT

4.0 PERSONNEL AND HUMAN RESOURCES MANAGEMENT

This chapter reviews the personnel and human resources management functions of the Human Resources Department of Petersburg Public Schools (PPS). The five areas of review include:

- 4.1 Organization and Administration
- 4.2 Personnel Policies and Procedures
- 4.3 Recruitment, Hiring, and Retention of Personnel
- 4.4 Employee Compensation
- 4.5 Teacher Certification and Employee Evaluation
- 4.6 Professional Development

MGT consultants examined a wide variety of documentation including policy and procedural handbooks, personnel records, staff training and development records, departmental financial data, employment contracts, departmental forms and informational brochures, and the human resources Web site. In addition, interviews were conducted with all the central office personnel in the human resources department, as well as the superintendent, and school-based administrators and staff. These activities provided insight into the operational routines of the department, and allowed MGT consultants to make recommendations and note commendations regarding human resources policies and practices.

CHAPTER SUMMARY

Human resources administration can be defined as “those processes that are planned and implemented in the organization to establish an effective system of human resources and to foster an organizational climate that enhances the accomplishment of educational goals.”¹ Key human resources processes include recruiting, selecting, training, evaluating and retaining staff. Among the goals of an effective human resources operation is the creation of an organizational climate that fosters accomplishment of school and division goals, as well as meets the personnel needs of school employees.

The current functions of the Petersburg Public Schools (PPS) human resources department are as follows:

- processing new hires and terminations;
- maintaining employee files;
- tracking basic personnel data such as vacation, leave of absence;
- administering a salary program;
- recruiting staff for position vacancies at every level of employment in the division;

¹ Webb, L. D., and Norton, M.S. (2003). Human resources administration: Personnel issues and needs in education, 4th edition. Pearson Education, Inc.: Upper Saddle River, New Jersey.

- providing basic counsel to individual managers and supervisors about performance related issues among their subordinates; and
- screening and reference checking employment candidates.

In an effort to enhance the overall effectiveness and efficiency of the Petersburg Public Schools human resources department, recommendations for improving policies and practices in several areas have been identified:

- create a human resources site on the PPS Web site to address routine personnel inquiries and provide access to common forms and documents;
- establish an internal office schedule for human resources personnel to handle regular appointments and drop-ins;
- automate routine personnel operations through the installation and implementation of human resources software;
- store all personnel records in secured, fire-rated cabinets;
- establish a schedule and procedure to ensure that documents are promptly and properly stored in personnel files;
- establish a regular schedule to update personnel policies;
- develop a comprehensive human resources handbook;
- develop and implement a comprehensive recruitment plan for creating a high quality instructional workforce;
- create a tracking system to determine if teachers recruited at specific events are actually being hired by the division;
- enhance the current mentoring program for first-year teachers and teachers new to the division that includes training for mentors and a formal schedule of mentoring activities;
- implement the recommendations in the Virginia Association of School Superintendents (VASS) compensation study and reexamine current salary schedule to create a new schedule that will reward performance and longevity;
- implement an alternative route to licensure program; and
- develop an evaluation procedures manual with accompanying evaluation forms and evaluation schedule for classified personnel.

A laudable practice was noted during the onsite visit regarding the division having a comprehensive performance appraisal system for professional personnel that is in keeping with national standards and best practices.

The PPS human resources department provides these and other services for 885.5 school division employees. As shown in **Exhibit 4-1**, the largest employee group consists of instructional personnel. Figures in the table were provided to MGT consultants by human resources; however, due to inadequate records the actual number of employees could not be accurately determined.

**EXHIBIT 4-1
PETERSBURG PUBLIC SCHOOLS FULL AND PART TIME EMPLOYEES
2006-07 SCHOOL YEAR**

| TYPE OF EMPLOYEE | NUMBER OF EMPLOYEES |
|---------------------------------|----------------------------|
| Superintendent | 1 |
| Central Office Administrators | 14 |
| Principals | 10 |
| Assistant Principals | 15 |
| Teachers | 425 |
| Instructional Specialists | 24 |
| Permanent Substitute | 1 |
| P/T Education Coordinator | 1 |
| Guidance Counselors | 13 |
| Librarians | 10 |
| Psychologists | 2 |
| School Social Workers | 9 |
| Other Pupil Services Workers | 15 |
| Technology Support | 13 |
| Accountant | 1.5 |
| Nurses | 10 |
| Instructional Paraprofessionals | 76 |
| P/T Paraprofessionals | 18.5 |
| Clerical | 62 |
| P/T Clerical | 1 |
| Food Service Workers/Managers | 32 |
| P/T Food Service Workers | 3 |
| Custodians | 50 |
| P/T Custodian | 0.5 |
| Trades Workers | 22 |
| Warehousemen | 4 |
| Bus Drivers | 28 |
| P/T Bus Drivers | 12 |
| Bus Attendants | 12 |
| TOTAL | 885.5 |

Source: Petersburg City Schools, Human Resources Department, 2006.

MGT consultants surveyed PPS central office administrators, principals and teachers, seeking their perceptions of various aspects of human resources. These three employee groups were given a series of statements with which they either *strongly agreed* or *agreed* or *strongly disagreed* or *disagreed*. **Exhibit 4-2** and **Exhibit 4-3** display results from these surveys. Only the responses for central office administrators and principals are shown as responses rates for teachers were too low to be considered

representative. Among the key responses on which there were shared opinions among principals and central office administrators were the following:

- salary levels in the school division are not competitive;
- the division does not have an effective employee recognition program;
- employees know who to contact in the central office to obtain assistance with human resource matters such as licensure, promotion opportunities, employee benefits, etc.;
- current salary levels are not adequate for employees' levels of work and experience; and
- the division does not offer incentives for professional advancement.

**EXHIBIT 4-2
COMPARISON OF RESPONSES WITHIN THE DIVISION
FOR HUMAN RESOURCES**

| STATEMENT | (%A + SA) / (%D + SD) ¹ | |
|---|------------------------------------|--------------------------------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL |
| 1. Salary levels in this school division are competitive. | 10/90 | 0/100 |
| 2. Our division has an effective employee recognition program. | 5/81 | 0/100 |
| 3. Our division has an effective process for staffing critical shortage areas of teachers. | 10/57 | 18/72 |
| 4. My supervisor evaluates my job performance annually. | 62/15 | 82/9 |
| 5. Our division offers incentives for professional advancement. | 33/29 | 9/82 |
| 6. I know who to contact in the central office to assist me with professional development. | 48/19 | 81/18 |
| 7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc | 91/5 | 91/9 |
| 8. My salary level is adequate for my level of work and experience. | 29/57 | 18/72 |
| 9. Our division has an effective teacher recruitment plan. | 14/43 | 9/54 |
| 10. I have a professional growth plan that addresses areas identified for my professional growth. | 15/24 | 27/36 |

Source: Created by MGT of America, Inc.

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT 4-3
COMPARISON OF RESPONSES WITHIN THE DIVISION
HUMAN RESOURCES**

| STATEMENT | (%G + E) / (%F + P) ¹ | |
|--|----------------------------------|--------------------------------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL |
| 1. Staff development opportunities provided by this school division for teachers. | 62/29 | 36/64 |
| 2. Staff development opportunities provided by this school division for school administrators. | 48/33 | 45/54 |
| 3. Staff development opportunities provided by this school division for support staff. | 24/57 | 27/72 |

Source: Created by MGT of America, Inc.

¹Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

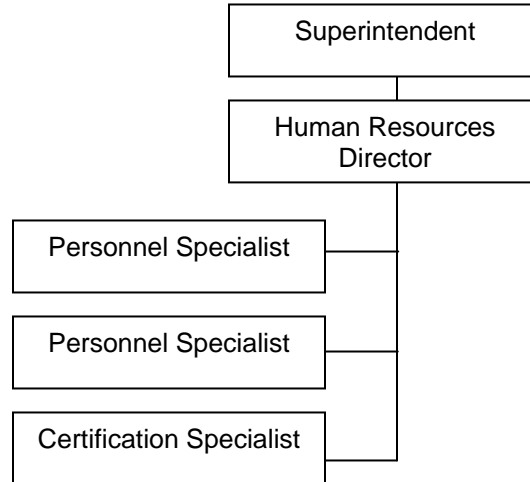
4.1 Organization and Administration

The Petersburg Public Schools Human Resources Department (HRD) consists of four full-time personnel, including one administrator and three support staff. As shown in **Exhibit 4-4**, the current organizational structure for the HRD includes a human resources director, two personnel specialists, and a certification specialist. The director reports directly to the superintendent. Currently, the assignment of duties and responsibilities for the HRD administrative and clerical staff are as follows:

- **Human Resources Director (1):** Administers and implements school board personnel policies and regulations; recruit, interview and recommend for employment certified and classified personnel, oversee preparation of personnel reports for state and federal agencies; oversee the program for teacher licensure and endorsement; assist in determining personnel allotment to division schools
- **Personnel Specialist (2):** Two individuals serve as contact persons for employment issues related to classified and certificated personnel, maintain the employment applicant and recruitment files; serve as the personnel records custodians; assist with processing employment paperwork for job applicants
- **Certification Specialist (1):** Major responsibilities include handling all issues related to teacher licensure, hiring of classified personnel, tuition reimbursement, teacher recruitment, experience verification of new employees, and Highly Qualified (NCLB) qualifications for teachers and instructional aides (ParaPro)

The four-person department carries out all the traditional HRD functions except for the administration of personnel benefits, which is a function of the business and finance department.

**EXHIBIT 4-4
2006-07 SCHOOL YEAR
HUMAN RESOURCES ORGANIZATIONAL CHART
PETERSBURG PUBLIC SCHOOLS**



Source: Petersburg Public Schools, Human Resources Department, 2006.

FINDING

The human resources department does not have an effective distribution of work among departmental staff.

During interviews with HR staff and observations conducted by MGT during the on-site visit, several inefficiencies were noted, including:

- personnel specialists' work processes continually interrupted by phone calls seeking routine information;
- backlog of unfilled documents in personnel records storage room; and
- newly hired employees and persons seeking personnel information routinely came into the HRD office, but had to wait for service due to the personnel specialists being involved with serving other clients at the time.

Interviews with the HR staff revealed that these were common occurrences that prevented the staff from working productively.

Interruptions such as phone calls, incoming email and people dropping in can make it a challenge to accomplish work priorities throughout the day. Repeated failure to meet daily work goals has a cumulative effect of diminishing the overall effectiveness of the

department. Creating a system for reducing interruptions is crucial to combating work place inefficiency. Such a system typically includes the following:

- Preventing interruptions from walk-in visitors by isolating the work area. Close your door. Put up a sign. Work in a conference room. If you work in an office, take a day to work on important projects at home if necessary.
- Establishing clear guidelines as to what kinds of interruptions are appropriate so that clerical staff can screen visitors. The staff should have the authority to schedule a subsequent meeting, or divert the inquiry to someone else.
- Blocking off your time for priorities. Handle larger, important projects early in the morning before interruptions are likely to occur. Schedule a quiet hour to create essential private time.
- Establishing office hours during which certain activities are scheduled, such as fingerprinting of new employees, and require current employees to schedule appointment times to discuss personnel matters.
- Programming phones to refer callers with routine inquiries to the department's Web site or other sources of information.
- Utilizing the organizational and/or departmental Web site to address common inquiries and provide commonly requested documents and other information online.

Utilizing these and other techniques to prevent time-consuming interruptions is essential to increasing overall departmental effectiveness and efficiency.

Recommendation 4-1:

Create a human resources page on the PPS Web site to address routine personnel inquiries and provide access to common forms and documents.

The human resources home page should contain basic contact and departmental information (e.g., names, phone number and fax number for HR personnel, primary functions of the department, etc.) The remainder of the page should be links to most-requested documents and information, including, but not limited to the following:

- departmental mission statement;
- current position advertisements and downloadable employment applications;
- salary schedules for all classes of employees;
- procedures and related forms for initial professional certificate application and renewal;

- description of employee benefits with links to health care provider Web sites and claim forms;
- teacher quality page, including requirements for meeting the standards for NCLB “highly qualified” status for both teachers and paraprofessionals;
- professional development activities calendar/schedule;
- general announcements and informational updates; and
- procedures and related forms for employee evaluation (all categories).

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------|
| 1. Human resources staff should meet with chief technology officer to discuss the content and appearance of the Web site. | January 2007 |
| 2. Human resources staff should make a final determination on content and format of the human resources Web site. | February 2007 |
| 3. Pilot site should be completed and tested in limited circulation among PPS district-level and school-based staff. | March 2007 |
| 4. Human resources site should be launched on the division’s Web site with a feedback/response page to allow users the opportunity to rate the site. | April 2007 |
| 5. Feedback on the site should be used to revise and update content and format. | May 2007 and Ongoing |

FISCAL IMPACT

The division currently employs a chief technology officer, as well as technology staff at the school level. These personnel could form a committee to devise a plan to create and maintain the Web site at no additional cost to the division.

Recommendation 4-2:

Establish an internal office schedule for human resources personnel to handle regular appointments and drop-ins.

An internal office schedule would be a block of time within the regular office hours, dedicated to specific work tasks such as fingerprinting new employees, providing counseling services on non-urgent personnel matters, orientation of new employees, and maintaining personnel files. **Exhibit 4-5** illustrates a sample schedule.

**EXHIBIT 4-5
SAMPLE SCHEDULE FOR
HUMAN RESOURCES STAFF**

| | |
|-----------------------------|-------------------------------|
| Regular Office Hours | 8:00 – 5:00, Monday-Friday |
| Fingerprinting | 7:30 – 9:00, Monday-Friday |
| By Appointment Only | 2:00 – 3:00, Tuesday-Thursday |
| Non-Urgent Personnel Issues | By appointment |

Source: Created by MGT of America, Inc.

During the “by appointment only” time, HR staff would be involved in detailed tasks that require an extended block of uninterrupted time, such as specific appointments with staff; processing applications; and maintaining personnel files. Drop-ins should be referred to first-available HR staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Human resources staff should meet to create a master list of routine and occasional duties and estimates on volume of calls and walk-in appointments. January 2007
2. Human resources staff should determine which activities can be conducted on a pre-determined schedule (e.g., maintaining personnel files) and which are on-demand and create a schedule for handling the former. February 2007
3. Personnel specialists and certification specialists should divide routine and occasional tasks into specified assignments. March 2007
4. Human resources staff should work with the division’s information officer to create a series of communications to inform all PPS employees of the revised schedule and work assignments. April 2007
5. New schedule and work assignments should be launched. May 2007
and Ongoing

FISCAL IMPACT

The division can implement this recommendation without the expenditure of additional financial resources.

FINDING

The current manual method of processing routine personnel information is time-consuming and does not allow for the automatic transfer of information in one database to another.

Processes associated with the initial set-up of employees, and ongoing compensation of employees involves employees across several departments (e.g., human resources, budget, payroll, etc.). Many of these processes are still performed manually, such as recording all types of employee leave balances and recording hours of work for temporary and part-time employees. This practice is time-consuming and does not allow for the connection of this information to other HR databases. Most forms used for HR functions are not in an electronic format, so nearly all information has to be entered into a computer system after previously capturing it manually, thus increasing the opportunity for errors and inaccuracies. The potential for errors in while this process is significant because incorrectly recording employee leave balances can negatively impact employees at the point of termination of service as leave balances are factored into the formula for determining resignation and retirement pay-outs. Also, the manual recording of employee hours worked slows the process of compensating these employees.

There are numerous HR software packages that have manageable long-term costs for maintenance, upgrades and user training. One program is expandable to work within organizations with thousands of employees, but is designed especially for smaller organizations such as Petersburg Public Schools. With a comprehensive electronic HR management system, routine functions could be performed more efficiently and less time would be required for routine tasks.

Recommendation 4-3:

Automate routine personnel operations through the installation and implementation of human resources software.

According to human resource software manufacturers, such programs have numerous benefits, including:

- maintaining basic employee information such as contact information, hire date, Social Security Number, EEO data, W-4 Status, I-9 renewal date, emergency information, benefits and 10 custom user-defined fields;
- managing and tracking benefit information for each employee, keep track of 401K, Health, Life, Dental and Vision information or create your own custom benefit categories and receive reminders for when employees are eligible for benefits;
- quickly and easily communicating with employees (software allows users to create and send employee letters using data with multiple pre-defined templates including benefit eligibility, upcoming evaluation, welcome, promotion, recommendation and termination letters and much more. Templates can be customized using Microsoft Word. Other features include E-mail reminders to communicate with employees about personnel issues such as certification expiration dates); and
- managing employee accruals and time used for vacation and sick leave or any additional categories defined by the district.

The multiple functions of an electronic HR management system would allow information to be entered into the division's computer system as a one-step process, and then select records could be transferred as needed from one operational database to another. For example, once a newly hired employee's personal information (e.g., name, Social Security number, position, etc.) is entered into the computer system, that same information could be utilized by persons responsible for payroll, fringe benefits, and any other HR function. Additional time savings could be realized through the software's capability to have a limited amount of data password-accessible, so that for example, an employee could check their own leave time balances, eliminating the need for central office personnel to perform this task.

In order to provide for a more efficient process of capturing and sharing routine personnel information, the school district should automate its current practices through the use of human resource management software.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------|
| 1. The human resources director should meet with the chief financial officer to confirm processes that are currently performed manually (e.g., recording employee leave) and problems that arise from these processes. | January 2007 |
| 2. Human resources staff, payroll specialist and the chief technology officer should review software packages from vendors on the state-approved vendors list and determine the package best suited to the needs of the division, and work compatibly with existing computer systems. | February 2007 |
| 3. Human resources should purchase and direct the installation of the HR software package and schedule training sessions with the software vendor for all affected staff in human resources, payroll, budget and technology. | March 2007 |
| 4. The new systems should be piloted, processing routine HR tasks with a selected group of school-based and central office personnel. Human resources, payroll and technology staff should analyze and correct any problems in the pilot and launch divisionwide implementation, including training for school-based staff with payroll responsibilities or human resources responsibilities. | April 2007- Ongoing |

FISCAL IMPACT

The cost of implementing this recommendation would be based on the number of approved users for the software. The price ranges from \$295 for a single user license to \$995 for up to 10 users. Currently, there are four central office personnel that regularly access personnel files and would thus be key users of the software. Securing site licenses for this number of users would be \$1,180. The manufacturer offers an optional annual software upgrade at a cost of \$200 for five licensed users. The total cost over a five-year period would be \$1,980, which includes the price of the initial set of four site

licenses (\$1,180) and the optional \$200 annual upgrade for four years (\$800). There are no additional charges for installation.

| Recommendation | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 |
|---|----------------|----------------|----------------|----------------|----------------|
| Purchase HR Management Software and Annual Upgrades | (\$1,180) | (\$200) | (\$200) | (\$200) | (\$200) |

4.1.1 Personnel Files

PPS confidential personnel files are kept in a series of locked file cabinets in a storage room next to the human resources director's office. None of the cabinets fireproof. MGT consultants received permission to review the personnel files of various classes of employees (e.g., administrative, instructional, non-instructional). Each file included contract information, employment application, licensure information, district correspondence regarding insurance/medical benefits, verification of birthday, W-4/tax information, and an assortment of other documents. Personnel evaluations are kept in the same file. In violation of federal HIPAA laws, medical information is kept in employee files.

The review of the personnel files found each file was sorted alphabetically and contents of the folders were filed both by recency and by frequency of use. The front of the folder contained the most recent board-approved employment contract and insurance information, and licensure information and academic transcripts were filed in the back of the folder. All other documents were filed in between, in an order that varied from folder to folder.

FINDING

The current filing system of personnel records and maintenance does not meet the required legal standard for record maintenance.

MGT inquired about the system used to manage the personnel files especially after initial employment and during periods that required extensive filing (e.g., evaluation, contract renewals, etc.), after noting two piles of materials on top of file cabinets that had not been placed in personnel files. The personnel specialist indicated that the department had a part-time file clerk, but lost the position after a budget reduction. Currently, materials needing to be placed in personnel files are collected atop the cabinets and HRD staff file them as time allows.

The current method of storing and filing personnel records increases the likelihood of lost and damaged records.

Recommendation 4-4:

Store all personnel records in secured, fire-rated cabinets.

Personnel and employment records should be maintained in fire-retardant, water resistant storage containers. Replacement of records in case of destruction would be a time consuming, labor intensive process.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------|
| 1. The human resources director should direct an HR staff member to consult with the division’s purchasing officer to obtain a list of state-approved vendors for fire-rated cabinets and determine which vendor offers cabinets meeting the specifications at the best price. | January 2007 |
| 2. Human resources staff member should process the order, in accordance with PPS’ purchasing protocols (i.e., obtaining competitive bids if required). | February 2007 |
| 3. Human resources staff member should supervise the set up of the cabinets upon delivery ensuring that they are suitable and in acceptable working condition. | March 2007 |
| 4. Human resources personnel specialists should establish a set schedule for closing the office each day to complete the transfer of personnel files from the old cabinets to the new. | March 2007 |
| 5. Human resources personnel specialists should oversee the destruction of old files in accordance with statutory requirements and the removal of the old cabinets. | April 2007 |
| 6. Human resources staff should maintain a schedule for filing personnel information in the new cabinets. | May 2007 and Ongoing |

FISCAL IMPACT

The implementation of this recommendation will cost PPS an estimated one-time expenditure of \$4,500. The cost was calculated on the purchase of three 4-drawer vertical letter-size, 25-inch deep fire-rated file cabinets, with an estimated cost of \$1,500 each. This figure was obtained by getting cost estimates from two national office supply stores. MGT selected the \$1,500 figure based on the average of the cost estimates located during the vendor price search and an estimate of the number of cabinets needed to contain the PPS personnel files.

| Recommendation | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 |
|---|----------------|----------------|----------------|----------------|----------------|
| Purchase Three Fire-Rated File Cabinets | (\$4,500) | \$0 | \$0 | \$0 | \$0 |

Recommendation 4-5:

Establish a schedule and procedure to ensure that documents are promptly and properly stored in personnel files.

HR staff should establish an internal work schedule that blocks a portion of time each day to be devoted to filing documents into personnel files and to ensure that file contents are in keeping with HIPAA guidelines. The federal Health Insurance Portability and Accountability Act of 1996 (HIPAA) requires employers to protect medical information as confidential, separate and apart from other personnel records. Examples of some of the documents that should be extracted from personnel files include

- Health insurance application form
- Life insurance application form
- Request for medical leave of absence regardless of reason
- Personal accident reports
- Workers' compensation report of injury or illness
- OSHA injury and illness reports
- Any other form or document which contains private medical information for a specific employee

The contents of the personnel file should be uniform in terms of the type of materials in the files. HRD staff should create a checklist and review each of the personnel files to insure that a common standard is applied to the contents. Recommended contents for personnel files include the following:

- | | |
|--|---|
| ■ Request for application | ■ Employment agency agreement if hired through an agency |
| ■ Employee's original employment application | ■ Employee Handbook acknowledgment form showing receipt of Handbook |
| ■ Prescreening application notes | ■ Checklist from new employee orientation showing subjects covered |
| ■ College recruiting interview report form | ■ Veterans/Disabled self-identification form |
| ■ Employment interview report form | ■ Transfer requests |
| ■ Education verification | ■ Relocation offer records |
| ■ Employment verification | ■ Relocation report |
| ■ Other background verification | ■ Security clearance status |
| ■ Rejection letter | |
| ■ Employment offer letter | |

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Human resources personnel specialists should meet to create a master checklist of the contents and uniform sequence of personnel file documents. The checklist should be duplicated with sufficient copies to be placed in all personnel files. January 2007
2. In accordance with the internal office schedule referenced in Recommendation 4-2, the personnel specialists should clear the backlog of unfilled materials and maintain the schedule so that all personnel documents are filed promptly. February 2007

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.2 Personnel Policies and Procedures

The school board provides direction to the superintendent and his staff through the development and implementation of board policy. These policies serve as guidelines for division decisions and actions on specific issues related to the operation of the school system. The board policies reflect the division's beliefs and goals and are a crucial component in the evaluation of how well the system is doing. They serve as a gauge by which the board can measure its effectiveness and to ensure students' needs are being met.

Policy development in human resources should be an ongoing, continuous process. Because of the changing nature of human resources, new policies and regulations become necessary, current policies need revising and updating, and others become obsolete and should be deleted from the policy manual.

The *National Educational Policy Network* of the National School Boards Association (NEPN/NSBA) is an example of an educational policy system that has been implemented in numerous school systems nationally. The NEPN/NSBA is the most widely used classification system for coding policies and regulations, and is based on an alphabetical system. G is used for policies related to personnel.

Petersburg Public Schools uses the NEPN/NSBA coding system for its personnel policies. **Exhibit 4-6** illustrates the index of personnel policies for the division.

**EXHIBIT 4-6
LIST OF HUMAN RESOURCES POLICIES AND
DATES OF MOST RECENT UPDATES
PETERSBURG PUBLIC SCHOOLS**

| NO. | POLICY TITLE | DATE |
|-------|---|------------|
| GA | Personnel Policy Goals | 8/14/2002 |
| GAA | Staff Time Schedules | 9/1/2004 |
| GAB | Acceptable Computer System Use | 7/6/2005 |
| GB | Equal Employment Opportunity/Non-Discrimination | 7/6/2005 |
| GBA | Sexual/Gender Harassment/Harassment Based on Race | 8/14/2002 |
| GBB | Staff Involvement in Decision-Making | 9/1/2004 |
| GBCA | Staff Conflict of Interest | 1/9/1991 |
| GBCB | Staff Conduct | 1/9/1991 |
| GBCBA | Employee Drug and Alcohol Abuse | 12/7/1994 |
| GBD | Board-Staff Communications (Also BG) | 9/1/2004 |
| GBE | Staff Health | 7/6/2005 |
| GBEA | Unlawful Manufacture, Distribution/Use/Possession of Controlled Substance | 6/18/2003 |
| GBEB | Staff Weapons in School | No Date |
| GBEC | Tobacco Free School for Staff and Students | 6/18/2003 |
| GBEG | Staff Protection | 1/20/1983 |
| GBG | Staff Participation in Political Activities | 12/16/1996 |
| GBI | Staff Gifts and Solicitations | 12/16/1996 |
| GBL | Personnel Records | 9/1/2004 |
| GBLA | Third Party Complaints Against Employees | 6/20/2001 |
| GBM | Professional Staff Grievances | 9/1/2004 |
| GBMA | Support Staff Grievances | 8/19/1998 |
| GBN | Application for Positions | 12/16/1996 |
| GBO | Virginia Retirement System | 5/8/2002 |
| GC | Professional Staff | 8/14/2002 |
| GCA | Local Licenses for Teachers | 9/1/2004 |
| GCAA | Personnel | No date |
| GCAB | Professional Staff Positions | No date |
| GCB | Professional Staff Contracts | 9/1/2004 |
| GCBA | Staff Salary Schedules | 12/16/1996 |
| GCBB | Professional Staff Supplementary Pay Plans | 8/14/2002 |
| GCBC | Staff Fringe Benefits | 9/1/2004 |
| GCBD | Professional Staff Leaves and Absences | 8/18/2004 |
| GCDA | Effect of Criminal Conviction | 8/18/2004 |
| GCDB | Filling of Administrative Vacancies | 9/1/2004 |
| GCE | Part-Time and Substitute Professional Staff Employment | 6/18/2003 |
| GCF | Professional Staff Orientation | No date |
| GD | Support Staff | 12/16/1996 |
| GDB | Support Staff Employment Status | 12/16/1996 |
| GDBA | Support Staff Salary Schedules | No Date |
| GDBB | Support Staff Supplemental Pay Plans | No date |
| GDBD | Support Staff Leaves and Absences | 8/14/2002 |
| GDD | Support Staff Hiring | 5/8/2002 |
| GDG | Support Staff Probation | 7/6/2005 |
| GDI | Support Staff Assignments and Transfers | 12/16/1996 |
| GDJ | Support Staff Time Schedules | No date |
| GDKB | Support Staff Meetings | No date |
| GDN | Evaluation of Support Staff | 9/1/2004 |
| GDPB | Resignation of Support Staff Members | 12/16/1996 |
| GDPD | Support Staff Members: Contract Status and Discipline | 6/20/2001 |
| GDQ | Drug and Alcohol Testing for School Bus Drivers | 7/6/2005 |
| GDQA | Non-School Employment by Support Staff Members | 9/1/2004 |

Source: Petersburg Public Schools, Human Resources Department, 2006.

FINDING

PPS School Board policies are not updated regularly.

MGT consultants reviewed the existing PPS School Board policies and found numerous policies that had not been updated in ten years. **Exhibit 4-7** displays policies that have not been updated in the last 10 years.

**EXHIBIT 4-7
PETERSBURG PUBLIC SCHOOL BOARD POLICIES
UPDATED PRIOR TO 2001**

| NO. | POLICY TITLE | DATE |
|------------|--|-------------|
| GBCA | Staff Conflict of Interest | 1/9/1991 |
| GBCB | Staff Conduct | 1/9/1991 |
| GBCBA | Employee Drug and Alcohol Abuse | 12/7/1994 |
| GBEG | Staff Protection | 1/20/1983 |
| GBG | Staff Participation in Political Activities | 12/16/1996 |
| GBI | Staff Gifts and Solicitations | 12/16/1996 |
| GBMA | Support Staff Grievances | 8/19/1998 |
| GBN | Application for Positions | 12/16/1996 |
| GCBA | Staff Salary Schedules | 12/16/1996 |
| GCBEA | Professional Staff Sick Leave Bank/Support Staff Sick Leave Bank | 8/19/1998 |
| GCB I | Civic Duties (also GCDI) | 6/2/1999 |
| GCCA | Posting of Professional Staff Vacancies | 12/16/1996 |
| GD | Support Staff | 12/16/1996 |
| GDB | Support Staff Employment Status | 12/16/1996 |
| GDI | Support Staff Assignments and Transfers | 12/16/1996 |
| GDPB | Resignation of Support Staff Members | 12/16/1996 |

Source: Petersburg Public Schools, Human Resources Department, 2006.

Outdated policies fail to provide an adequate level of guidance and support for operational procedures in the school division. Policies should be updated regularly to incorporate changes in state and federal laws.

Recommendation 4-6:

Establish a regular schedule to update personnel policies.

The human resources director should create a schedule and procedure for reviewing and updating personnel policies. Guidelines for this process are available through the Virginia School Boards Association and other similarly qualified organizations. The process should begin with addressing the policies that have not been updated within the last five years and continue through a review of all the policies to ensure that they meet the quality standards for effective school board policy. Clemmer (1991)² suggested five characteristics of effective policies:

² Clemmer, E.F. (1991). *The school policy handbook: A primer for administrators and school board members*. Allyn & Bacon: New York.

1. **Complete.** A policy statement should tell its user what action should be taken, perhaps explaining why it should be taken and occasionally who should take it.
2. **Concise.** Only the barest essentials need to be included in policy statements. Policies are intended to essentially to set forth the expectations one group (the school board) has for the behavior of another group (the district employees).
3. **Clear.** Whatever is expected of whom ever should be clearly stated. A flexible policy will allow various methods of implementation but it need not be ambiguous about the desired outcome.
4. **Changeable.** Policy statements should be reasonably easy to modify in accord with changing circumstances in society or in legal codes. This capability refers not only to policy content, but also to the methods of codifying and preserving collections of policies. Replacement of outdated policies in district manuals should be simple and fast.
5. **Distinctive.** Policies should always be distinguishable from regulations promulgated by the board and school administrators.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent should contact the Virginia School Boards Association (VSBA) to obtain information on policy revision services and prices for services. January 2007
2. The superintendent, human resources director, and school board secretary should draft an item for the school board agenda proposing a policy update workshop to identify policies that need updating and to agree on a timeline and updating the process through the use of VSBA services. February 2007
3. The human resources director should form a committee of school administrators and other HR staff to work with the VSBA in revising/updating outdated human resources policies. February 2007 –
April 2007
4. The superintendent and human resources director should present the slate of updated/revised school board policies to the full school board in a workshop setting. April 2007
5. The school board should approve the updated policies at their regular monthly meeting. May 2007

FISCAL IMPACT

Services for revision of human resources policies are estimated at \$3,000, based on national averages for similar services according to the National School Board Association.

| Recommendation | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 |
|--|----------------|----------------|----------------|----------------|----------------|
| Use VSBA Services to Revise Outdated HR Policies | (\$3,000) | \$0 | \$0 | \$0 | \$0 |

FINDING

Petersburg Public Schools currently has no human resources procedures manual.

MGT consultants were provided with a draft copy of manual that had been developed, but never adopted by the school board. Evidence of the lack of an operational manual was found in interviews with central office and school administrators who cited the lack of consistency and uniformity of personnel activities throughout the division.

Personnel procedures manual should provide an explanation of what is expected of employees, as well as what they can expect from the organization. It also provides protection in legal disputes, as courts have typically considered an employee handbook to be a contractual obligation.

Recommendation 4-7:

Develop a comprehensive human resources handbook.

Although school division procedural manuals will differ, depending on size, number of employees and benefits offered, most handbooks should include the following sections:

- **District Overview:** Includes an introduction to the division, with a few paragraphs about its history, growth, goals, mission and leadership philosophy;
- **Legal Issues:** Including, but not limited to Equal Employment Opportunity Policy Statement, Non-Discrimination and Anti-Harassment Policy, Americans With Disabilities Act Policy Statement, Conflict of Interest and Outside Employment Statement, any work confidentiality issues;
- **Compensation and Evaluation:** Discusses performance management and compensation programs, performance evaluation schedule, payment of salary, overtime pay and employee referral programs;
- **Time-Off Policies:** Includes procedures for taking vacations, sick time, personal time, bereavement, jury duty, leave under The Family And Medical Leave Act (FMLA), parental leave and leave of absence without pay;
- **Benefit Information:** Includes information on health insurance, dental insurance, flexible spending accounts, group life insurance, long-term disability, retirement plan, 401(k) plan, and workers' compensation benefits;

- **Job-Related Issues:** Includes information regarding attendance and punctuality, drug and alcohol abuse, appearance and dress code, intolerance of violence in the workplace, responses to accidents and emergencies, internal complaint channels, e-mail and Internet policies, use of company equipment and computer systems, reference checks, smoking policy, and tuition reimbursement programs (if applicable); and
- **Terminating Employment:** Communicates the expectations and procedures in resignations, dismissals, including immediate dismissals and those other than immediate termination, post-resignation/termination procedures.

Exemplars of the standards listed above for procedural handbooks can be found in divisions around the country including Lee County (Florida), Bryan ISD (Texas), and Valdez City (Alaska). Each of these district manuals is accessible on-line. **Exhibit 4-8** provides a sample table of contents for a procedures manual. PPS manual should include the section on health benefits even though this function is not currently managed by the human resources department; however, since it is a major aspect of employee compensation, it is appropriate to include the information in the handbook, along with references to the appropriate department to make inquiries and access services.

**EXHIBIT 4-8
SAMPLE EMPLOYEE HANDBOOK
TABLE OF CONTENTS**

| TABLE OF CONTENTS |
|---|
| SECTION 1 – GENERAL INFORMATION <ul style="list-style-type: none">▪ School Board Meetings▪ Vision, Mission and Core Values▪ Ethics in Education▪ Equity in School Programs and Employment Practices▪ Prohibition of Harassment▪ Learning Environment▪ Professional Standards▪ Self-Reporting of Criminal Involvement▪ Confidentiality and Student Records▪ Reporting Child Abuse▪ Alcohol, Drug and Tobacco-Free Workplace▪ Clean Air Policy▪ Bloodborne Pathogens Control Plan▪ Hazardous Substances▪ Weapons or Firearms on School Property▪ Online Information and Additional Division References▪ Threats of Violence▪ Acceptable Use Policy Governing Internet Access▪ School Division Property▪ Responsibility for Tangible Property▪ Employee Rights: The Fair Labor Standards Act▪ Code of Ethics for Public Officers and Employees |
| SECTION 2 – PERSONNEL PRACTICES AND PROCEDURES <ul style="list-style-type: none">▪ Incident Reports▪ Employee Assistance Program▪ General Employment Practices▪ Appointment and Reappointment (Instructional Personnel)▪ Appointment of Non-instructional Personnel▪ Payroll Deductions and Reductions▪ Terminal Pay Benefits▪ Personnel Assessment▪ Evaluation (Non-instructional Employees)▪ Complaints Relating to Employees▪ Leaves of Absence▪ Family Medical Leave Act (FMLA)▪ Personnel Files▪ Suspensions and Dismissals▪ Safety and Evacuation Procedures |

**EXHIBIT 4-8 (continued)
SAMPLE EMPLOYEE HANDBOOK
TABLE OF CONTENTS**

| TABLE OF CONTENTS | |
|--------------------------------------|--|
| SECTION 3 – EMPLOYEE BENEFITS | |
| ▪ General Notice | |
| ▪ General Information | |
| ▪ Flexible Benefits Plan | |
| ▪ Tax Sheltered Accounts (TSA) | |
| ▪ Non-Flexible Benefits | |
| ▪ COBRA | |
| ▪ Workers' Compensation | |
| ▪ Liability Insurance | |
| ▪ Unemployment Compensation | |
| ▪ BENCOR Special Pay Plan | |
| ▪ Retirement System | |

Source: Lee County (FL) Public Schools, 2006.

The handbook should be available in full-text format at the human resources Web site and in hard copy at each of the division schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------------|
| 1. The human resources director and HR staff should review the current draft of the handbook and determine what, if any, updates need to be made. | January 2007 |
| 2. The HR staff should incorporate updates and review the handbook for final approval by the School Board. | February 2007 |
| 3. The human resources director should place the HR handbook on the School Board meeting agenda for discussion and approval. | March 2007 |
| 4. The human resources director and staff should oversee the production of copies of the HR handbook and distribution to all PPS employees. | April- May 2007 |
| 5. The human resources director should work with the chief technology officer to post the HR procedures manual at the school division's Web site and updates as needed. | |

FISCAL IMPACT

This recommendation can be implemented within the existing resources of the division.

4.3 Recruitment, Hiring, and Retention of Personnel

School districts throughout the country are facing an unprecedented demand for highly qualified teachers, administrators and support staff. Increasing rates of retirement and high attrition rates among new teachers hit especially hard in small, rural districts. To combat these conditions, school systems must have effective methods for recruitment and retention.

The recruitment process involves a series of planning steps including establishing goals for the recruitment program, conducting an analysis of anticipated vacancies at all employment categories across the school system, then constructing a menu of recruitment activities designed to establish a pool of qualified job applicants.

Once interested persons begin to explore their career options in the school district, the procedures for hiring and placement should be clear, concise, and widely communicated throughout the school system.

FINDING

Petersburg Public Schools does not have a comprehensive, effective system for recruiting and retaining school personnel.

Employee turnover in PPS has been disproportionately high for the last three years. **Exhibit 4-8** shows the number of resignations, retirements and terminations from 2003 through 2005. Over this time period, 242 teachers, 19 administrators and 100 support staff have left the division. The turnover in 361 employees represents the loss of slightly more than a third of the entire school division workforce. Such a dramatic loss of personnel over a short period of time places additional demands on the system for providing orientation, induction, and training to a large influx of new employees.

The negative impact of the high teacher turnover was evidenced in interviews with division principals, all of whom reported having vacant positions staffed by substitutes on the opening day of school and for several months into the school year. A common practice used throughout the system was the placement of long-term substitutes and out-of-field teachers in classrooms to fill vacancies.

**EXHIBIT 4-8
EMPLOYEE RESIGNATIONS, TERMINATIONS AND RETIREMENTS
FOR SCHOOL YEARS 2003 THROUGH 2005**

| Year | Employee | Resignation | Termination | Retirement |
|----------------------|-----------------------|--------------------|--------------------|-------------------|
| 2003-04 | Teachers | 55 | 0 | 7 |
| 2004-05 | | 99 | 8 | 13 |
| 2005-06 | | 43 | 8 | 9 |
| 3-Year Totals | | 197 | 16 | 29 |
| <hr/> | | | | |
| 2003-04 | Administrators | 6 | 0 | 3 |
| 2004-05 | | 1 | 0 | 7 |
| 2005-06 | | 2 | 0 | 0 |
| 3-Year Totals | | 9 | 0 | 10 |
| <hr/> | | | | |
| 2003-04 | Support Staff | 30 | 0 | 11 |
| 2004-05 | | 28 | 0 | 10 |
| 2005-06 | | 16 | 0 | 5 |
| 3-Year Totals | | 74 | 0 | 26 |

Source: Petersburg Public Schools, Human Resources Department, 2006.

MGT was provided with a copy of the 2006-07 PPS recruitment plan. The elements of the plan included the following:

- recruit at several job fairs to include Historically Black Colleges and Universities (HBCU's);
- hold at least three (3) local job fairs;
- place ads periodically in newspapers for teacher candidates;
- recruit at Virginia Personnel Conference;
- continue to work with the Mid-Atlantic Association for Employment in Education;
- participate in Great Virginia Teach-In;
- recruit international teachers for hard to fill positions;
- recruit by using website, Teachers-Teachers.com, and TeachVA.Com;
- work with surrounding school districts to refer excess teachers to the division such as Region I job fairs;
- encourage referrals from current employees;
- utilize funds from state of Virginia Hard to Staff schools; and
- work with the career switcher program.

Given that the division has lost 242 teachers over the three years, the need for effective recruitment and retention strategies is paramount. At the time of the review, there was no comprehensive plan for employee recruitment or retention.

School divisions with effective recruitment plans have established numerous individual programs to recruit teachers. These include: university teacher education programs in partnership; community colleges in partnership with university teacher education programs and school districts; and partnerships of school districts, local teacher unions, university teacher education programs, community colleges, and other entities. Most of these efforts can be classified into five types: (1) pre-college recruitment programs; (2) initiatives at traditional four-year and redesigned five-year university-based programs to improve recruitment and retention of students already in the pipeline; (3) efforts to develop pathways into teaching for students in community colleges; (4) programs that tap the pool of paraprofessionals and teacher aides; and (5) programs to attract mid-career professionals and other college graduates into teaching.

Recommendation 4-8:

Develop and implement a comprehensive recruitment plan for creating a high quality instructional workforce.

The programs in the categories mentioned above have focused on filling local district demands for teachers in specific areas, usually mathematics, science, bilingual education or special education. Another recruitment focus is on candidates with certain characteristics desired by the districts, such as minority status, fluency in another language, or male gender. **Exhibit 4-9** shows goals, target populations, and major activities of local recruitment programs. These programs provide a comprehensive approach to teacher recruitment that targets potential candidates early in their career preparation and seeks non-education candidates on other career tracks and brings them into the profession through alternative paths to teaching.

The recruitment efforts documented by PPS are currently limited to local and regional job fairs, and do not represent a comprehensive approach to increasing the supply of highly qualified teachers in the division. By incorporating one or more of the effective strategies listed in **Exhibit 4-9**, the division will be able to increase the success of its current efforts.

**EXHIBIT 4-9
EFFECTIVE STRATEGIES FOR TEACHER RECRUITMENT**

| DESCRIPTIONS OF PROGRAMS | INITIATIVES | | | | |
|---------------------------|---|---|--|--|---|
| | Pre-College Recruitment Programs | Four Year and Five-Year University Based Programs | Community College Articulation Program | Paraprofessional Pathways into Teaching | Alternative Preparation Programs |
| Goals | Identify, interest, inform and instruct middle and high school students regarding teaching as a career so that they will choose to major in teacher education in college and graduate as teachers. | Attract college students into teaching | Select, support and prepare community college students for careers in teaching. | Create a "pathway" for teacher certification by paraprofessionals | Expedite the licensure process for teacher candidates who have bachelor degrees and subject matter expertise |
| Target Populations | Students in middle school, junior high and/or high school. Nontraditional and more academically able students. | <ul style="list-style-type: none"> Undergraduate students in non-education majors or undecided majors. Older individuals who had not attended college but who are interested in teaching Career-switchers with non-education degrees | Students attending two year institutions. | Paraprofessionals in local school districts | Non-education degree holders with subject matter expertise |
| Major Activities | <ul style="list-style-type: none"> Recruitment in local schools Use structured activities to: <ol style="list-style-type: none"> introduce students to teaching as a career through job observations, school visits, etc. maintain student interest in teaching develop teaching skills via internship experiences academic enrichment seminars Academic support at the pre-college level Support services at the postsecondary level | <ul style="list-style-type: none"> Recruitment of target populations Financial incentives (scholarships, loan forgiveness, etc.) Innovative teacher preparation programs Academic and social support | <ul style="list-style-type: none"> Pre-education course at the community college level Support services from community college and teacher education program Articulation agreements and partnerships with four year colleges Special sequencing of course work Financial support | <ul style="list-style-type: none"> Financial support Academic and social support Curriculum revision Partnerships between school districts and higher education institutions | <ul style="list-style-type: none"> Revision of licensure requirements Formal preparation for teaching On the job supervision Field experience Mentoring Induction |

Source: U.S. Department of Education, National Clearinghouse on Teacher Recruitment, 2006.

The American Association for Employment in Education (AAEE), an international professional organization for school system recruiters and human resource directors. AAEE produces a number of publications designed to assist HR professionals in the development of effective recruitment plans. Examples of these publications include:

- **2006 Recruiter's Guide: Job Fairs for Educators:** This directory contains a chronological listing of job and career fairs and the institutions which sponsor those programs or participate in programs sponsored by consortia. Each entry indicates the date and title of the event; location; number of expected employers and candidates; percentage of minority candidates expected; specifics regarding who may attend, employer fees, registration deadlines and special notes; and contact information for registration, including email and website addresses.
- **2006 The National Directory for Employment in Education:** This annual directory contains a comprehensive registry of professionals at colleges and school systems who train, recruit and hire high quality teachers. Alphabetical listings of more than 900 institutions with colleges providing statistics on specific fields and disciplines offered at colleges and universities, and the number of graduates, minority graduates and degree levels at each institution.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The human resources director and HR staff should review the historical data on employee attrition and work with school principals to establish realistic projections of staffing needs. January 2007
2. The human resources director and HR staff should utilize this information to formulate a set of recruitment plans, customized for each employee group (e.g., teachers, bus drivers, paraprofessionals, etc.), and based on the effective strategies for recruitment. February 2007
3. The human resources director should work with the superintendent to formulate a budget to accommodate the revised recruitment plans. March 2007

IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

- 4. The human resources director should work with the division's public information office to develop recruitment materials along with a local/regional media campaign to solicit candidates for position vacancies. March, 2007

- 5. The human resources director should establish a tracking system for monitoring the results of all recruitment activities and compile a report documenting successes and misses. April, 2007 –
Ongoing

FISCAL IMPACT

Documented expenditures for recruitment activities for the division totaled \$4,018 for the 2005-06 school year. These funds were expended on job fair registration fees and travel costs. The actual costs of implementing a comprehensive recruitment plan will be determined by the degree to which the division will have to commit additional resources to the efforts already being undertaken for teacher recruitment. These additional costs will vary depending on the type of recruitment plan developed by the division. To begin, the division could redirect a portion of the current recruitment budget to the new effort. An additional \$2,000 would fund recruitment materials and travel expenses related to the revised recruitment plans.

| Recommendation | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 |
|---|----------------|----------------|----------------|----------------|----------------|
| Work With Local Community and Higher Education Agencies for Teacher Recruitment | (\$2,000) | (\$2,000) | (\$2,000) | (\$2,000) | (\$2,000) |

Recommendation 4-9:

Create a tracking system to determine if teachers recruited at specific events are actually being hired by the division.

While the division keeps a targeted goal for teacher recruitment each year, adequate records are not kept on the success of its various recruitment efforts. The division could track this information several ways. There could be a field added to the employment application asking individuals to state how they found out about the position, surveys could be conducted at new employee orientation to determine how they became aware of the position, or during initial set up of employees, they could complete a short questionnaire addressing their recruitment to the division.

IMPLEMENTATION STRATEGIES AND TIMELINE

The strategies and timeline for this recommendation are contained in the timeline established for the previous recommendation.

FISCAL IMPACT

This recommendation could be implemented with no additional costs to the division.

Recommendation 4-10:

Enhance the current mentoring program for first-year teachers and teachers new to the division that includes training for mentors and a formal schedule of mentoring activities.

National studies on teacher retention report that 50 percent of all teachers leave the profession within the first three years. Top among the reasons for this attrition is the lack of formal support networks in the form of mentors and induction processes in schools. PPS should expand its current efforts to support new teachers by creating a handbook for mentors outlining their duties and responsibilities, a schedule of mentoring activities to include classroom observations, district training on curriculum, student assessment, classroom management, and other topics essential to new teachers' success in the classroom. The mentoring program should also have a formal evaluation component in which both mentor teacher and new teacher provide feedback on the effectiveness of the program and suggestions for its improvement.

Careful attention should be paid to training mentors and providing support for them throughout the process. When pairing new teachers with mentors, consideration should be given to the following guidelines:

- Avoid pairing new teachers with their department chair or other immediate supervisor; the more closely mentoring is tied to evaluation, the less willing many new teachers are to take risks and ask questions.
- Mentors should have similar interests and outlooks on teaching. Pairing a new teacher with a mentor who has dramatically different beliefs, or who is less than enthusiastic about teaching, is unlikely to produce an effective match.
- If the pool of available mentors is large enough, mentor teachers should teach the same grade level and/or subject area as their mentee.
- Make an effort to connect teachers responsible for multiple grade levels in one content area (e.g., resources teachers in art, music, etc.) with teachers who have a similar load at another school. While it is important for teachers to have someone to turn to within the school building, being able to discuss the unique challenges of teaching multiple grade levels in a given content area is important, too.
- Care should be taken to select mentors who see the beginning teacher as a developing professional, rather than as one who needs to be "fixed." Novice teachers need practice and good, caring guidance.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------------------------|
| 1. The human resources director and HR staff, along with principals of schools that have the highest percentage of new/beginning teachers, and recent beginning teachers to review the effectiveness of the current mentor teacher program. | January 2007 |
| 2. The human resources director and HR staff should draft a document incorporating the recommended improvements to the mentor program, based on the feedback from principals and beginning teachers. | February 2007 – April, 2007 |
| 3. The human resources director and HR staff should revise the mentor guidelines based on feedback from previously described employee groups. | April 2007 |
| 4. The human resources director and HR staff should draft a recruitment advertisement for mentor teachers, seeking recommendations from school administrators, teacher peers, and self-nominations. | May 2007 |
| 5. Human resources director and a committee of principals should review mentor teacher applications and select candidates for interviews. Successful candidates should have training session to prepare to begin mentoring new teachers in fall, 2007. | May 2007 and Ongoing |

FISCAL IMPACT

Many school districts with formal mentoring programs provide stipends for mentor teachers as well as other incentives such as tuition credits for continuing education. Typically, the awarding of such incentives requires extensive record-keeping on the part of the mentor, documenting their activities with the new teachers and the results/outcome of their supervisory activities. The program costs would also include funds for substitute teachers to cover classes when either the mentor or trainee teacher is away from the classroom for purposes of training or other program activities, the annual costs would amount to approximately \$27,125. This figure is based on 50 new teachers and 25 mentors (each mentor with two teachers). Stipends for each mentor teacher would be \$500 each, or \$12,500 for all 25. In addition, mentors and beginning teachers would each be allotted three days of substitute teacher services to cover observations and training. This would equal 225 days (3 days each for 75 teachers), times the substitute teacher daily rate of \$65.00, or \$14,625.

| Recommendation | 2006-07 | 2007-08 | 2008-09 | 2009-10 | 2010-11 |
|---|----------------|----------------|----------------|----------------|----------------|
| Mentor Teacher Stipends and Substitute Pool | (\$27,125) | (\$27,125) | (\$27,125) | (\$27,125) | (\$27,125) |

4.4 Employee Compensation

According to a study conducted by the Education Commission of the States (ECS), while salary increases and financial incentives play significant roles in teacher recruitment and retention, an even greater influence is exerted by the relative difference between salary levels in neighboring districts. Although other factors involved with overall working conditions can be powerful factors in whether a teacher stays or goes, a key factor in successfully recruiting teachers is having a competitive salary and benefits package.

In June, 2003, the Virginia Association of School Superintendents (VASS) conducted a compensation study in Petersburg Public Schools. The pay plan study goals were cooperatively developed by the superintendent and school board:

- recommend an “orderly salary schedule;”
- recommend a means of resolving inequities in the current unified pay plan;
- propose a means of synchronizing the recommended pay scale changes with the division’s current plan; and
- recommend pay plan policy guidelines where needed.

Specific areas of review during the study included:

- market competitiveness of the division’s overall pay plan;
- number of pay levels for certain job classifications, e.g., secretaries and aides;
- compression of pay levels within the pay scale;
- review of number of work days in contracts based on “industry” standards;
- computation of hourly rates for similar job classifications with different number of contract days;
- adherence to the Fair Labor Standards Act with regard to a standard work week, use of time sheets, use of overtime;
- distinction between full-time and part-time employees according to standard number of hours; and
- calculation of salaries for promotion from teacher to administrator.

The study included a survey of PPS employees who were polled on their views of the compensation package offered by the division. Responses from the survey included the following:

- The goal of the overall pay plan should be to offer salaries that are competitive with surrounding areas (26%)
- Fair pay and benefits should be offered to all levels of employees (26%)
- The best feature of the current pay plan is paying employees twice a month (41%)
- Problems with the current pay plan include low pay, a lack of incentives, and a lack of salary competitiveness (72%)
- PPS has a problem with employee turnover (94%)

Finally, the report provided a set of recommendations based on study findings. These included adopting a long-term salary plan that addresses teacher, administrative and support personnel, and establishing quarterly budget reviews that identify savings that be used for salary improvement

FINDING

Teacher salaries in Petersburg Public Schools are not competitive and are among the lowest of its peer divisions.

MGT reviewed the salary schedules for Petersburg Public Schools and those of four of its peer divisions. **Exhibit 4-10** shows the starting teacher salaries in Petersburg Public Schools and four peer divisions. As shown in the exhibit, the starting salary in PPS is the lowest of all the peers and is over \$1,000 below the average of all the peers. Teachers in Petersburg are not only the lowest paid at the start of the salary schedule they continue to fall behind their peers the longer they serve in the division. The number of steps in the PPS salary schedule (37) is eight steps longer than the peer division average (29).

**EXHIBIT 4-10
STARTING TEACHER SALARIES IN
PETERSBURG PUBLIC SCHOOLS AND
PEER DIVISIONS
2006-07**

| SCHOOL DIVISION | STARTING SALARY (0 YEARS/BACHELOR'S DEGREE) | NUMBER OF STEPS IN THE SALARY SCHEDULE (BACHELOR'S DEGREE) | TOP SALARY (BACHELOR'S DEGREE) |
|---------------------------------------|--|---|---|
| Petersburg City Public Schools | \$32,860 | 37 | \$52,177 |
| Danville City Public Schools | \$33,159 | 29 | \$49,739 |
| Hopewell City Public Schools | \$35,105 | 30 | \$53,339 |
| Lynchburg City Public Schools | \$32,973 | 27 | \$57,194 |
| Roanoke City Public Schools | \$34,175 | 30 | \$52,871 |
| PEER DIVISION AVERAGE | \$33,853 | 29 | \$53,286 |

Source: Human Resource Departments, Petersburg and Peer Divisions, 2006.

The top salary for PPS teachers with a bachelor's degree is \$52,177 on the 37th step, which negatively compares to each of the peer divisions. For example, teachers in Roanoke City Public Schools reach a similar salary level (\$52,871) at the 30th step, and teachers in Lynchburg City Public Schools earn \$57,194 at the top of their salary schedule on the 27th step. While salary steps typically do not translate directly into years (i.e., one may remain on a step for multiple years or may advance more than one step in a year), schedules with longer steps usually mean that teachers will have to work longer to earn the same salary as teachers in other school systems with fewer steps.

The salary situation does not improve when instructional employees seek promotion to administrative positions. For example, a teacher on a 10-month schedule, on the tenth step of the pay schedule has a \$175.91 daily rate of pay, as compared with a beginning elementary principal with a 12-month schedule has a \$168.16 daily rate of pay, or nearly seven dollars less per day for working an additional two months per year.

Recommendation 4-11:

Implement the recommendations in the VASS compensation study and reexamine current salary schedule to create a new schedule that will reward performance and longevity.

The revamped salary schedule should utilize multiple approaches to providing teacher compensation. These may include paying teachers more for: 1) attaining knowledge and skills that demonstrably contribute to improving student learning; 2) mentoring newer and less skilled teachers; 3) teaching in hard-to-staff schools and choosing difficult-to-staff subjects; and, 4) producing higher test scores, using a value-added approach.

The 2003 *Public Agenda* survey of teachers found that 70 percent supported giving extra pay to teachers in "tough neighborhoods with low performing schools," 67 percent supported it for "teachers who consistently work harder . . . than other teachers," and 62 percent supported it for teachers "who consistently receive outstanding evaluations from their principals." Such an approach to recognizing teacher effectiveness through compensation would be especially beneficial in PPS in addressing its high rate of teacher turnover and to aid in improving student achievement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent, assistant superintendent for administration, and the chief financial officer should review all the key components of the VASS salary study in comparison with current and project budget revenue sources. January 2007
2. The chief financial officer and finance staff should create a series of financial models that display full implementation of the recommendation over various time periods (e.g., three years, five years, seven years, etc.). Another set of models should be created showing alternative models of restructuring the salary schedule to reach the desired increases in teacher salaries February –
March 2007

IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

- | | |
|---|---------------------|
| 3. Once the salary scale adjustment models have been created, the chief financial officer should present them to the superintendent and assistant superintendent for administration to prioritize the models by their level of financial viability based on current and projected budget revenue. | March 2007 |
| 4. The chief financial officer and assistant superintendent for administration should present the salary scale adjustment models to the school board with recommendations, to get approval for one of the models. | April – May 2007 |

FISCAL IMPACT

According to the VASS salary study, the estimated cost of implementing a restructured salary schedule is \$2,447,255. This total consists of a 2.5 percent increase for all employees (\$744,450), moving Unified Pay Plan personnel (classified and administrative) to new minimums after 2.5 percent increase (\$935,249), and moving all teachers to a Step 5 minimum after the 2.5 percent increase (\$737,556).

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|----------------|----------------|----------------|----------------|----------------|
| Restructure Salary Schedule for All Employee Groups | (\$2,447,255) | (\$2,447,255) | (\$2,447,255) | (\$2,447,255) | (\$2,447,255) |

4.5 Teacher Certification and Employee Evaluation

A key component of an effective instructional system within a school division is the establishment and implementation of policies and procedures regarding the licensure and appraisal of instructional staff. The state and local education agencies share responsibilities in these areas, with the state having the task of establishing licensure requirements and issuing professional certificates, and the local school division providing an equitable and legally defensible performance appraisal system.

4.5.1 Teacher Certification

The licensure and license renewal process is supervised by the Virginia Department of Education Division of Teacher Licensure and is subject to the regulations of the State Board of Education. There are seven types of licenses for school personnel:

- Collegiate Professional License;
- Post-graduate Professional License;
- Technical Professional License;
- Provisional License;
- Special Educational Conditional License;
- Pupil Personnel Services License; and

- Divisional Superintendent License.

Licenses are valid for five years and may be renewed through either college coursework, professional development points, or through a variety of other activities specified in state statute and local board policy. License renewal procedures are outlined by the VDOE, whose departmental website provides direction on license renewal:

To renew the license, the individual must obtain at least 180 points through a series of 10 professional development options. License holders without a master's degree must earn at least 90 points by completing a three-semester-hour course at an accredited two or four-year college in the content area listed on the license. During one five-year cycle, the license holder may be granted approval to take course work in special education, English as a second language, gifted education, or technology education in lieu of the three-hour content course. In addition, professional development activities designed to support the Virginia Standards of Learning, Standards of Accreditation, and Assessments may be accepted in lieu of the content course for one renewal cycle.

Source: Virginia Department of Education Website-Teacher Licensure, 2006.

FINDING

Petersburg Public Schools' rate of provisionally or conditionally certified teachers and teachers who do not meet the NCLB standard for high quality is more than twice the state average.

Exhibit 4-11 shows the percentage of teachers who are teaching on provisional certification. As shown in the exhibit, the percentage of provisionally certified teachers is 20 percent, up from 18 percent the two previous years. These rates are nearly triple that of the state which stands at seven percent, down one percent from the previous year.

EXHIBIT 4-11 PERCENTAGE OF PROVISIONALLY OR CONDITIONALLY CERTIFIED TEACHERS 2003 THROUGH 2006 SCHOOL YEARS

| Credential Type | 2003-04 | 2004-05 | 2005-06 |
|-----------------|---------|---------|---------|
| Division | | | |
| Provisional | 18% | 18% | 20% |
| Conditional | 5% | 5% | 3% |
| State | | | |
| Provisional | 8% | 8% | 7% |
| Conditional | 3% | 2% | 2% |

Source: Virginia Department of Education, School Division Report Card, 2006.

The state also monitors the percentage of teachers failing to meet the NCLB standard for "highly qualified" due to teaching in areas outside of their endorsement/certification areas. **Exhibit 4-12** displays these percentages for Petersburg Public Schools. As

shown in the exhibit, PPS' percentage of core subjects being taught by teachers not meeting "highly qualified" status is three times higher than the state average—16 percent versus five percent. This disparity is the same in schools classified as high poverty.

The disproportionately high percentage of provisionally and conditionally certified teachers contributes to the division's teacher turnover problem and is not in keeping with the principles of teacher quality and high student achievement. The fact that this category of teacher is increasing rather than decreasing further emphasizes the need to increase the number of fully professionally licensed teachers, providing instruction in courses for which they are certified.

**EXHIBIT 4-12
PERCENTAGE OF CORE ACADEMIC CLASSES TAUGHT BY
TEACHERS NOT MEETING THE NCLB DEFINITION OF "HIGHLY QUALIFIED"
2003 THROUGH 2006 SCHOOL YEARS**

| Credential Type | 2003-04 | 2004-05 | 2005-06 |
|-----------------|---------|---------|---------|
| Division | | | |
| All Schools | 8% | 21% | 16% |
| High Poverty | 8% | 18% | 16% |
| State | | | |
| All Schools | 6% | 5% | 5% |
| High Poverty | 8% | 6% | 6% |

Source: Virginia Department of Education, School Division Report Card, 2006.

Note: Core academic classes are defined as Reading, Mathematics, Language Arts, and English, science, foreign languages, civics and government, economics, art, history and geography.

Recommendation 4-12:

Implement an alternative route to the licensure program.

This recommendation is a corollary to Recommendation 4-8 (Develop and implement a comprehensive recruitment plan for creating a high quality instructional workforce). As a part of the recruitment plan, PPS human resources administrators should develop a "fast track" route to licensure program designed to reduce the number of conditionally or provisionally certified teachers by five percent each year until the rate is below the state average in all subjects and all grade levels. The program would encompass all or a combination of the features displayed in the community college articulation program, Paraprofessional Pathways into Teaching or the Alternative Preparation Program, with a focus on targeted populations in the divisions (i.e., teacher assistants). The division would begin the process of developing the alternative certification program by drafting a proposal for approval by the Virginia Department of Education and following the process as described in the *Guidelines for Proposals to Conduct Alternative Route to Licensure Programs in Virginia*.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The human resources director and certification specialists should review alternative certification programs in Virginia and interview division personnel charged with their implementation. January 2007
2. From the data gathered in interviews and reviews of alternative certification program materials, the human resources director and certification specialists should draft a proposal to conduct an alternative certification program. February – March 2007
3. Upon receiving approval of the alternative certification program from the VDOE, the human resources director and personnel specialist should be implementing the first phase of the program. May 2007 and Ongoing

FISCAL IMPACT

The fiscal impact for implementing this recommendation is reflected in Recommendation 4-8.

4.5.2 Employee Evaluation

Establishing a performance appraisal system is a critical element in the meaningful improvement of the school district and individual employees. Districts demonstrate a commitment to strong appraisal systems through the policies adopted to govern and direct the evaluation system. According to the National School Boards Association (NSBA), the main purposes of an appraisal system include:

- to ensure that students are provided high quality instruction;
- to meet statutory and contractual requirements;
- to recognize outstanding teacher performance;
- to provide an avenue for two-way communication about school system and individual staff member goals, objectives, and other performance-related concerns;
- to document in a fair manner, the objective information the board and administrators need when making decisions relative to assignments, transfers, granting of tenure, promotions, or reducing staff; and
- to provide evidence to the community that proper care is taken to hire, develop and train good teachers.

Although performance appraisal can provide opportunities for professional growth and school improvement, if is not conducted properly, it can become a source of poor morale

and legal controversy. It is critical that school systems have sound policies related to performance appraisal and ensure that the system is technically and procedurally sound.

FINDING

Petersburg Public Schools has a sound performance appraisal system for professional personnel.

The PPS School Board has adopted policies on performance appraisal that specify the nature and purpose of personnel evaluation. Policy GCN: *Evaluation of Professional Staff*, states the following:

Evaluation shall be a requirement for all personnel in the Petersburg City School Division. Evaluation of professional employees shall be a cooperative and continuing process with formal appraisal periodically. The results of the evaluation shall be in writing, dated and signed by the evaluator and the person being evaluated, with one copy going to the central office personnel file and one copy to the person being evaluated.

The purpose of evaluation and assistance is:

- 1. to raise the quality of instruction and educational service to the children of the community;*
- 2. to raise the standards of the division as a whole; and*
- 3. to aid the individual grow and improve.*

PPS also has adopted policy GCM: *Supervision of the Evaluation Process*, which provides specific guidance on the evaluation of administrative and instruction personnel.

In addition to the policies, the board has compiled and adopted a procedures handbook entitled, *Criteria for Evaluating Professional Personnel* (CEPP). The handbook provides the division's philosophy of appraisal, the curriculum goals of the division, the relationship of the goals to the CEPP, the overall goals of evaluation, performance area indicators, procedures for and examples of a professional growth plan, and examples of related forms and reports.

Evidence of regular performance appraisal was found in reviews of personnel files and interviews with PPS professional staff. The files contained copies of appraisal forms and staff indicated that teachers and administrators are evaluated regularly.

COMMENDATION 4-A:

Petersburg Public Schools is commended for providing a comprehensive performance appraisal system for professional personnel that is in keeping with national standards and best practice.

FINDING

Petersburg Public Schools does not have sound practices in place for the appraisal of non-instructional and other support personnel.

The PPS School Board has an adopted policy on performance appraisal of support staff (GDN: *Evaluation of Support Staff*), that mirrors the policy for professional staff; however, unlike the professional staff policy, there is not the same level of policy implementation. In interviews with PPS support staff and reviews of personnel files, there was evidence to support that bus drivers, paraprofessionals, food service, and other support staff members were not receiving regular performance appraisals. There is no procedures manual for evaluating support personnel, nor are there appraisal forms for any specific employee group except clerical staff. For all other classified employees, there is a three-page form entitled, *Classified Employees Evaluation Report*, that has seven generic behavioral indicators (ability to follow instructions, initiative, job personality, application of time, volume of work, neatness and accuracy of work, and attitude), that are each rated on a Likert-type scale. These indicators and the accompanying ratings are too broad to give precise feedback on the range of jobs contained within the class of classified employees and is thus not an effective instrument to use when attempting to fulfill the stated purposes of personnel evaluation outlined in the School Board policy.

Recommendation 4-13:

Develop an evaluation procedures manual with accompanying evaluation forms and evaluation schedule for classified personnel.

Like the CEPP manual already in place for professional staff, PPS should develop and adopt an accompanying document for support staff. The manual should outline specific procedures for when and how classified staff should be evaluated, along with a detailed description of evaluation standards against which personnel performance would be measured. The content of the standards and overall evaluation system should be based on employee job descriptions and should serve as a means to improve worker performance and to support the overall goals of the school district.

There are numerous districts around the country that have exemplary evaluation procedures manuals, including Pueblo 60 School District in Colorado, and others that provide examples of evaluation forms customized for each classified employee sub-group. Novato (California) Unified School District provides differentiated evaluation forms for each classified employee sub-group. Richland One School District in Columbia, South Carolina has a comprehensive appraisal system that includes a rewards program for classified employees and their successful participation in professional development. All three districts provide access to the procedures manual and evaluation forms via the Internet.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The human resources director and personnel specialists should review samples of evaluation procedures manuals to identify elements that should be incorporated into a manual for PPS employees. January 2007

2. Personnel specialists should modify the current CEPP manual, incorporating the elements for classified personnel and removing non-applicable information. February – April 2007
3. The human resources director should distribute the draft of the new evaluation manual to all supervisors of classified personnel for their review and input. Copies of the manual should also be sent to all schools and division central offices for review by classified personnel. Feedback on the manual should be solicited by email. April – May 2007

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.6 Professional Development

Comprehensive professional development programs provide the means to enhance the knowledge, expertise, and performance of a school district's employees. Federal *No Child Left Behind* legislation defines professional development as, "high quality, sustained, intensive, and classroom focused in order to have a positive and lasting impact on classroom instruction and the teacher's performance in the classroom." The legislation also states that professional development activities are not "one-day or short-term workshops or conferences."

In recent years, school districts have recognized that the importance of professional development extends beyond the instructional and administrative ranks and is equally vital to support staff. Increasing numbers of districts have found that resources devoted to development programs for support personnel pay large dividends in terms of increased efficiency, effectiveness and improved employee morale. In most school districts, professional development programs for support personnel are focused on orienting employees into the district and the position, and enhancing their job skills.

FINDING

Petersburg Public Schools lacks a comprehensive professional development program for its employees.

As a part of its documents request, MGT consultants asked for copies of the division's professional development plan, along with related documents describing professional development activities from the previous year. Subsequent to the onsite visit, MGT consultants received copies of training activities calendars for the 2006-07 school year. All the activities had a targeted audience of either teachers or school administrators. There were no activities targeting classified personnel.

Interviews with school personnel revealed little on the content or quality of professional development offerings by the division. In surveys of division administrators ratings for the quality of professional development were less than satisfactory. When asked to rate each of the statements from *good to excellent* and *fair to poor*, principals and assistant

principals rated the quality of professional development for administrators, teachers and support staff as *fair to poor* in numbers ranging from 54 percent to 72 percent.

Failure to provide instructional and non-instructional personnel with a sound professional development program is a poor practice that prevents these employees from having the opportunity to enhance their job skills and in turn, improve the overall performance of the school division. It also serves to undermine the division's improvement goals and objectives.

The Virginia Department of Education outlines the standards for high quality professional development that should be adopted by school divisions within the state. **Exhibit 4-13** illustrates these standards. As shown in the exhibit, there is a strong emphasis on providing quality training for all employees that is systemic, continuous, and focused on the improvement goals of the divisions.

**EXHIBIT 4-13
HIGH QUALITY PROFESSIONAL DEVELOPMENT CRITERIA
VIRGINIA DEPARTMENT OF EDUCATION
APRIL, 2004**

High-quality professional development is defined by several interacting factors. It implies rich content that is specifically chosen to deepen and broaden the knowledge and skills of teachers, principals, administrators, paraprofessionals, and other key education staff. High-quality professional development should be based on substantive, well-defined objectives. High-quality professional development requires structure, reflecting well-thought out delivery; efficient use of time; varied and effective styles of pedagogy; discourse and application; and the use of formative and summative assessment to promote understanding. High-quality professional development demands the guidance of experienced educators and other professionals who have a thorough and up-to-date understanding of the content themselves and who can fully engage the participants in the desired learning.

EXHIBIT 4-13 (Continued)
HIGH QUALITY PROFESSIONAL DEVELOPMENT CRITERIA
VIRGINIA DEPARTMENT OF EDUCATION
APRIL, 2004

High-quality professional development should:

- a. improve and increase teachers' knowledge of the academic subjects the teachers teach, and enable teachers to become highly qualified if they are teaching in a federal core content area;
- b. be sustained, intensive, and classroom-focused in order to have a positive and lasting impact on classroom instruction and teachers' performance in the classroom;
- c. be based on, aligned with, and directly related to Virginia's Standards of Learning;
- d. be structured on scientifically-based research demonstrated to improve student academic achievement or substantially increase the knowledge and teaching skills of teachers;
- e. be sponsored by school divisions, colleges, universities, organizations, associations, or other entities experienced in providing professional development activities to teachers and instructors;
- f. be delivered by individuals who have demonstrated qualifications and credentials in the focus area of the professional development;
- g. support the success of all learners including children with special needs and limited English proficiency;
- h. provide training for teachers in the use of technology so that technology and technology applications are effectively used in the classroom to improve teaching and learning in the curricula and federal core academic subjects in which the teachers teach;
- i. promote the use of data and assessments to improve instruction; and be reviewed for high quality and evaluated after completion to determine if the intended results were achieved.

Source: Virginia Department of Education, 2004.

Recommendation 4-14:

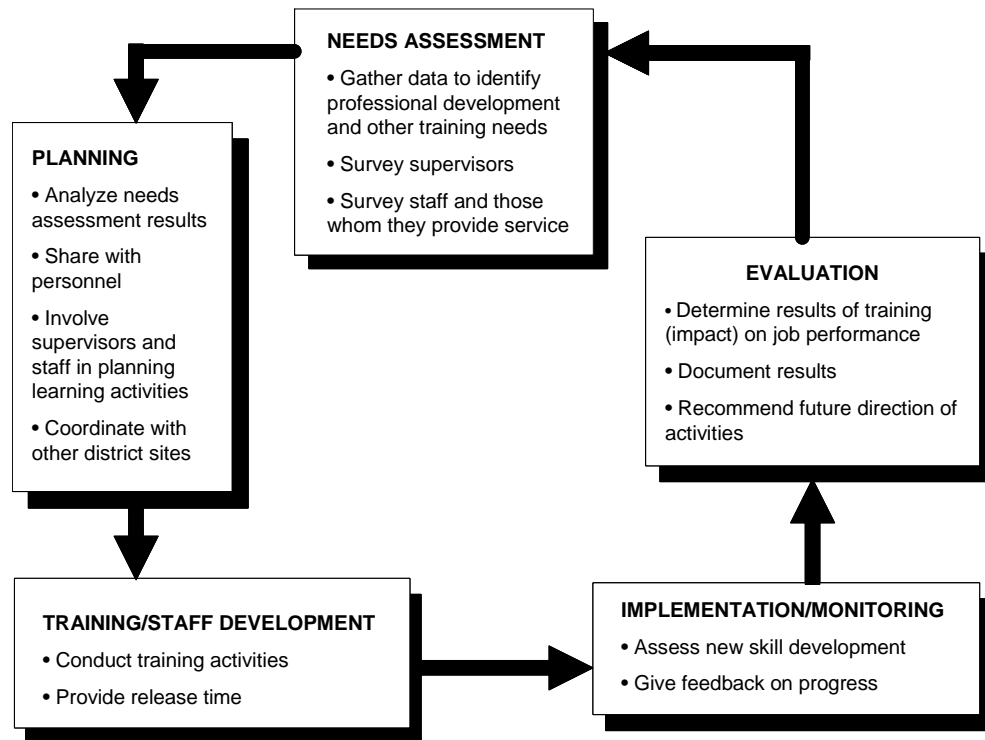
Create and implement a division-wide professional development plan that addresses the learning needs of all PPS employees.

The plan developed by PPS should meet all the criteria outlined by the VDOE. There are numerous school districts around the country that with staff development plans that mirror the VDOE high quality criteria. The Wyoming Department of Education provides school districts with a template for developing professional development plans that requires the identification of the goals, implementation procedures and evaluation methods for the plan.

The following model for the implementation of the plan illustrates the steps required for each stage of the development process--needs assessment, planning, training/staff development, implementation/monitoring, and evaluation. As shown in **Exhibit 4-14**,

each stage is a part of a cycle of activities related to a comprehensive professional development plan.

**EXHIBIT 4-14
STAGES OF DEVELOPING A PROFESSIONAL DEVELOPMENT PLAN**



Source: S. Zepeda (2000). Needed: Professional growth opportunities for non-certificated support staff, *School Business Affairs*, 66(6), 41.

The needs assessment can range from administering surveys to all personnel concerning their training needs to conducting analyses of performance data to determine areas in need of improvement. Once the needs assessment is complete, the division would then begin the process of planning the staff development program. Using the information gathered in the previous stage, the division would then determine the audiences, content, and format for the professional development activities. The activities would then be conducted and the transference of knowledge and skills from the activities to the work site would be monitored. Finally, the division would conduct evaluations of the effectiveness of the training events and their impact on work performance. Using this model, PPS will be able to devise a professional development program that addresses both individual and organizational goals.

The development the plan should be the product of collaborative effort among affected stakeholders, i.e., administrative, instructional and classified staff. Once developed the plan should be revisited regularly and revised as needed to meet changing local and state imperatives.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The staff development coordinator with instructional services staff should conduct a formal professional development needs assessment of all PPS employee groups. September 2007
2. Instructional services staff members should process results of needs assessment surveys and begin developing a professional development plan based on the Virginia standards of high quality professional development and survey results. October – November 2007
3. The staff development coordinator should meet with supervisors of classified personnel (i.e., food service, maintenance, transportation, etc.) and share survey results and formalize plans for professional development. November 2007
4. The staff development coordinator should meet with school principals and repeat the activities in Step 3. November 2007
5. The staff development coordinator should work with the assistant superintendent for administration to coordinate the budget for identified training activities. December 2007
6. The staff development coordinator and instructional staff members should assemble a training calendar with training activities for all employee groups. January – February 2008
7. The staff development coordinator should disseminate the staff development calendar to all central office and school administrators for review and revision and finalize the calendar. March 2008
8. The staff development coordinator and instructional services staff should work with the chief technology officer to post the approved calendar on the division Web site and establish times and procedures for regularly updating the calendar. April 2008
9. The staff development coordinator should work with the public information officer to advertise the new staff development calendar to all employee groups in the division. May 2008
10. The staff development coordinator and instructional services staff should begin the training activities through a series of summer institutes. June 2008 – Ongoing

FISCAL IMPACT

Determining funding for professional development is often an illusive process given that the term “professional development” is so broadly defined, and responsibilities for it delivery so widely dispersed across all operational areas of a school system; however nationally, allocations for all activities classified as professional development average six percent of a school district’s total budget. Given that the division has limited financial resources, it is recommended that one percent of the division’s total budget be committed to professional development. The PPS budget was \$39,815,147 for the 2005 fiscal year. One percent of that total would equal \$398,151. All activities slated for professional development should be planned within the limitations of the budgeted allocation, including the salary of the staff development coordinator.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-2011 | 2011-12 |
|--|----------------|----------------|----------------|------------------|----------------|
| Develop and Implement a Divisionwide Professional Development Plan | (\$398,151) | (\$398,151) | (\$398,151) | (\$398,151) | (\$398,151) |

**5.0 COST OF EDUCATIONAL
SERVICES DELIVERY**

5.0 COST OF EDUCATION SERVICE DELIVERY

This chapter reviews the cost of delivery of educational and support services to students in Petersburg Public Schools (PPS). The chapter examines the education service delivery to determine if programs that serve students are efficient and staffed appropriately for the school division to meet the Virginia Standards of Learning (SOL), the federal requirements of No Child Left Behind (NCLB), and Individuals with Disabilities Education Act (IDEA) legislation. The review includes an analysis of documents, interviews, school visits, and survey responses from many employees who participated in the study as well as comparative information from school divisions selected for their similarity to PPS in size and student demographics.

The chapter is divided into five sections, each providing an overview of specific educational service delivery functions that are critical to effective programs and services for all students.

- 5.1 Organizational Structure and Administrative Management
- 5.2 Program Evaluation, Student Assessment, and Accountability
- 5.3 School Improvement
- 5.4 Federal Programs/Special Education
- 5.5 Staffing

CHAPTER SUMMARY

The No Child Left Behind Act (NCLB) has established the highest level of accountability in the history of public schools. NCLB requires that schools, school divisions, and states be held accountable for school improvement and Adequate Yearly Progress (AYP) for all students.

Student performance in PPS is among the lowest in the state on the Standards of Learning (SOLs), and only one of the ten schools within the division is fully accredited. Students in PPS score below the state average in every grade and in every tested subject. At the middle school level, PPS student test scores were approximately half the state average.

To improve test scores, the division utilizes several strategies including block scheduling at the middle schools, use of reading and math coaches in the elementary and middle schools, and provision of after school and weekend tutoring. However, little progress has been reported on improvement of test scores.

At the time of the review, the position of assistant superintendent for instruction was vacant, and there was no effective and unified leadership for the instructional program. A director of special education who reports to the assistant superintendent for instruction oversees special education while student support services are coordinated by a director of pupil personnel director, and federal programs including Head Start are coordinated by a director of federal programs. These services are highly regulated by federal and state legislation. PPS continues to be challenged by delivery of educational and related services to students with disabilities. The electronic Individual Educational Plan (IEP) software is an asset to the department in the development and monitoring of IEPs and compliance requirements with state and federal law.

MGT recognized and commends PPS for implementing an electronic system for the development of Individual Educational Plans and for maintaining compliance with special education state and federal requirements.

MGT developed recommendations for improvement of instruction and services to students. Recommendations include:

- reorganize the department of instruction and fill the assistant superintendent position;
- integrate learning strategies and differentiated instruction into the general education curriculum;
- expand the responsibilities of the testing and research coordinator to include program evaluation and develop a policy on program evaluation to strengthen its contribution as an integral component of the PPS continuous improvement process;
- purchase and implement the SOL Tracker data reporting software;
- examine effective practices and resources that can be collected and disseminated to all school administrators and teachers;
- ensure that all school improvement monitoring instruments are aligned to the characteristics of high performing and effective schools;
- develop a consolidated application for participation in programs authorized by the *No Child Left Behind Act*;
- as directed by the Virginia Department of Education, develop activities, timelines, and data collection elements documenting and reporting improved educational and functional outcomes for students with disabilities as required by IDEA 2004;
- phase out over two years 50 teaching positions at the secondary level.

INTRODUCTION

A cost-effective educational service delivery system is one that is accountable for student achievement without unnecessary expenditures. For effective management of instructional programs to take place, planning and budgeting must be interrelated. In addition, the school division must provide a clearly focused mission supported by measurable goals and objectives. In a small school division, it is critical to ensure that programs are equitable for students, regardless of the school they attend, and that processes are streamlined and focused in the most effective and efficient manner possible. For this to happen, programs, processes, and outcomes in all facets of the organization must be monitored and evaluated to ensure that the division's focus is maintained on student learning and achievement, and that all teachers maximize instructional time.

Exhibit 5-1 displays various student data for Petersburg Public Schools and the state. In comparison to statewide data, Petersburg Public Schools has:

- a lower total attendance percentage (91 percent for Petersburg and 95 percent for the state average);
- a lower percentage of students promoted (92 percent compared to 96 percent); and
- a higher percentage of dropouts (4.6 percent compared to 1.9 percent).

**EXHIBIT 5-1
PETERSBURG PUBLIC SCHOOLS
SELECTED STUDENT INFORMATION
2004-05 SCHOOL YEAR**

| STATISTIC | PETERSBURG PUBLIC SCHOOLS | STATE |
|---|------------------------------|-----------|
| Student Membership End-of-Year, 2004-05 | 4,914 | 1,165,596 |
| Number of Days Taught | 178 | 180 |
| Total Average Daily Membership ¹ | 5,036 | 1,178,581 |
| Total Average Daily Attendance ¹ | 4,589 | 1,119,802 |
| Total Attendance Percentage ¹ | 91% | 95% |
| Percentage Promoted | 92% | 96% |
| Dropout Percentage | 4.6% | 1.9% |

Source: Virginia Department of Education Web site, 2006.

¹End-of-Year Data

Exhibit 5-2 presents data related to high school graduation and plans following graduation. The percentage of Petersburg Public Schools graduates based on the 2001 ninth grade membership is much lower than the state average (59.6 percent and 76.7 percent, respectively). Of those graduating, almost half (46.3 percent) either enters the workforce or enlists in the military. About one-fourth of the graduates (23.7 percent) attended two- or four-year colleges, and 15.9 percent enrolled in some type of continuing education program.

**EXHIBIT 5-2
PETERSBURG PUBLIC SCHOOLS
STUDENT STATISTICS
CLASS OF 2005**

| CLASS OF 2005 | PETERSBURG PUBLIC SCHOOLS | VIRGINIA |
|--|---------------------------------|----------|
| Fall Membership in Ninth Grade 2001-2002 | 475 | 100,230 |
| Total Graduates 2004-05* | 283 | 76,842 |
| Percentage of Graduates of 2001 Ninth Grade Membership | 59.6% | 76.7% |
| Following graduation: | | |
| Attended Two-Year or Four-Year Colleges | 23.7% | 73.6% |
| Enrolled in Other Continuing Education Plans | 15.9% | 5.8% |
| Began Employment or Enlisted in the Military | 46.3% | 15.0% |

Source: Virginia Department of Education Web site, 2006. *Data include summer 2004 graduates.

The following exhibits, based on data obtained from the Virginia Department of Education's Web site, show how PPS compares to selected peer school divisions for the 2004-05 school year. PPS selected four peer divisions for comparison purposes for this efficiency review: Danville, Hopewell, Lynchburg, and Roanoke City Schools.

Exhibit 5-3 shows an overview of peer public school divisions in 2004-05. PPS has a smaller enrollment than the peer division average, yet has the highest percentage of economically disadvantaged students, and a smaller percentage of students with disabilities.

**EXHIBIT 5-3
OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | CLUSTER IDENTIFICATION | TOTAL STUDENT POPULATION | PERCENT STUDENTS WITH DISABILITIES | PERCENT ECONOMICALLY DISADVANTAGED | TOTAL NUMBER OF SCHOOLS |
|------------------------------|------------------------|--------------------------|------------------------------------|------------------------------------|-------------------------|
| Petersburg City | 1 | 5,128 | 9.60% | 90.70% | 10 |
| Danville City | 1 | 7,312 | 9.80% | 57.60% | 16 |
| Hopewell City | 1 | 3,908 | 22.30% | 50.60% | 5 |
| Lynchburg City | 1 | 8,620 | 14.10% | 47.10% | 16 |
| Roanoke City | 1 | 13,655 | 14.00% | 63.40% | 29 |
| PEER DIVISION AVERAGE | n/a | 7,725 | 13.96% | 61.88% | 15.2 |

Source: Virginia Department of Education, Web site, 2006, United States Census Bureau, 2000 Census Data, www.schoolmatters.com.; average calculated by MGT, 2006.

The ethnic make-up of the student body of the PPS differs from the ethnicity of the comparison school divisions, as shown in **Exhibit 5-4**. PPS's student population is 96.2 percent Black as compared to 53.7 percent for the comparison average; and PPS is 98.4 percent minority as compared to an average 58.3 percent minority at the comparison school divisions.

**EXHIBIT 5-4
ETHNICITY OF STUDENT POPULATIONS
PETERSBURG PUBLIC SCHOOLS AND PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

| ETHNICITY | PETERSBURG | DANVILLE | HOPEWELL | LYNCHBURG | ROANOKE | PEER TOTAL | PEER AVERAGE |
|----------------------------|---------------|----------|----------|-----------|---------|------------|--------------|
| Unspecified | 4 | 5 | 2 | 117 | 0 | 124 | 25.6 |
| As a % of Total Enrollment | 0.10% | 0.10% | 0.10% | 1.40% | 0.00% | 0.40% | 0.34% |
| American Indian | 5 | 49 | 1 | 9 | 20 | 79 | 16.8 |
| As a % of Total Enrollment | 0.10% | 0.70% | 0.00% | 0.10% | 0.10% | 0.20% | 0.20% |
| Asian | 5 | 41 | 25 | 122 | 259 | 447 | 90.4 |
| As a % of Total Enrollment | 0.10% | 0.60% | 0.60% | 1.40% | 1.90% | 1.30% | 0.92% |
| Black | 4,935 | 5,060 | 2,064 | 4,413 | 6,441 | 17,978 | 4,583 |
| As a % of Total Enrollment | 96.20% | 69.20% | 52.80% | 51.20% | 47.20% | 53.70% | 61.72% |
| Hispanic | 96 | 175 | 182 | 113 | 435 | 905 | 200.2 |
| As a % of Total Enrollment | 1.90% | 2.40% | 4.70% | 1.30% | 3.20% | 2.70% | 2.70% |
| White | 82 | 1,981 | 1,631 | 3,846 | 6,500 | 13,958 | 2,808 |
| As a % of Total Enrollment | 1.60% | 27.10% | 41.70% | 44.60% | 47.60% | 41.70% | 32.52% |
| Hawaiian | 1 | 1 | 3 | 0 | 0 | 4 | 1 |
| As a % of Total Enrollment | 0.00% | 0.00% | 0.10% | 0.00% | 0.00% | 0.00% | 0.02% |
| Total | 5,128 | 7,312 | 3,908 | 8,620 | 13,655 | 33,495 | 7,725 |
| Percent Minority | 98.40% | 72.90% | 58.30% | 55.40% | 52.40% | 58.30% | 67.48% |

Source: Virginia Department of Education, Web site, 2006.

Exhibit 5-5 displays teacher staffing levels and pupil to teacher ratios for PPS and peer school divisions in 2004-05. PPS has fewer total teachers per 1,000 students than the division average, but a much higher ratio of pupils to classroom teachers in grades K-7, and a much lower ratio of pupils to classroom teaching positions at grades 8-12. The PPS ratio of pupils to classroom teachers for grades 8-12 is the lowest when compared to other school divisions.

**EXHIBIT 5-5
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS*
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | TOTAL TEACHERS PER 1,000 STUDENTS | RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7** | RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12 |
|------------------------|-----------------------------------|--|---|
| Petersburg City | 87.61 | 15.5 | 7.9 |
| Danville City | 86.9 | 11.7 | 11.2 |
| Hopewell City | 85.49 | 11.7 | 11.6 |
| Lynchburg City | 92.32 | 10.5 | 11.4 |
| Roanoke City | 100.29 | 11.2 | 8 |
| Peer Average | 90.52 | 12.12 | 10.02 |

Source: 2004-05 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

*Ratios based on End-of-Year enrollments.

**Pupil/teacher ratios for elementary and secondary may vary because of the reporting of teaching positions for middle school grades 6 - 8.

Exhibit 5-6 presents the PPS and peer division local composite indexes for the 2004-06 and 2006-08 periods. Petersburg had the lowest composite index both in 2004-06 and 2006-08, and the index declined somewhat over the period. The composite index for localities is capped at .8000 by state law. No locality is required to fund more than 80 percent of Standards of Quality costs. All of these localities are relatively poor.

**EXHIBIT 5-6
COMPARISON OF LOCAL COMPOSITE INDEXES
PETERSBURG PUBLIC SCHOOLS AND PEER DIVISIONS
2004-06 AND 2006-08**

| SCHOOL DIVISION | 2004-06 COMPOSITE INDEX OF LOCAL ABILITY-TO-PAY | 2006-08 COMPOSITE INDEX OF LOCAL ABILITY-TO-PAY |
|------------------------|--|--|
| Petersburg City | .2197 | .2188 |
| Danville City | .2848 | .2655 |
| Hopewell City | .2343 | .2515 |
| Lynchburg City | .3830 | .3500 |
| Roanoke City | .3765 | .3763 |

Source: Virginia Department of Education Web site, Superintendent's Annual Report 2004-2005.

Exhibit 5-7 presents a selection of the results of the 2005 Standards of Learning. The percentage of students passing in Petersburg Public Schools is lowest in each of the categories compared to the peer divisions. Five tests show noticeably low percentages of students passing:

- Grade 8 English – 38.7 percent
- Grade 8 Writing – 39.8 percent
- Grade 8 Math – 44.5 percent
- Algebra I – 50.5 percent
- Geometry – 30.8 percent

**EXHIBIT 5-7
PETERSBURG PUBLIC SCHOOLS COMPARISON WITH SELECTED DIVISIONS
2005 STANDARDS OF LEARNING
PERCENTAGE OF STUDENTS PASSING**

| GRADE | TEST | PETERSBURG PUBLIC SCHOOLS | DANVILLE CITY PUBLIC SCHOOLS | HOPEWELL CITY PUBLIC SCHOOLS | LYNCHBURG CITY PUBLIC SCHOOLS | ROANOKE CITY PUBLIC SCHOOLS |
|--------------|-------------|----------------------------------|-------------------------------------|-------------------------------------|--------------------------------------|------------------------------------|
| Grade 3 | English | 58.9% | 71.2% | 73.2% | 75.8% | 68.4% |
| | Math | 72.8% | 80.1% | 88.0% | 88.2% | 76.7% |
| Grade 5 | English | 64.2% | 76.4% | 83.6% | 83.4% | 72.1% |
| | Writing | 74.0% | 95.0% | 94.6% | 93.0% | 82.8% |
| | Math | 59.4% | 73.8% | 83.8% | 73.1% | 63.9% |
| Grade 8 | English | 38.7% | 62.3% | 62.1% | 66.0% | 58.0% |
| | Writing | 39.8% | 68.1% | 56.9% | 71.5% | 53.3% |
| | Math | 44.5% | 60.9% | 73.2% | 67.3% | 54.4% |
| Grades 9-12 | Algebra I | 50.5% | 90.1% | 80.7% | 73.0% | 56.7% |
| | Geometry | 30.8% | 62.7% | 80.5% | 72.5% | 62.1% |

Source: Virginia Department of Education Web site, 2006.

Exhibit 5-8 compares the number of instructional and teacher aide staff positions and their average annual salaries. Petersburg City has the second lowest number of instructional positions and the lowest average annual teacher salary. For the teacher aides, Petersburg has the lowest number of teacher aides, but the highest average annual salary.

**EXHIBIT 5-8
PETERSBURG PUBLIC SCHOOLS
STAFF POSITIONS AND SALARIES
COMPARISON WITH SELECTED SCHOOL DIVISIONS
FISCAL YEAR 2005**

| SCHOOL DIVISION | ALL INSTRUCTIONAL POSITIONS ¹ | | TEACHER AIDES | |
|------------------------|--|-----------------------|---------------------|-----------------------|
| | NUMBER OF POSITIONS | AVERAGE ANNUAL SALARY | NUMBER OF POSITIONS | AVERAGE ANNUAL SALARY |
| Petersburg City | 456.5 | \$37,594 | 45 | \$15,718 |
| Danville City | 625.7 | \$40,335 | 100 | \$11,678 |
| Hopewell City | 334.3 | \$43,838 | 62 | \$15,384 |
| Lynchburg City | 816.3 | \$40,833 | 176.5 | \$10,114 |
| Roanoke City | 1,245.9 | \$45,321 | 292.2 | \$11,417 |
| Peer Average | 755.6 | \$42,912 | 157.7 | \$11,484 |

Source: Virginia Department of Education, Web site, 2006. ¹"All Instructional Positions" includes classroom teachers, guidance counselors, technology instructors, librarians, principals, and assistant principals.

Exhibit 5-9 gives several comparisons of staff ratios per 1,000 students. In comparison to the staff ratios to the peer divisions, Petersburg Public Schools has:

- the highest ratio for principals and assistant principals.
- the median ratio for teachers; and
- the lowest ratio for teacher aides.

**EXHIBIT 5-9
PETERSBURG PUBLIC SCHOOLS
COMPARISON WITH SELECTED SCHOOL DIVISIONS
STAFF PER 1,000 STUDENTS
FISCAL YEAR 2005***

| SCHOOL DIVISION | PRINCIPALS/ASSISTANT PRINCIPALS | TEACHERS ¹ | TEACHER AIDES |
|------------------------|---------------------------------|-----------------------|---------------|
| Petersburg City | 5.3 | 82.3 | 9.2 |
| Danville City | 3.5 | 79.7 | 14.2 |
| Hopewell City | 3.8 | 78.4 | 16.1 |
| Lynchburg City | 3.9 | 84.7 | 20.7 |
| Roanoke City | 3.9 | 82.9 | 22.1 |
| Peer Average | 3.8 | 81.4 | 18.3 |

Source: Virginia Department of Education Web site, Superintendent's Annual Report 2004-2005.

¹"Teachers" does not include technology instructors, guidance counselors, librarians, or substitutes.

MGT survey results show that administrators, principals, and teachers strongly agree (or agree) that:

- Overall quality of public education in PPS is improving.
- The emphasis on learning in PPS has increased in recent years.
- PPS schools are good places to learn.
- Most students are motivated to learn.
- Lessons are organized to meet students' needs.
- The curriculum is broad and challenging for most students.
- The division provides curriculum guides for all grades and subject areas.
- The division uses the results of benchmark tests to monitor student performance and identify performance gaps.
- Teachers in our schools know the material they teach.
- Teachers in our schools care about students' needs.
- Teachers expect students to do their very best.

MGT survey results further indicate that principals and teachers overwhelmingly believe that the curriculum planning, instructional support, and instructional technology need some or major improvement.

5.1 Organizational Structure and Administrative Management

This section of the report reviews the organizational structure of education service delivery including the departments of pupil personnel services and federal programs, from the perspective of effective and efficient delivery of educational programs.

The departments under the position of assistant superintendent for instruction provide leadership and expertise in the development of general education curriculum and instructional initiatives that support achievement for all students in PPS. The department is responsible for the development of new curricula, and curricula and pacing guides that are based on Virginia Standards of Learning. Professional development opportunities are related to the effective implementation of new curricula and designed to support the instructional needs of teachers.

PPS classrooms are focused on teaching and learning. The pursuit of mastering the Virginia Standards of Learning (SOLs) serves as the core for the instructional day. Beyond the SOLs, PPS strives to serve the diverse needs of students by offering gifted and accelerated programs as well as needed special education services. While technology and creativity are inherent in the instructional program, the division's primary goal is to improve learning and student achievement.

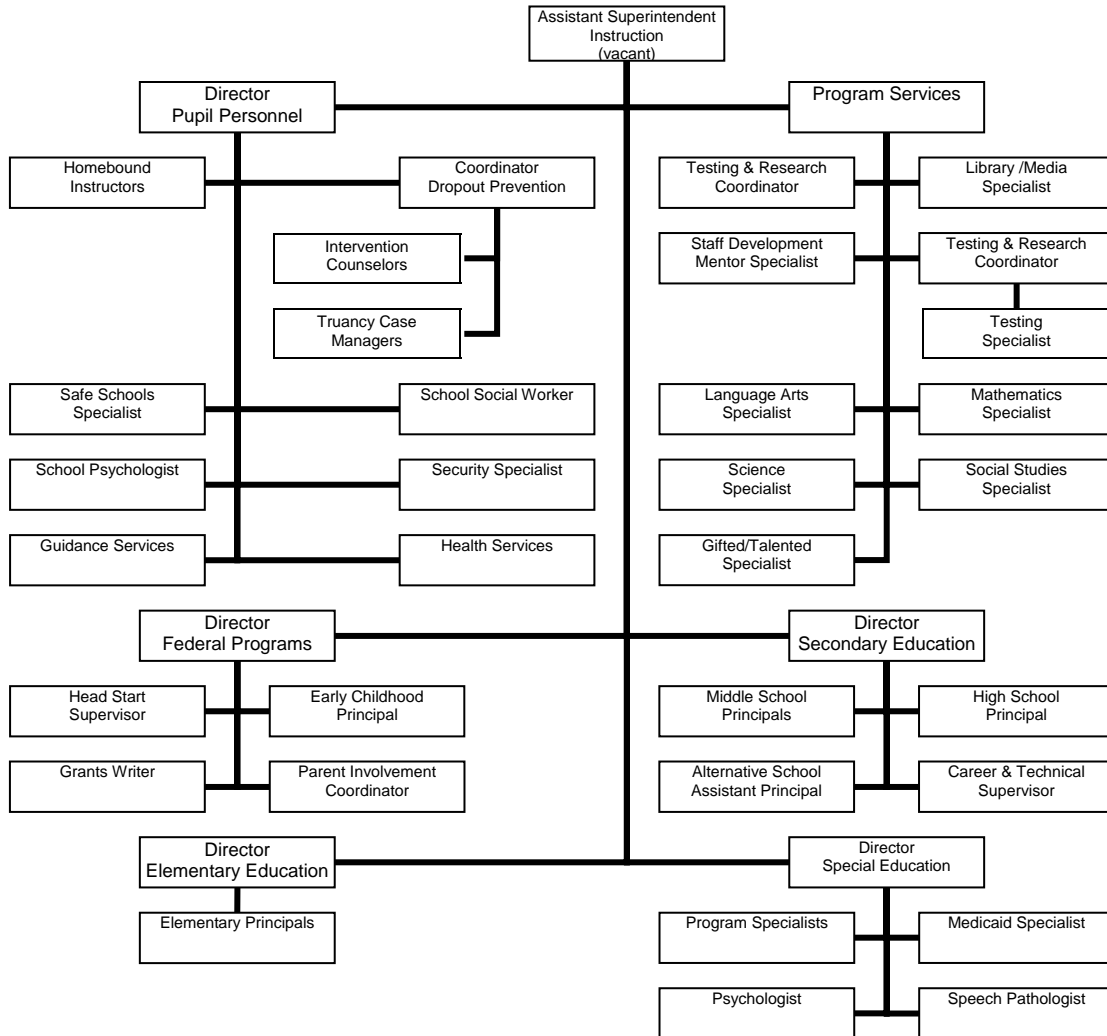
FINDING

The current organizational structure and lack of an assistant superintendent for instruction limits the division's administrative effectiveness and efficiency of curriculum and instruction initiatives. Seven of the nine schools did not meet federal requirements of AYP in 2006, as an indication of lack of effectiveness of programs and initiatives. The division doubled the number of schools making AYP since 2005.

Exhibit 5-10 shows the current organizational structure of the department of instruction. As can be seen, the position of assistant superintendent of instruction has thirteen direct reports including the director of pupil personnel, director of special education, director of federal programs, director of secondary schools, the elementary director, and eight curriculum and program specialists under program services.

At the time of this review, the position of assistant superintendent for instruction was vacant. An unfilled position at this level has led to minimal coordination and lack of direction. The department of instruction can be more efficiently managed if the position of assistant superintendent of instruction were filled. In this leadership vacuum, there is a lack of coordination between elementary and secondary education and curricular offerings.

**EXHIBIT 5-10
PETERSBURG PUBLIC SCHOOLS
ORGANIZATION STRUCTURE
DIVISION OF INSTRUCTION**



Source: Petersburg Public Schools, Human Resources Department, 2006.

Currently, the curriculum specialists report directly to the position of assistant superintendent. Since this position has been vacant for the past several months, these staff have been relatively “leaderless,” and have not contributed as fully as possible to the improvement of the curriculum, and student achievement. While this reduces costs to the division, it does nothing for the improvement of instruction.

The director of federal programs is currently responsible for federal grants management, and the positions directly reporting include the Head Start supervisor, the principal of the early childhood center, the parental involvement coordinator, and a grants writer. The early childhood principal would be more effectively assigned to the director of elementary instruction.

Greater emphasis must be placed on the director assuming a strong leadership role in curriculum development, implementation, and support to schools. In addition, the director of federal programs position can further assume program development areas of English as a Second Language and pre-kindergarten expansion.

The director of secondary instruction is responsible for the alternative, middle and high school principals as well as the career and technology supervisor. The elementary director is responsible only for the elementary principals, while the special education director has program and Medicaid specialists as well as speech pathologists and psychologists.

One school psychologist reports to the director of pupil personnel, as well as guidance services, health services, a security specialist, a safe schools specialist, dropout prevention coordinator, and the homebound instructor. It would seem more efficient to have the psychologists reporting to the same person.

The testing and research coordinator's position has responsibility for functions of research and testing. With the emphasis on accountability and improved student performance, this position must have a primary focus on coordination of testing, accountability through the school improvement process, and providing technical assistance to schools, particularly in the area of data analysis. This is further supported by the fact that seven of the nine schools in Petersburg Public Schools did not meet federal requirements of AYP.

The testing and research coordinator's position must also assume greater responsibility in implementing SOL Tracker software and providing staff development to school principals and teachers in the reporting of data, analysis of data, and using the data for instructional planning. The implementation of the automated data reporting system is imperative to the accountability functions of the division and must be given high priority.

Recommendation 5-1:

Reorganize the department of instruction and permanently fill the vacant position of assistant superintendent for instruction.

PPS should fill the position of assistant superintendent for instruction to provide leadership for a school division that has not been making AYP, and lacks consistent and effective leadership for the curriculum. Although the Virginia Department of Education has assigned a former superintendent to assist the division in the area of instruction, the problems of the division are so severe that it is critical that additional effective leadership be provided immediately. It is imperative that an instructional leader be found as soon as possible.

It is critical to reorganize the department of instruction to align functions to highly concentrate on curriculum and instruction, testing, accountability, and data analysis. The specific recommendations and accompanying implementation strategies and timelines are provided in **Chapter 2: District Organization and Administration**.

FISCAL IMPACT

This position is currently a line item in the division's operating budget, and thus no additional fiscal resources are required to implement this recommendation

FINDING

PPS has not fully implemented differentiated instruction nor incorporated effective learning strategies into instruction. While teachers may include differentiation and learning strategies in lesson plans, the actual implementation needs improvement.

Interviews with staff and onsite observation show that teachers continue to need support in differentiation and instructional strategies. *The Differentiated Classroom: Responding to the Needs of All Learners* (Tomlinson, 1999) is an excellent resource for differentiated instruction.

Exhibit 5-11 compares traditional and differentiated classrooms. As can be seen, differentiated, or multi-level, instruction provides students with many ways to access and learn content within the general curriculum.

Recommendation 5-2:

Strengthen the integration of learning strategies and differentiated instruction into the general education curriculum.

PPS should integrate learning strategies and differentiated instruction into the general education curriculum. The acting assistant superintendent for instruction should ensure that administrators, general education and special education teachers participate in staff development related to the integration of learning strategies and differentiated instruction into the general education curriculum, as well as general assessment and ongoing monitoring of student progress.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Assign the assistant superintendent for instruction the responsibility for incorporation. April 2007
2. The assistant superintendent for instruction, with program specialists and the elementary and secondary directors, should develop staff development. May 2007-August 2007
3. The assistant superintendent for instruction should evaluate student progress. October 2007 and Ongoing

FISCAL IMPACT

This implementation can be accomplished with existing professional development resources.

**EXHIBIT 5-11
PRINCIPLES, RATIONALE, AND CRITERIA IN APPLYING UNIVERSAL DESIGN TO
CURRICULUM, INSTRUCTION, AND EVALUATION**

| PRINCIPLES/RATIONALE | CRITERIA |
|--|---|
| <p>1. Flexible use. Curriculum, instruction, and evaluation should be designed from the outset for students with diverse abilities.</p> | <ul style="list-style-type: none"> ▪ Accommodates students with diverse abilities. ▪ Accommodates students who speak various languages. ▪ Does not stigmatize students. ▪ Benefits as many potential users as possible. ▪ Avoids inconveniencing students with any particular characteristics. |
| <p>2. Simple and intuitive use. Curriculum, instruction, and evaluation should be designed from the outset to be as easy to understand and use as possible.</p> | <ul style="list-style-type: none"> ▪ Is easy to use. ▪ Avoids unnecessary complexity. ▪ Provides clear directions and understandable examples. ▪ Breaks complex tasks into small steps. |
| <p>3. Perceptible information. Curriculum, instruction, and evaluation should be designed from the outset to be readily perceived regardless of environmental conditions or a user's sensory abilities.</p> | <ul style="list-style-type: none"> ▪ Communications information to users independent of environmental conditions and/or users' sensory abilities. ▪ Highlights essential information. ▪ Breaks information into comprehensive chunks. |
| <p>4. Tolerance for error. Curriculum, instruction, and evaluation should be designed from the outset to minimize the likelihood of error and the negative consequences resulting from error.</p> | <ul style="list-style-type: none"> ▪ Avoids punishing students for mistakes. ▪ Provides ample time to respond. ▪ Provides immediate and thorough feedback. ▪ Monitors progress. ▪ Provides adequate practice time. |
| <p>5. Reasonable physical, cognitive, and psychological efforts. Curriculum, instruction, and evaluation should be designed from the outset to avoid making a user uncomfortable or fatigued.</p> | <ul style="list-style-type: none"> ▪ Presents information that can be completed in a reasonable timeframe. ▪ Avoids physically, cognitively, and/or psychologically exhausting the user. |
| <p>6. Size and space for approach and use. Curriculum, instruction, and evaluation should be designed from the outset to be used in a physically accessible manner.</p> | <ul style="list-style-type: none"> ▪ Requires reasonable amount of space. ▪ Incorporates accessible materials and learning activities. |

Source: Adapted from Wehmeyer, M. L., Lance, G.D., & Bashinski, S. (2002). Promoting access to the general curriculum for students with mental retardation: A multi-level model. *Education and Training in Mental Retardation and Developmental Disabilities*, 37(3), 223-234.

5.2 Program Evaluation, Student Assessment, and Accountability

NCLB has dramatically changed the focus and accountability of schools and divisions throughout the country. Guiding principles mandated in the legislation include:

- ensuring that all students are learning;
- making all school systems accountable;
- ensuring that information is accessible and parental options are available; and
- improving the quality of teachers.

As a result, performance goals have been established in federal legislations including:

- By 2013-14, all students will reach high standards, at a minimum attaining proficiency or better in reading and mathematics.
- All limited English proficient students will become proficient in English and reach high academic standards, at a minimum attaining proficiency or better in reading, language arts, and mathematics.
- By 2005-06, all students will be taught by highly qualified teachers.
- All students will be educated in learning environments that are safe, drug free, and conducive to learning.
- All students will graduate from high school.

Local school divisions are required to test students in grades three, five, and eight in reading, mathematics, and science and in each subject at the high school level. Each year, the percentage of students at these grade levels who pass these tests must increase according to a timeline established by the Virginia Department of Education. For the Commonwealth of Virginia, the Standards of Learning assessments are accountability measures used to determine not only accreditation by the Virginia Department of Education, but also adequate yearly progress (AYP) for meeting the benchmarks of NCLB.

5.2.1 Program Evaluation

To accomplish effective program planning, decisions that impact the delivery system of educational services and its resource allocation must be based on comprehensive data analyses and systematic planning process. Effective planning of education programs must consider specific needs of all students served throughout the division and the multiple resources available to meet student needs. To determine if resources are effectively used, school systems must establish a clear basis for evaluating the impact of its educational programs. Effective evaluation is ongoing to ensure that resources are expended in ways that are delivering intended results. An evaluation plan should be an integral part of any new program or practice.

FINDING

PPS does not conduct any type of formal internal evaluation of its programs. External reviews, such as the Southern Association of Colleges and Schools (SACS) accreditation reviews and program monitoring from the Virginia Department of Education are the only ones that could be cited as regularly occurring program evaluations.

In addition, PPS does not have a specific policy related to the evaluation of instructional programs. There is no regular practice, schedule, or rationale for conducting evaluations of existing programs, nor for including evaluation components in new programs. PPS has no accountability for the use of evaluation as a tool for continuous improvement.

Without such accountability, the division is missing the opportunity for regular evaluation of programs and practices related to the student achievement of the purposes for which they were initiated. When program evaluation is an integral part of division practice and adoption of new programs, regular checkpoints offer information that can be used to inform the division of the need to add a new program, adjust an existing one, or to eliminate programs and practices that are not providing the benefits for which they were adopted.

Recommendation 5-3:

Develop a policy on program evaluation and strengthen its position as an integral component of the PPS continuous improvement process.

The division should ensure that there is ample internal program evaluation to justify the continuation or elimination of instructional programs. Establishing a process to inform staff on a specific timetable of the effectiveness and efficiency of its programs will ensure that it is truly meeting the division's goals, and also provide information regarding program strengths. The division should create a set of guidelines and expectations for all evaluations, including templates for evaluation plans and results to facilitate use of the information that the evaluations provide.

Taking better advantage of the assistance of the local postsecondary institutions in the area of research could provide benefits to the institutions and PPS. Such an agreement should provide both a field experience for university or college students and faculty, and provide more consistent feedback regarding the effectiveness of programs, without administrators having to assume full responsibility for program evaluation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. Instructional department administrators should develop policy on program evaluation. January 2007 – February 2007
2. Instructional department administrators should develop guidelines for evaluations. March 2007 – Ongoing
3. The instructional department should begin the evaluation of programs. September 2007 – Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources. Through utilization of existing partnerships with local postsecondary institutions, evaluations should not incur further expenses.

5.2.2 Student Assessment

Based on student performance (pass rates) on those tests, schools are assigned levels of accreditation. For the 2004-05 school year and beyond, for full accreditation, students must meeting the following criteria:

- seventy (70) percent pass rate in four content areas;
- seventy-five (75) percent pass rate in grade three and five English; and
- fifty (50) percent pass rate in each of grade three science and social science.

During 2006-07, only Walnut Hill Elementary was fully accredited according to the accreditation standards of the Virginia Department of Education. **Exhibit 5-12** shows the percentage of students passing the SOL assessments from 2003-04 to 2005-06. Progress has been sporadic.

**EXHIBIT 5-12
PETERSBURG PUBLIC SCHOOLS
ACCREDITATION REPORT FROM THE VIRGINIA DEPARTMENT OF EDUCATION
PERCENTAGE OF STUDENTS PASSING THE STANDARDS OF LEARNING
ASSESSMENTS
2003-04 TO 2005-06 SCHOOL YEARS**

| SCHOOL | ENGLISH | | | MATH | | | SCIENCE | | | HISTORY | | |
|-----------------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| | 2003-04 | 2004-05 | 2005-06 | 2003-04 | 2004-05 | 2005-06 | 2003-04 | 2004-05 | 2005-06 | 2003-04 | 2004-05 | 2005-06 |
| A.P. Hill | 39 | 63 | 54 | 49 | 72 | 49 | 38 | 63 | 44 | 44 | 84 | 68 |
| Blandford | 73 | 63 | 67 | 81 | 79 | 73 | 87 | 68 | 54 | 70 | 86 | 68 |
| JEB Stuart | 43 | 66 | 64 | 44 | 60 | 63 | 62 | 71 | 68 | 71 | 84 | 81 |
| Peabody Middle | 39 | 44 | 46 | 37 | 49 | 25 | 43 | 39 | 63 | 99 | 39 | 27 |
| Petersburg High | 73 | 61 | 76 | 38 | 42 | 42 | 33 | 46 | 53 | 43 | 58 | 65 |
| R.E. Lee | 39 | 51 | 67 | 44 | 60 | 65 | 43 | 55 | 69 | 59 | 32 | 67 |
| Vernon Johns | 35 | 38 | 54 | 55 | 54 | 34 | 57 | 58 | 63 | 36 | 45 | 43 |
| Walnut Hill | 69 | 71 | 78 | 65 | 73 | 78 | 67 | 65 | 71 | 92 | 87 | 79 |
| Westview | 55 | 62 | 50 | 58 | 56 | 51 | 73 | 54 | 42 | 56 | 64 | 60 |

Source: Virginia Department of Education Accreditation Report, 2006.

*Third and fifth grades combined for science and history.

Exhibit 5-13 displays a comparison of student achievement in assessment tests for the Commonwealth and for the PPS. In all cases PPS trails the Commonwealth achievement levels.

**EXHIBIT 5-13
COMPARISON OF STUDENT ACHIEVEMENT IN ASSESSMENT TESTS
FOR THE STATE AND PETERSBURG CITY PUBLIC SCHOOLS**

| STUDENT SUBGROUP | TYPE | 2003-2004 | | | 2004-2005 | | | 2005-2006 | | |
|-------------------------------------|----------|-----------|--------|------------|-----------|--------|------------|-----------|--------|------------|
| | | PASSED | TESTED | NOT TESTED | PASSED | TESTED | NOT TESTED | PASSED | TESTED | NOT TESTED |
| ENGLISH PERFORMANCE | | | | | | | | | | |
| All Students | Division | 53 | 96 | 4 | 56 | 96 | 4 | 59 | 95 | 5 |
| | State | 79 | 99 | 1 | 81 | 99 | 1 | 84 | 100 | 0 |
| Black Students | Division | 52 | 96 | 4 | 56 | 96 | 4 | 58 | 96 | 4 |
| | State | 66 | 98 | 2 | 70 | 99 | 1 | 73 | 99 | 1 |
| Hispanic Students | Division | 33 | 100 | 0 | 74 | 85 | 15 | 54 | 96 | 4 |
| | State | 69 | 100 | 0 | 73 | 100 | 0 | 76 | 100 | 0 |
| White Students | Division | 76 | 89 | 11 | 68 | 100 | 0 | 64 | 92 | 8 |
| | State | 85 | 99 | 1 | 87 | 99 | 1 | 89 | 100 | 0 |
| Students with Disabilities | Division | 28 | 85 | 15 | 31 | 89 | 11 | 30 | 92 | 8 |
| | State | 51 | 97 | 3 | 56 | 98 | 2 | 64 | 100 | 0 |
| Disadvantaged Students | Division | 52 | 98 | 2 | 55 | 98 | 2 | 58 | 93 | 7 |
| | State | 64 | 98 | 2 | 69 | 99 | 1 | 73 | 99 | 1 |
| Limited English Proficient Students | Division | - | 100 | 0 | - | - | - | 9 | 100 | 0 |
| | State | 65 | 100 | 0 | 70 | 100 | 0 | 72 | 100 | 0 |
| MATHEMATICS PERFORMANCE | | | | | | | | | | |
| All Students | Division | 48 | 94 | 6 | 53 | 94 | 6 | 44 | 94 | 6 |
| | State | 83 | 98 | 2 | 84 | 99 | 1 | 76 | 100 | 0 |
| Black Students | Division | 47 | 94 | 6 | 53 | 94 | 6 | 43 | 94 | 6 |
| | State | 70 | 98 | 2 | 73 | 98 | 2 | 62 | 99 | 1 |
| Hispanic Students | Division | 65 | 84 | 16 | 61 | 97 | 3 | 63 | 86 | 14 |
| | State | 76 | 98 | 2 | 77 | 99 | 1 | 66 | 99 | 1 |
| White Students | Division | 68 | 79 | 21 | 77 | 100 | 0 | 60 | 92 | 8 |
| | State | 87 | 99 | 1 | 89 | 99 | 1 | 81 | 100 | 0 |
| Students with Disabilities | Division | 27 | 82 | 18 | 29 | 92 | 8 | 24 | 96 | 4 |
| | State | 57 | 97 | 3 | 61 | 98 | 2 | 53 | 100 | 0 |
| Disadvantaged Students | Division | 50 | 96 | 4 | 58 | 96 | 4 | 45 | 93 | 7 |
| | State | 72 | 98 | 2 | 74 | 99 | 1 | 62 | 99 | 1 |
| Limited English Proficient Students | Division | 31 | 80 | 20 | - | - | - | 33 | 80 | 20 |
| | State | 76 | 98 | 2 | 77 | 99 | 1 | 65 | 99 | 1 |

Source: School Matters Web site (www.schoolmatters.com), 2005.

Exhibit 5-14 displays information on the status of AYP for each school in the division, and improvement status. Five of the nine schools are in Year 3, 4, or 5 of improvement status, and three are not in improvement status. In 2005-06, only two schools made AYP.

**EXHIBIT 5-14
PETERSBURG PUBLIC SCHOOLS
ACCREDITATION REPORT FROM THE VIRGINIA DEPARTMENT OF EDUCATION
2006-07 STATUS ON AYP, ACCREDITATION, AND IMPROVEMENT**

| SCHOOL | AYP | | | ACCREDITATION STATUS | | | IMPROVEMENT STATUS | | |
|-----------------|---------|---------|---------|----------------------|---------|------------|--------------------|---------|--------|
| | 2003-04 | 2004-05 | 2005-06 | 2003-04 | 2004-05 | 2005-06 | SCHOOL | ENGLISH | MATH |
| A.P. Hill | No | Yes | No | Warning | Warning | Denied | NIP | NIP | NIP |
| Blandford | No | No | No | Yes | Warning | Warning | Year 1 | Year 1 | NIP |
| JEB Stuart | No | Yes | No | Warning | Warning | Denied | Year 3 | Year 3 | NIP |
| Peabody Middle | No | No | No | Warning | Warning | Denied | Year 3 | Year 3 | NIP |
| Petersburg High | No | No | No | Warning | Warning | Denied | Year 3 | Year 3 | Year 3 |
| R.E. Lee | No | Yes | Yes | Warning | Warning | Improving | NIP | NIP | NIP |
| Vernon Johns | No | No | No | Warning | Warning | Warning | Year 5 | Year 3 | Year 5 |
| Walnut Hill | Yes | Yes | Yes | Warning | Warning | Accredited | NIP | NIP | NIP |
| Westview | No | No | No | Warning | Warning | Warning | Year 4 | NIP | Year 4 |

Source: Virginia Department of Education Accreditation Report, 2006.
NIP = Not in improvement status.

Blandford Elementary met every SOL benchmark except English, while AP Hill met the benchmark in Grade Three history and science but needs to improve significantly in math and several other areas. Westview Elementary met two of seven benchmarks, in Grade Three history and science. JEB Stuart Elementary met four of seven benchmarks while Petersburg High School showed improvement in history and maintained AYP in English. Vernon Johns Middle School, where parents and staff are working together on a restructuring plan, showed improvement over the three year average in two of the four tested areas and declines in the other two. Thirty-nine of the total 2006 PPS SOL scores were between 70 to 80 percent; thirty-eight were in the 60s, while twenty-nine were in the 50s, fifteen were in the 40s and five were in the 30s and below.

By 2006, under the NCLB goals, all schools were to have classes taught by highly qualified teachers. **Exhibit 5-15** displays information on the percent of classes taught by non-highly qualified teachers at each school in the division in 2003-04, 2004-05, and 2005-06. In the division, 16 percent of classes in 2005-06 were taught by teachers who were not highly qualified, compared to the Commonwealth average of five percent.

**EXHIBIT 5-15
PERCENT OF CLASSES TAUGHT BY NON-HIGHLY QUALIFIED TEACHERS
2003-04, 2004-05, AND 2005-06 SCHOOL YEARS**

| SCHOOL | PERCENT OF CLASSES TAUGHT BY NON-HIGHLY QUALIFIED TEACHERS | | |
|-----------------|--|---------|---------|
| | 2003-04 | 2004-05 | 2005-06 |
| A.P. Hill | 5 | 20 | 13 |
| Blandford | 0 | 40 | 18 |
| JEB Stuart | 8 | 22 | 14 |
| Peabody Middle | 8 | 12 | 15 |
| Petersburg High | 5 | 22 | 17 |
| R.E. Lee | 15 | 20 | 12 |
| Vernon Johns | 8 | 19 | 19 |
| Walnut Hill | 26 | 54 | 23 |
| Westview | 11 | 14 | 10 |
| PPS | 8 | 21 | 16 |
| Commonwealth | 6 | 5 | 5 |

Source: Virginia Department of Education Accreditation Report, 2006.

FINDING

PPS does not effectively use student performance data to plan for instruction, although the division has been using SOLAR for nine-weeks benchmark assessment. PPS did not meet AYP in 2005-06 at all schools except at R.E. Lee and Walnut Hill Elementary Schools.

During on-site visits, it was reported that schools have the availability of data, but analysis has to be completed in hand reports by the principal or teachers at each school. Currently, there is no automated system for analyzing student data for administrators or teachers that assists in planning for instruction. Considerable time must be spent in analysis of student data, test items, and tracking of subcategories of students. Disaggregated data reports are generated by the SOLAR software, but teachers reported that their training was not adequate.

The SOL Tracker data analysis software is customized for the state of Virginia to provide educators with the ability to view the school's data through a series of progress reports. Tracker provides visibility from the division level all the way down to the individual student. The specialized reports on curriculum alignment allow teachers to analyze the alignment between curriculum, instruction, and assessment.

Data analysis software is essential in providing outcome achievement data to administrators and teachers for analysis and instructional planning. The software provides reports designed to make the collection, organization, and analysis of SOL data easier for administration and teachers.

Recommendation 5-4:

Investigate the purchase and implementation of the SOL Tracker data reporting software.

PPS should investigate purchase and implementation of the SOL Tracker data analysis software. Such an automated program should provide three types of data, including outcome (achievement), demographic, and process (contextual). Specific analysis should be conducted for subcategories of students who are not meeting AYP. The reports should be used in school improvement plans as well as NCLB/AYP progress reporting.

The software program is currently in use in over 65 Virginia school divisions.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | | |
|----|---|------------|
| 1. | Instructional department administrators should investigate the purchase of SOL tracker. | March 2007 |
| 2. | Instructional department administrators should budget for purchase of SOL tracker. | April 2007 |
| 3. | Instructional department administrators should purchase SOL Tracker. | July 2007 |

IMPLEMENTATION STRATEGIES AND TIMELINE (CONTINUED)

- 4. Instructional department administrators should oversee the implementation of the software. July – August 2007

- 5. Instructional department administrators should provide analyses to principals to use October 2007 –
Ongoing

FISCAL IMPACT

Implementation of this recommendation will require acquisition of the software at a one-time cost of \$6,900.00 for the purchase of a district-level version of the software. Cost could be reduced by eVA rate.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|--|-----------|---------|---------|---------|---------|
| Purchase SOL Tracker Data Reporting Software | (\$6,900) | \$0 | \$0 | \$0 | \$0 |

5.3 School Improvement

The development of a school improvement plan is one of the most important tasks of the school. It is the tool that schools use to plan, implement, monitor, evaluate, and adjust curriculum, and programs to ensure that all students are achieving at high levels. The underlying foundation for an effective school improvement plan is a thorough analysis of the school's data. Schools must set and prioritize their goals based on the analysis of data and then select research-based, proven effective instructional strategies to create an action plan for school improvement. School improvement plans should include:

- baseline data from which progress will be measured;
- specific timelines from interim as well as final determination of successful implementation;
- designated individuals responsible for action accomplishment, rather than general positions identified as responsible;
- resources in terms of funds, time and professional development needed to achieve the goal and underlying strategies;
- provisions for the evaluation of success or re-examination of progress for revision of goals and/or re-adoption of them in the future; and
- provisions for monitoring at the division level to ensure that adequate resources and support are being offered and that plans are progressing in implementation.

Furthermore, the school improvement process is much easier to monitor by central office administration if the format of the plan is consistent from school-to-school, using a template to ensure that all plans include the same goals, objectives, and strategies, as well as procedures for evaluation.

FINDING

PPS has not implemented a consistent school improvement process in each of the division's schools.

School improvement plans (SIPs) are to be based on the division's mission and the schools' vision, mission, and values and are to be updated annually. The Virginia Department of Education documents that SIPs must:

- assess academic achievement for each student population;
- base objectives on the Academic Excellence indicator system and other assessments;
- specify how campus goals will be individualized;
- identify resources and sources of supplemental support;
- set timelines for reaching the goals and monitoring strategies;
- include plans for the state compensatory education program as part of the campus improvement plan;
- tie strategies to research and proven practices;
- establish and measure progress towards measurable performance objectives; and
- include formative and summative evaluation criteria.

A review of the School Improvement Plans indicates that PPS does not meet the Virginia Department of Education requirements for SIPs, including:

- an annual measurable goal and objective;
- a strategy for accomplishing the goal and objective;
- action steps to be taken;
- persons responsible;
- persons involved;
- resources needed;
- timelines; and
- monitoring evaluation procedures.

Recommendation 5-5:

Follow a consistent school improvement planning process.

Development of a school improvement planning process is essential for a school division whose schools have not been making annual progress and are in improvement status.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------------|
| 1. Instructional services staff should contact the DOE for assistance. | January 2007 |
| 2. School staff should work with assistance of DOE staff. | February-June 2007 |
| 3. Instructional services staff should distribute the new process to all schools. | June 2007 |
| 4. School staff at each school should develop appropriate SIPs. | August – Nov. 2007 |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

PPS does not have a method for collecting and disseminating best practices among personnel throughout the division.

During on-site interviews and school visits, MGT observed and reviewed practices in schools and departments within PPS. While there are many research-based practices in place throughout the division, there is no coordinated approach to documenting and disseminating those best practices. Although central office and school-based staff referenced the need for the examination of data, few referred to the examination and use of research as another basis for instructional and curricular decisions.

Recommendation 5-6:

Examine effective practices and resources that can be collected and disseminated to all school administrators and teachers.

The practices, resources and use of data that are being used in various locations and departments should to be systematically examined and disseminated to all PPS principals and teachers. The dissemination of successful strategies ensures that the best practices of individual schools and departments contribute to the improvement of all schools in the division.

IMPLEMENTATION STRATEGIES AND TIMELINE

The implementation timeline of this recommendation cannot be determined at this time. Actual implementation will depend on establishment of permanent leadership of the instructional services department.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

Recommendation 5-7:

Ensure that all school improvement monitoring instruments are aligned to the characteristics of high-performing and effective schools.

The implementation of this recommendation should ensure that all school improvement efforts are consistent with the research on high-performing, effective schools. This action will further ensure that research that has proven to be comprehensive and systematic is included in decisions and strategies as the division works for continuous improvement.

Exhibit 5-16 shows nine characteristics of high-performing schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

The implementation timeline of this recommendation cannot be determined at this time. Actual implementation will depend on establishment of permanent leadership of the instructional services department.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

**EXHIBIT 5-16
NINE CHARACTERISTICS OF HIGH PERFORMING SCHOOLS**

Research has shown that there is no silver bullet – no single thing that schools can do to ensure high student performance. Rather, three decades of research demonstrate that high performing schools tend to show evidence of the following nine characteristics:

1. Clear and Shared Focus

Everybody knows where they are going and why. The vision is shared – everybody is involved. The vision is developed from common beliefs and values, creating a consistent focus.

2. High Standards and Expectations

Teachers and staff believe that all students can learn and that they can teach all students. There is recognition of barriers for some students to overcome, but the barriers are not insurmountable. Students become engaged in an ambitious and rigorous course of study.

3. Effective School Leadership

Effective leadership is required to implement change processes within the school. This leadership takes many forms. Principals often play this role, but so do teachers and other staff, including those in the division office. Effective leaders advocate, nurture, and sustain a school culture and instructional program conducive to student learning and staff professional growth.

4. Supportive Learning Environment

The school has a safe, civil, healthy, and intellectually stimulating learning environment. Students feel respected and connected with the staff and are engaged in learning. Instruction is personalized and small learning environments increase student contact with teachers.

5. High Levels of Community and Parent Involvement

There is a sense that all educational stakeholders have a responsibility to educate students, not just the teachers and staff in schools. Parents, as well as businesses, social service agencies, and community colleges/universities all play a vital role in this effort.

6. High Levels of Collaboration and Communication

There is constant collaboration and communication between and among teachers of all grades. Everybody is involved and connected, including parents and members of the community, to solve problems and create solutions.

7. Frequent Monitoring of Teaching and Learning

Teaching and Learning are continually adjusted based on frequent monitoring of student progress and needs. A variety of assessment procedures are used. The results of the assessment are used to improve student performances and also to improve the instructional program.

8. Curriculum, Instruction, and Assessment Aligned with Standards

Curriculum is aligned with local, state, and national standards. Research-based materials and teaching and learning strategies are implemented. There is a clear understanding of the assessment system, what is measured in various assessments and how it is measured.

9. Focused Professional Development

Professional development for all educators is aligned with the school's and division's common focus, objectives, and high expectations. It is ongoing and based on high need areas.

Source: Compiled by MGT Using Effective Schools Research, 2005.

5.4 Federal Programs

Exhibit 5-17 lists the ten federal entitlement programs of the NCLB. Federal entitlement funds are budgeted on a per pupil allocation basis to eligible schools. Each school uses funds to provide supplemental educational interventions for students who have difficulty with skill mastery and are not meeting performance expectations. PPS receives Title I, Title II, Title IV, and Title VI federal entitlement funds, as well as funds for Special Education, Vocational Education, and Safe and Drug Free Schools. During Fiscal Year 2005, PPS received the 14th highest per pupil funding from federal funds, \$1,271 per pupil, compared to the Commonwealth average of \$656 per pupil. The FY07 budget estimates that PPS will receive over \$6.0 million in federal funding.

Title I, Part A of the Elementary and Secondary Education Act of 1965 (ESEA) provides local education agencies (LEAs or school divisions) with extra resources to help improve instruction in high-poverty schools and ensure that poor and minority children have the same opportunity as other children to meet challenging state academic standards. NCLB, which includes Title I, promotes local control and flexibility. The legislation encourages local solutions to local problems. In addition, the legislation encourages federal money to be used to solve problems, rather than subsidize bureaucracy. PPS receives \$2 million in Title I funds, including salaries and benefits, special programs, and professional development.

**EXHIBIT 5-17
2005-06 NO CHILD LEFT BEHIND ENTITLEMENT PROGRAMS**

| |
|--|
| <p>Title I Improving the Academic Achievement of the Disadvantaged Part A Improving Basic Programs Operated by LEAs Part B Student Reading Skills Improvement Grants Part C - Migrant Education Part D - Neglected and Delinquent Part E - National Assessment of Title 1 Part F- Comprehensive School Reform</p> <p>Title II Preparing, Training and Recruiting High-Quality Teachers and Principals Part A - Teacher and Principal Training and Recruiting Fund Part B - Math and Science Partnerships Part C - Innovation for Teacher Quality Part D - Enhancing Education Through Technology</p> <p>Title III Language Instruction for Limited English Proficient and Immigrant Students Part A - English Language Acquisition, Language Enhancement and Academic Achievement</p> <p>Title IV 21st Century Schools Part A - Safe and Drug Free. Schools and Communities Part B - 21st Century Community Learning Centers</p> <p>Title V Promoting Informed Parental Choice and Innovative Programs Part A – Innovative Programs</p> <p>Title VI Flexibility, Accountability, and Rural Education Initiative Part A Improving Academic Achievement Subpart 1-Accountability Subpart 2-Funding Transferability for the SDE and LEAs Part B – Rural Education Initiative Subpart 1-Small, Rural School Achievement Program Subpart 2-Rural and Low-Income School Program</p> <p>Title VII Indian, Native Hawaiian, and Alaska Native Education Programs Part A – Indian Education</p> <p>Title VIII Impact Aid Program</p> <p>Title IX General Provisions</p> <p>Title X Repeals, Redesignations, and Amendments to Other Statutes Part C - Education for Homeless Children and Youth</p> |
|--|

Source: Virginia State Department of Education, 2005.

Title II, Improving Teacher and Principal Quality of the *No Child Left Behind Act*, provides funds to support and help improve teacher quality and increase the number of highly qualified teachers and principals, including:

- salaries and benefits for three classroom size reduction teachers;
- teacher quality improvement;
- support fund for substitutes pay
- professional development;
- teacher materials and supplies;
- curriculum; and
- recruiting.

Title II focuses on using practices that are research-based to prepare, train, and recruit high-quality teachers. PPS received about \$450,000 Title II funds for use at all schools in Petersburg. Title IV, Safe and Drug-Free Schools and Communities, supports programs in violence prevention in and around schools; prevents the illegal use of alcohol, tobacco, and drugs; involves parents and communities; and is coordinated with other state and local resources to foster a safe and drug-free environment that supports student academic achievement. PPS receives \$51,000 in Title IV funds and provides alternative education counseling through programs at all schools in the division.

FINDING

PPS does not have a consolidated application for participation in programs authorized by NCLB.

The Virginia Department of Education has developed a consolidated application for participation in programs authorized by NCLB. PPS does not have a consolidated application. A consolidated application allows a local school corporation to align NCLB programs and demonstrate a system-wide focus on improving students' achievement and accountability. In addition, a consolidated application for programs supported by NCLB allows the local school corporation to more effectively align with state-level goals and measures supporting the state aims for education.

Recommendation 5-8:

Develop a consolidated application for participation in programs authorized by the *No Child Left Behind Act*.

PPS should develop a consolidated application for participation in programs authorized by NCLB. The Department of Federal Programs should prepare the consolidated application for federal funds with a focus on alignment with state-level goals and measures which support the state aims for education.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of federal programs should contact DOE for the form. January 2007
2. The director of federal programs should complete the form with assistance of school staff. February-March 2007

FISCAL IMPACT

This recommendation can be implemented with existing resources.

5.4.1 Special Education

The *Individuals with Disabilities Education Act* (IDEA) is a federal law that gives guidance and direction for providing special education services to students with disabilities. Originally passed in 1975 as the Education for all Handicapped Children Act, IDEA was reauthorized by Congress in 1997 and again in 2004. Many provisions of the IDEA amendments address and clarify procedures for improving education and related services to students with disabilities. IDEA establishes six principles that govern the education of students with disabilities. **Exhibit 5-18** summarizes these six basic principles.

IDEA defines special education as specially designed instruction, at no cost to the child's parents, to meet the unique needs of a student with disabilities [20 U.S.C., sec 1401 (25)]. A student is eligible for special education and related services if the student has a disability as identified by IDEA and because of the disability, needs specially designed instruction.

EXHIBIT 5-18 SIX PRINCIPLES GOVERNING THE EDUCATION OF STUDENTS WITH DISABILITIES

- **Zero reject:** A rule against excluding any student.
- **Nondiscriminatory evaluation:** A rule requiring schools to evaluate students fairly to determine if they have a disability and, if so, what kind and how extensive.
- **Appropriate education:** A rule requiring schools to provide individually tailored education for each student based on the evaluation and augmented by related services and supplementary aids and services.
- **Least restrictive environment:** A rule requiring schools to educate students with disabilities with students without disabilities to the maximum extent appropriate for the students with disabilities.
- **Procedural due process:** A rule providing safeguards for students against schools' actions, including a right to sue in court.
- **Parental and student participation:** A rule requiring schools to collaborate with parents and adolescent students in designing and carrying out special education programs.

Source: *Exceptional Lives: Special Education in Today's School*, 2004.

Exhibit 5-19 lists the number of special education pupils served by PPS and the four comparison school divisions, together with the “codes” for the special needs’ condition. As was shown in **Exhibit 5-3**, PPS has a smaller proportion of its student population classified as special education.

**EXHIBIT 5-19
NUMBER OF STUDENTS BY DISABILITY
PETERSBURG PUBLIC SCHOOLS AND COMPARISON DIVISIONS
2005-06 SCHOOL YEAR**

| DISABILITY | PETERSBURG | DANVILLE | HOPEWELL | LYNCHBURG | ROANOKE | PEER AVERAGE |
|--------------------------------|-------------------|-----------------|-----------------|------------------|----------------|---------------------|
| Mental Retardation | 179 | 128 | 103 | 45 | 242 | 139.4 |
| Severe Disability | 6 | 7 | 1 | 5 | 10 | 5.8 |
| Hearing Impairments | 6 | 5 | 4 | 13 | 23 | 10.2 |
| Speech or Language Impairments | 115 | 227 | 228 | 198 | 442 | 242 |
| Visual Impairments | 2 | 3 | 1 | 7 | 7 | 4 |
| Emotional Disturbance | 68 | 68 | 48 | 94 | 228 | 101.2 |
| Orthopedic Impairments | 1 | 5 | 4 | 3 | 4 | 3.4 |
| Other Health Impairments | 73 | 184 | 81 | 244 | 295 | 175.4 |
| Specific Learning Disabilities | 194 | 301 | 209 | 484 | 659 | 369.4 |
| Deaf-Blindness | 2 | 0 | 0 | 0 | 0 | 0.4 |
| Multiple Disabilities | 0 | 19 | 2 | 71 | 38 | 26 |
| Autism | 14 | 18 | 2 | 44 | 31 | 21.8 |
| Traumatic Brain Injured | 2 | 4 | 2 | 3 | 0 | 2.2 |
| Developmental Delay | 68 | 60 | 44 | 243 | 203 | 123.6 |
| TOTAL | 730 | 1,029 | 729 | 1,454 | 2,182 | 1,349 |

Source: Virginia Department of Education Web site, 2006.

FINDING

PPS is working with the Virginia Department of Education to document improved educational and functional outcomes for children and youth with disabilities in accordance with IDEA 2004.

IDEA 2004 requires that all states develop and submit to the federal Office of Special Education Programs a performance plan that is designed to advance the state from its current level of compliance with the federal law and to improve the educational and functional outcomes for children and youth with disabilities. In addition, all states are required to submit an annual report in future years documenting the progress toward meeting those goals of improved educational and functional outcomes.

The Virginia State Performance Plan documents specific indicators for improved educational and functional outcomes for children and youth with disabilities in three monitoring priorities. The plan documents baseline and trend data when available, identifies appropriate target goals for each indicator, and specifies planned activities, timelines, and resources for achieving those goals. The timeline for accomplishing the

targeted goals is 2010-11. Local education agencies will be required to provide data to the Virginia Department of Education for each indicator in 2006-07 through 2010-11.

Monitoring priorities and indicators of the Virginia Department of Education, Exceptional Student Services include:

■ **Monitoring Priority: Free Appropriate Public Education in the Least Restrictive Environment**

Indicator 1: Graduation Rate – Percent of youth with IEPs graduating from high school with a regular diploma compared to percent of all youth in the state graduating with a regular diploma.

Indicator 2: Dropout Rate – Percent of youth with IEPs dropping out of high school compared to the percent of all youth in the state dropping out of high school.

Indicator 3: Participation and Performance on Assessments – Participation and performance of children with disabilities on statewide assessments.

Indicator 4: Rates of Suspension and Expulsion.

Indicator 5: School-Ages Placements: Percent of children with IEPs aged six through 21.

Indicator 6: Preschool Placements – Percent of preschool children with IEPs who received special education and related services in settings with typically developing peers (i.e., early childhood settings, home, and part-time early childhood/part-time early childhood special education settings).

Indicator 7: Preschool Outcomes – Percent of preschool children with IEPs who demonstrate improved academic performance.

Indicator 8: Parent Involvement - Percent of parents with a child receiving special education services who report that schools facilitated parent involvement as a means of improving services and results for children with disabilities.

■ **Monitoring Priority: Disproportionality**

Indicator 9: Racial/Ethnic Disproportionality – Percent of divisions with disproportionate representation of racial and ethnic groups in special education and related services that is the result of inappropriate identification.

Indicator 10: Racial/Ethnic Disproportionality – Percent of divisions with disproportionate representation of racial and ethnic groups in specific disability categories that is the result of inappropriate identification.

■ **Monitoring Priority: Effective General Supervision Part B/Child Find**

Indicator 11: Evaluation Timelines – Percent of children with parental consent to evaluate who were evaluated and eligibility determined within 60 days (or state-established timeline).

Indicator 12: Preschool Transition – Percent of children referred by Part C prior to age 3 who are found eligible for Part B and who have an IEP developed and implemented by their third birthday.

Indicator 13: High School Transition – Percent of youth aged 16 and above with an IEP that includes coordinated, measurable annual IEP goals and transition services that will reasonably enable the student to meet the postsecondary goals.

Indicator 14: High School Outcomes – Percent of youth who had IEPs, are no longer in secondary school, and who have been competitively employed, enrolled in some type of postsecondary school, or both, within one year of leaving high school.

Indicator 15: Effective Correction Action – General supervision system (including monitoring, complaints, hearings, etc.) identifies and corrects noncompliance as soon as possible, but in no case later than one year from identification.

Indicator 16: Due Process Hearing Timelines – Percent of fully adjudicated due process hearing requests that were fully adjudicated within the 45-day timeline or a timeline that is properly extended by the hearing officer at the request of either party.

Indicator 17: Resolution Session Effectiveness – Percent of hearing requests that went to resolution sessions that were resolved through resolution session settlement agreements.

Indicator 18: Mediation Effectiveness – Percent of mediations held that resulted in mediation agreements.

Indicator 19: Reporting Accuracy and Timeliness – State-reported data are timely and accurate.

PPS is required to work with the Virginia Department of Education to advance its current level of compliance with federal and state special education mandates and to improve the educational and functional outcomes for children and youth with disabilities. The changes in the IDEA 2004 regulations require that local education agencies develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities to the Virginia Department of Education. This process began in 2004-05 and will continue under the current state plan through 2010-11.

Recommendation 5-9:

Develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities as required by IDEA 2004 and as directed by the Virginia Department of Education.

The purpose of progress monitoring is to examine student performance frequently over time to evaluate response to intervention in order to make data-based decisions about a student's progress.

Progress monitoring includes the following components:

- monitoring the response to an intervention that is relevant to a specific behavior or skill;
- collecting frequent data;
- displaying data in a table, chart or graph;
- examining patterns of student performance; and
- using data to make educational decisions about students' academic and/or social performance

Systematic progress monitoring is important because:

- it is a systematic way to determine the success of a student's response to a specific intervention;
- it emphasizes the demonstration of improved outcomes for students;
- student outcomes tend to improve when performance is monitored regularly; and
- decisions can be made based on a pattern of an individual's or a group's performance, rather than one or two pieces of information.

Activities should include staff development and monitoring procedures at the division and school level. Particular emphasis should be placed on the monitoring priority area of free appropriate public education in the least restrictive environment.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------------|
| 1. The director of special education should form a committee of principals, special education teachers, parents, and other special education stakeholders to develop a division calendar with activities and timelines for monitoring the progress of special education students. | May 2007 |
| 2. The director of special education should work with the technology staff to create a database for collecting data on educational and functional outcomes for students with disabilities in the division. | June - July 2007 |
| 3. The director of special education should work with the committee to integrate the information available in the database to the activities and timelines in the proposed calendar. | August 2007 |
| 4. The director of special education should disseminate the calendar to all affected stakeholders for review and feedback. | September – November 2007 |
| 5. The director of special education should coordinate the specified activities on the coordinating calendar to ensure that established deadlines are met. | December 2007 – Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing staff and resources.

FINDING

PPS has an effective electronic system for developing and monitoring Individual Educational Plans (IEPs) of students with disabilities or maintaining compliance with state and federal regulations. The division has purchased the IEP On-line software for this purpose.

Exhibit 5-20 shows the required content of the IEP as regulated by federal legislation. As shown, the IEP process and documentation for accountability is extensive. Failure to have appropriate IEPs for students with disabilities can result in noncompliance with state and federal law and potential loss of funds to the division.

**EXHIBIT 5-20
REQUIRED CONTENT OF THE INDIVIDUAL EDUCATIONAL PLAN
INDIVIDUALS WITH DISABILITIES EDUCATION ACT 1997***

The IEP is a written statement for each student ages 3 to 21. Whenever it is developed or revised, it must contain the following:

- The student's present levels of educational performance including:
 - How the disability of a student (ages 6 through 21) affects his or her involvement and progress in the general curriculum, or
 - How the disability of a preschooler (ages 3 through 5) affects his or her participation in appropriate activities
- Measurable annual goals, including benchmarks, or short-term objectives, related to:
 - Meeting needs resulting from the disability, in order to enable the student to be involved in and progress in the general curriculum
 - Meeting each of the student's other disability-related needs
- The special education and related services and supplementary aids and services that will be provided to the student or on the student's behalf, and the program modifications or supports for school personnel that will be provided as that the student:
 - Can advance appropriately toward attaining the annual goals
 - Be involved in and progress through the general curriculum and participate in extracurricular and other nonacademic activities
 - Be educated and participate with other students with disabilities and with students who do not have disabilities in general education
- The extent, if any, to which the student will not participate with students who do not have disabilities in general education classes and in extracurricular and other nonacademic activities.
- Any individual modifications in the administration of state and division wide assessments of student achievement so that the student can participate in these assessments; moreover, if the IEP determines that the student will not participate in a particular state or division wide assessment or any part of an assessment, the IEP must state why that assessment is not appropriate for the student and how the student will be assessed.
- The projected date for beginning the services and program modifications and the anticipated frequency, location, and duration of each.
- Transition plans, including:
 - Beginning at age 14 and each year thereafter a statement of the student's needs that are related to transition services, including those that focus on the student's courses of study (e.g., the student participation in advanced-placement courses in an educational program).
 - Beginning at age 16 (or sooner, if the IEP team pledges it is appropriate), a statement of needed transition services, including, when appropriate, a statement of the interagency responsibilities or any other needed links.
 - Beginning at least one year before the student reaches the age of majority under state law (usually at age 18), a statement that the student has been informed of those rights under IDEA that will transfer to the student from the parents when the student becomes of age
- How the student's progress toward annual goals will be measured and how the student's parents will be informed—at least as often as parents of students who do not have disabilities are informed—of the student's progress toward annual goals and the extent to which the progress is sufficient to enable the student to achieve the goals by the end of the school year.

Source: *Exceptional Lives* by Turnbull & Turnbull, 2004.

*Requirements are documented from IDEA 1997 pending the release of federal regulations for IDEA 2004.

IEP On-line is organized in an easy to understand and intuitive format that follows the special education process. There are sections within the program, including:

- demographics, including data imported from the student information system;
- referral which includes key information from referral meetings and notes on further evaluation;
- evaluation and eligibility which documents information for determining eligibility, including initial consent, notification, assessment, and justification for committee decisions;
- plans which track IEPs for each student including planning, goals, performance measurements, and objectives;
- notes such as a parent contact log;
- reports that provide multiple levels of detailed information including comprehensive state reporting;
- calendars to allow administrators to set division timelines according to state requirements; and
- preferences, such as disability codes, school locations, and withdrawal codes.

COMMENDATION 5-A:

PPS has implemented an electronic system for the development of Individual Educational Plans and for maintaining compliance with special education state and federal requirements.

5.5 Staffing

The Standards of Quality (SOQ) in Virginia provide detailed guidelines regarding the staffing ratios for administrative, instructional and support personnel in school divisions.

Section 22.1-253.13:2, Part C of the SOQ details the ratios for instructional staff:

Each school board shall assign licensed instructional personnel in a manner that produces division-wide ratios of students in average daily membership to full-time equivalent teaching positions, excluding special education teachers, principals, assistant principals, counselors, and librarians, that are not greater than the following ratios: (i) 24 to one in kindergarten with no class being larger than 29 students; if the average daily membership in any kindergarten class exceeds 24 pupils, a full-time teacher's aide shall be assigned to the class; (ii) 24 to one in grades one, two, and three with no class being larger than 30 students; (iii) 25 to one in grades four through six with no class being larger than

35 students; and (iv) 24 to one in English classes in grades six through 12.

Within its regulations governing special education programs, the Board shall seek to set pupil/teacher ratios for pupils with mental retardation that do not exceed the pupil/teacher ratios for self-contained classes for pupils with specific learning disabilities.

Further, school boards shall assign instructional personnel in a manner that produces school-wide ratios of students in average daily memberships to full-time equivalent teaching positions of 21 to one in middle schools and high schools. School divisions shall provide all middle and high school teachers with one planning period per day or the equivalent, unencumbered of any teaching or supervisory duties.

In Part H through J of section 22.1-253.13:2, the staffing ratios for administrative and support staff are:

H. Each local school board shall employ, at a minimum, the following full-time equivalent positions for any school that reports fall membership, according to the type of school and student enrollment:

- 1. Principals in elementary schools, one half-time to 299 student one full-time at 300 students; principals in middle schools, one full-time, to be employed on a 12-month basis; principals in high schools, one full-time, to be employed on a 12-month basis;*
- 2. Assistant principals in elementary schools, one half-time at 600 students, one full-time at 900 students; assistant principals in middle schools, one full-time for each 600 students; assistant principals in high schools, one full-time for each 600 students;*
- 3. Librarians in elementary schools, one part-time to 299 students, one full-time at 300 students; librarians in middle schools, one-half time to 299 students, one full-time at 300 students, two full-time at 1,000 students; librarians in high schools, one half-time to 299 students, one full-time at 300 students, two full-time at 1,000 students;*
- 4. Guidance counselors in elementary schools, one hour per day per 100 students, one full-time at 500 students, one hour per day additional time per 100 students or major fraction thereof; guidance counselors in middle schools, one period per 80 students, one full-time at 400 students, one additional period per 80 students or major fraction thereof; guidance counselors in high schools, one period per 70 students, one full-time at 350 students, one additional period per 70 students or major fraction thereof; and*
- 5. Clerical personnel in elementary schools, part-time to 299 students, one full-time at 300 students; clerical personnel in*

middle schools, one full-time and one additional fulltime for each 600 students beyond 200 students and one full-time for the library at 750 students; clerical personnel in high schools, one full-time and one additional full-time for each 600 students beyond 200 students and one full-time for the library at 750 students.

- I. Local school boards shall employ five full-time equivalent positions per 1,000 students in grades kindergarten through five to serve as elementary resource teachers in art, music, and physical education.*
- J. Local school boards shall employ two full-time equivalent positions per 1,000 students in grades kindergarten through 12, one to provide technology support and one to serve as an instructional technology resource teacher.*

Part K of the SOQ goes on to state that school divisions may exceed these minimums and may staff positions that are funded through state incentive or categorical funding programs.

FINDING

Petersburg Public Schools are overstaffed at the secondary instructional level.

Exhibit 5-21 displays the SOQ-recommended staffing ratios for instructional, administrative, and support staff personnel. **Exhibits 5-22 and 5-23** show the actual positions at each PPS elementary, middle, and high school. **Exhibit 5-24** displays the staffing at each school in the division based on a comparison of the actual positions and recommended ratios. At the secondary level, there are over 54 teaching positions above the recommended minimum.

**EXHIBIT 5-21
VIRGINIA SOQ MINIMUM STAFF TO PUPIL RATIOS
2006-07 SCHOOL YEAR**

| POSITION | ELEMENTARY SCHOOL | MIDDLE SCHOOL | HIGH SCHOOL |
|--------------------------------|--------------------------------|----------------------|--------------------|
| Principal | 1 per school* | 1 per school | 1 per school |
| Assistant Principal | 1 per 900 | 1 per 600 | 1 per 600 |
| Librarian | 1 per 300 | 2 per 1,000 | 2 per 1,000 |
| Guidance Counselor | 1 per 500 | 1 per 400 | 1 per 350 |
| Clerical Personnel | 1 per 300 | 2 per 800 | 2 per 800 |
| Resource Teachers (Art, Music) | 5 per 1,000 (Gr. K-2) | | |
| ITRT | 2 per 1,000 (Gr. K-12) | | |
| Classroom Teachers | 1:24 (Gr. K-3); 1:25 (Gr. 4-6) | 1:24 (Grade 6-12)** | |

Source: Virginia Standards of Quality, 2006.

*Schools of 900 students or more

**English classes

**EXHIBIT 5-22
STAFFING LEVELS OF ELEMENTARY SCHOOLS
PETERSBURG PUBLIC SCHOOLS
2006-07 SCHOOL YEAR**

| POSITION | A.P. HILL | BLANDFORD | ECDC | JEB STUART | ROBERT E. LEE | WALNUT HILL | WESTVIEW |
|---------------------------|------------------|------------------|-------------|-------------------|----------------------|--------------------|-----------------|
| Principal | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| Asst. Prin. | 1 | 1 | 0 | 1 | 1 | 1 | 1 |
| Teacher | 24 | 19 | 17 | 19 | 16 | 27 | 19 |
| SPED Teacher | 5 | 2 | 2 | 3 | 3 | 4 | 8 |
| Resource | 2.5 | 2 | 0 | 4 | 3 | 3 | 2.5 |
| Clerical | 2 | 2 | 2 | 2 | 2 | 2 | 2 |
| Librarian | 1 | 1 | 0 | 1 | 1 | 1 | 1 |
| Guidance | 1 | 1 | 0 | 1 | 1 | 1 | 1 |
| Nurse | 1 | 1 | 1 | 1 | 1 | 1 | 1 |
| Paraprofessional | 6.2 | 4.4 | 22.9 | 6.4 | 2 | 5.4 | 10.2 |
| Permanent Sub | 4 | 0 | 0 | 1 | 2 | 0 | 0 |
| ITRT | 0 | 0 | 0 | 0 | 1 | 1 | 0 |
| Student Enrollment | 372 | 300 | 273 | 343 | 268 | 576 | 318 |

Source: Petersburg Public Schools, Human Resources Department, 2006.

**EXHIBIT 5-23
STAFFING LEVELS OF MIDDLE AND HIGH SCHOOLS
PETERSBURG PUBLIC SCHOOLS
2006-07 SCHOOL YEAR**

| POSITION | VERNON JOHNS MIDDLE | PEABODY MIDDLE | PETERSBURG HIGH SCHOOL |
|---------------------------|----------------------------|-----------------------|-------------------------------|
| Principal | 1 | 1 | 1 |
| Asst. Prin. | 2 | 2 | 3 |
| Teacher | 40 | 40 | 88 |
| SPED Teacher | 8 | 9 | 11 |
| Resource | 6 | 6 | 15 |
| Clerical | 6 | 5 | 8 |
| Librarian | 1 | 1 | 2 |
| Guidance | 2 | 2 | 4 |
| Nurse | 1 | 1 | 1 |
| Paraprofessional | 6 | 8 | 6 |
| Permanent Sub | 2 | 0 | 0 |
| ITRT | 1 | 1 | 1 |
| Student Enrollment | 602 | 610 | 1513 |

Source: Petersburg Public Schools, Human Resources Department, 2006.

**EXHIBIT 5-24
STAFFING LEVELS COMPARED TO MINIMUM STANDARDS
PETERSBURG PUBLIC SCHOOLS**

| | EMPLOYED TEACHERS | STANDARD | EXCESS OR SHORTAGE |
|-----------------------------|-------------------|---------------|--------------------|
| ELEMENTARY | | | |
| A.P. Hill | 24 | 26.0 | (2.0) |
| Blandford | 19 | 21.0 | (2.0) |
| Ecdc | 17 | 15.7 | 1.4 |
| Jeb Stuart | 19 | 16.3 | 2.7 |
| Robert E. Lee | 16 | 13.2 | 2.8 |
| Walnut Hill | 27 | 27.0 | 0.0 |
| Westview | 19 | 15.3 | 3.8 |
| Subtotal, Elementary | 141 | 134.39 | 6.61 |
| SECONDARY | | | |
| Vernon Johns Middle | 40 | 25.1 | 14.9 |
| Peabody Middle | 40 | 25.4 | 14.6 |
| Petersburg High School | 88 | 63.0 | 25.0 |
| Subtotal, Secondary | 168 | 113.5 | 54.5 |
| TOTAL | 309 | 247.9 | 61.1 |

Source: Petersburg Public Schools, Human Resources Department, 2006.

When review staff visited the secondary schools, classes were observed to have small pupil/teacher ratios. As was shown in Exhibit 5-5, PPS had a significantly smaller student/teacher ratio at the secondary level than did the comparison divisions, 7.90:1 for PPS compared to an average of 10.6:1 at the comparison divisions.

If the division were to reduce the number of teaching positions at the secondary level, those funds could be used to improve staff development, and for other strategies to improve student achievement.

Recommendation 5-10:

Evaluate the feasibility of phasing out up to 50 teaching positions at the secondary level, over the next two years.

Reduction of the teaching positions will bring the division more into line with the peer divisions as well as the Standards of Quality and allow for funds to be invested in teacher professional development. Recommendations for reductions in other school-based personnel are found in **Chapter 2: Division Administration**.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The superintendent and assistant superintendents should evaluate which clerical positions should be cut. January – February 2007
2. The human resources department sends out lay-off letters. March 2007

IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

- | | | |
|----|---|--------------------|
| 3. | The director of secondary instruction and secondary principals should develop a plan for determining which teaching positions are not needed, and which would be eliminated in 2007-08 and 2008-09. | January 2007 |
| 4. | The director of secondary instruction should check with legal counsel to ensure all rules are followed. | February 2007 |
| 5. | Human resources should send letters to those teachers affected for the 2007-08 school year. | March – April 2007 |
| 6. | Human resources should send letters to those teachers affected for the 2008-09 school year. | March – April 2008 |

FISCAL IMPACT

Average salary and benefits for a secondary level teacher is \$50,655, and elimination of 25 positions in 2007-08 would save \$1,266,390, and a like additional amount in 2008-09.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|----------------|----------------|----------------|----------------|----------------|
| Evaluate Feasibility of Phasing out 50 Secondary Teachers | \$1,266,390 | \$2,532,780 | \$2,532,780 | \$2,532,780 | \$2,532,780 |

6.0 *TRANSPORTATION*

6.0 TRANSPORTATION

The manager of pupil transportation for Petersburg Public Schools (PPS) has a poster in his office that reads, "Stop for school buses, because they are loaded with America's future." The poignancy of this poster is understood by parents, teachers, administrators, and members of the public who realize that there is no other more important responsibility than transporting students safely to and from school, special events, and extracurricular activities. This major function is accomplished by thousands of school systems throughout the country and is a tribute to the leaders of our nation's school systems who ensure that they provide the safest mode of transport in comparison with any other form of transit (air, surface, water) in the world.

During the 2006-07 school year, PPS provided regular and exclusive school bus service to 4,108 students throughout the city. Among those served are 291 alternative/special students, who, because of their varying disabilities or special needs, require special arrangements to school sites throughout the city.

The Code of Virginia, Section 22.1-176 states, in part, "County School Boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring such transportation." PPS provides all students free bus transportation to and from school within the student's attendance area. Transportation is also provided between the home and school or other educational facilities operated by PPS in which the student is enrolled. Additionally, students may be required to meet a bus at an assigned stop located up to one-half mile from his/her residence, on a Commonwealth-maintained road.

Overall, PPS provides efficient student transportation services. It performs this responsibility in a safe manner and provides students with competent and safe transportation; however, MGT of America found several issues that should be corrected or improved. Making the recommended improvements outlined in this chapter will have fiscal impacts and also increase efficiency, personnel retention, and operational integrity.

This chapter presents the major findings, commendations, and recommendations for the transportation function. The major sections in this chapter are:

- 6.1 Efficiency and Effectiveness of the Transportation System
- 6.2 Vehicle Acquisition and Maintenance
- 6.3 Technology Supporting the Transportation Function

CHAPTER SUMMARY

Petersburg Public Schools provides effective student transportation services; however, emphasis could be placed on greater efficiencies. The transportation department is in compliance with most Virginia Department of Education (VDOE) policies and procedures. The department could improve its ability to control costs and deliver students to and from their destinations more efficiently. Making recommended improvements outlined in this chapter will increase efficiency, personnel retention, and operational integrity.

The transportation department is commended for accomplishing effective training to ensure qualified bus drivers and attendants are available to safely transport students to and from school. Certification training and in-service training are accomplished in spite of the thinness of the organizational structure and the multiple tasks for which the manager of pupil transportation is responsible.

The manager of pupil transportation reports to the assistant superintendent for administration. He has been in the position for several years and performs a myriad of tasks, including acting as a substitute bus driver as situations demand. Due to organizational issues, personnel reticence to aggressively pursue functional issues, personnel shortages, and lack of experience of transportation personnel, the mission is accomplished marginally and with difficulty.

MGT found that the division needs to improve in the areas of its bus replacement policy, vehicle accountability, spare bus policy, routing and scheduling, communications, driver recruitment and retention, maximization of student bus capacity (accurate headcount and list of students transported on buses), crisis management planning, and safety. The following is a brief summary of the major areas needing improvement:

- Petersburg does not have a current documented School Board – approved bus replacement policy. VDOE advocates that school divisions not have a bus replacement policy that is in excess of 14 years (in essence, no bus over 14 years of age is approved by the Commonwealth to transport students). The PPS bus replacement policy should be reviewed and adjusted. With 61 buses in the total inventory (though only 46 are considered by the transportation department for operational purposes), PPS has a 12-year bus replacement policy (this takes into consideration the total of 61 buses for which PPS has accountability responsibility) currently in the bus fleet.
- The manager of pupil transportation reported having 46 buses for student transportation services; however, there are 61 buses for accountability purposes. The reason is that PPS has excess buses that, although considered obsolete and not used for student transportation services, are still kept in the transportation parking area and have not been disposed of through the normal process.
- The PPS spare bus policy should be reviewed and adjusted. Normally, a 10 percent bus policy is considered adequate for school buses. PPS has a 41 percent spare bus policy (again this takes into consideration the total of 61 buses that the division still must account for), which is considered excessive.
- The routing and scheduling of student transportation services is not efficient. The manager of pupil transportation uses automated software technology available for routing and scheduling bus transportation. As primary manager of the EDULOG automated routing system, he does not have sufficient time to ensure necessary upgrades to the system to properly distribute routing and scheduling lists to school principals and the bus drivers who must execute the routes.

- PPS has serious challenges recruiting and retaining a sufficient number of regular and substitute bus drivers. In addition, there is need for development of an effective bus driver program.
- The transportation department does not keep a current listing of which students are on which buses. Bus drivers and principals are given a list of the bus stops and routes for buses picking up or discharging students; however, this does not include information on bus capacity or identify students on buses by name.
- Bus safety and accident prevention and training should be improved. The manager of pupil transportation keeps a record of accidents involving buses, but there are discrepancies in what is reported to the school division and Virginia Department of Education.

As part of this performance audit, diagnostic review was conducted to gather opinions of PPS administrators, principals, teachers, and staff. These opinions and attitudes do not offer a complete picture of the transportation function, but are nonetheless valuable. This group is cognizant that pupil transportation serves approximately 5,100 students and employs 43 bus drivers who run 39 routes (using 39 buses according to the manager of pupil transportation) daily. They are aware that the travel area for buses covers 23 square miles and that the department uses a computerized routing system. Other perceptions and observations of PPS administrators, principals, teachers, and staff include the following:

- Recruiting and retaining bus drivers is a challenge. PPS is constantly looking for drivers to maintain both the regular and substitute driver pool. They posit that there are difficulties finding potential drivers who can pass screening tests to become bus drivers, or who are willing to become substitute drivers given the low pay, the lack of benefits, and the negatives associated with discipline problems on some routes.
- The division has a 12-year bus replacement plan and traditionally purchases four new buses yearly to meet this goal (a goal desired but not achieved).
- Field trips for students place a significant financial burden on the transportation budget and budgeted costs for this service have not increased over the past 14 years.
- At the end of each day, buses are returned to the parking and maintenance facility where they are cleaned, filled with fuel, and prepared for the next day.
- Bus evacuation drills are held annually, and a handbook for drivers has been developed and provided to each bus driver.

As stated, the above are perceptions and observations provided by PPS administrators, principals, teachers, and staff with regard to the student transportation function. The remainder of this chapter examines more thoroughly their observations and perceptions. In addition, surveys, examination of verified data and information, numerous interviews with

key personnel, focus group surveys of bus drivers and attendants, VDOE data, and other information are incorporated as necessary to reinforce or refute PPS perceptions.

PPS requested that this transportation section include a comparative assessment of the school division with selected school divisions in other parts of the Commonwealth of Virginia. The peer divisions chosen for this purpose were Danville, Hopewell, Lynchburg, and Roanoke. Our comparative analysis uses data, information, and reports provided by *School Bus Fleet Magazine*, PPS, peer school districts, and PPS on-site sources. More current information provided by MGT may be found in latter sections of this chapter; because of the uniqueness of the comparisons, other peer school divisions may be used. Though the information is generally consistent, there may be in some instances slight differences due to sources and reporting time frames.

The City of Petersburg population has declined in recent years. **Exhibit 6-1** shows the city population was 33,740 in the 2002-03 school year and declined to 32,604, by 2005-06 for a decrease of 1,136. A similar trend may be seen in the peer comparisons. The peer population average was 59,308 in school year 2002-03 and decreased to 57,106 in school year 2005-06, for a decrease of 2,202. The population trends show that the City of Petersburg and its peer comparisons suffered population declines from 2002 to 2006.

**EXHIBIT 6-1
PETERSBURG CITY AND PEER POPULATION GROWTH TRENDS
COMPARED TO OTHER CITY/COUNTY POPULATION
2000 THROUGH 2005 SCHOOL YEARS**

| VIRGINIA CITIES | 2002-03 | 2003-04 | 2005-06 |
|---------------------------|---------------|---------------|---------------|
| Petersburg | 33,740 | 33,091 | 32,604 |
| Danville | 48,411 | 46,988 | 46,143 |
| Hopewell | 23,354 | 23,860 | 22,690 |
| Lynchburg | 65,269 | 65,269 | 66,963 |
| Roanoke | 100,200 | 93,460 | 92,631 |
| POPULATION AVERAGE | 54,195 | 52,534 | 52,206 |

Source: U.S. Census Bureau statistics, 2006.

In view of circumstances showing population declines for the City of Petersburg as shown in **Exhibit 6-1** above, it is important to see if there have been corresponding decreases in student populations. **Exhibit 6-2** reveals that PPS had 4,440 students enrolled in 2000-01. That number declined to 4,399 in 2004-05, for a loss of 41 students. The peer division average was 6,471 students in 2000-01. That number declined by 131 students from 2000-01 to 2000-06. Those declines of .0093 percent for PPS and two percent for the peer comparisons reveal gradual reductions in student populations. The losses in respective city populations shown in the peer comparisons and the declines in student population show a positive and direct relationship.

**EXHIBIT 6-2
STUDENT POPULATION
PETERSBURG PUBLIC SCHOOLS
AND PEER COMPARISONS
2000 THROUGH 2005 SCHOOL YEARS**

| SCHOOL DIVISION | 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 |
|----------------------------------|--------------|--------------|--------------|--------------|--------------|
| Petersburg Public Schools | 4,440 | 5,513 | 4,561 | 4,126 | 4,399 |
| Danville City Public Schools | 3,797 | 3,797 | * | 3,158 | 5,929 |
| Hopewell City Public Schools | 4,915 | 4,921 | 4,577 | 3,969 | 4,266 |
| Lynchburg City Public Schools | 6,827 | 6,357 | 6,629 | 6,213 | 6,528 |
| Roanoke City Public Schools | 10,345 | 9,185 | 9,342 | 9,207 | 8,639 |
| PEER DIVISION AVERAGE | 6,065 | 5,955 | 6,277 | 5,335 | 5,952 |

Source: Commonwealth of Virginia, Department of Education, 2006.

* No data reported.

Note: Numerical entries are totals for students transported during morning and afternoon runs.

An important measurement of the transportation function is total yearly transportation costs. **Exhibit 6-3** shows that the PPS transportation budget was \$1,427,533 in 2000-01 and rose to \$1,888,618 in 2004-05 for a 32.3 percent increase. The school division average was \$2,371,733 in 2000-01. In 2004-05 the peer division average rose to \$3,144,409 for an increase of \$772,636, or 33 percent. The figures show that the budget increase for PPS and its peer comparisons were nearly identical. Furthermore, though there were decreases in city populations and student school populations, as shown in **Exhibits 6-1** and **6-2**, transportation costs increased for all of the school divisions.

**EXHIBIT 6-3
TOTAL YEARLY TRANSPORTATION COSTS
PETERSBURG PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000 TO 2005 SCHOOL YEARS**

| SCHOOL DIVISION | 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 |
|----------------------------------|--------------------|--------------------|--------------------|--------------------|--------------------|
| Petersburg Public Schools | \$1,427,533 | \$1,678,759 | \$1,846,623 | \$1,971,172 | \$1,888,618 |
| Danville City Public Schools | \$1,791,175 | \$2,188,180 | \$1,716,189 | \$2,393,027 | \$2,099,294 |
| Hopewell City Public Schools | \$503,640 | \$578,789 | \$584,532 | \$649,227 | \$700,671 |
| Lynchburg City Public Schools | \$3,191,485 | \$3,175,630 | \$3,071,882 | \$3,191,072 | \$3,820,791 |
| Roanoke City Public Schools | \$4,000,793 | \$4,884,143 | \$4,670,246 | \$4,498,136 | \$5,956,883 |
| PEER DIVISION AVERAGE | \$2,182,925 | \$2,501,100 | \$2,377,894 | \$2,540,527 | \$2,893,251 |

Source: Commonwealth of Virginia, Department of Education, 2006.

Exhibit 6-4 shows the number of regular students provided transportation services over a five-year period. PPS had 4,150 students in 2000-01. This number increased to 5,183 in 2001-02, declined to 4,237 in 2002-03, increased to 4,312 in 2003-04, and then decreased again to 4,108 in 2004-05. There was an overall decline from 2000-01 to 2004-05 of 42 students in PPS during the five-year period. The school division average shows a similar pattern of increases and decreases of regular students transported during this five-year period. However, there was overall population decline for the peer divisions. In 2000-01, there were 6,318 students and in 2004-05 there were 6,049, for a reduction of 269 students. These fluctuations were related to populations moving out of the cities and a corresponding rise of charter and private school enrollments.

**EXHIBIT 6-4
NUMBER OF REGULAR STUDENTS TRANSPORTED
PETERSBURG PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000 THROUGH 2005 SCHOOL YEARS**

| SCHOOL DIVISION | 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 |
|----------------------------------|--------------|--------------|--------------|--------------|--------------|
| Petersburg Public Schools | 4,150 | 5,183 | 4,237 | 4,312 | 4,108 |
| Danville City Public Schools | 3,670 | 3,670 | * | 3,158 | 5,715 |
| Hopewell City Public Schools | 4,688 | 4,781 | 4,407 | 3,969 | 4,200 |
| Lynchburg City Public Schools | 6,758 | 6,288 | 6,545 | 6,213 | 6,402 |
| Roanoke City Public Schools | 10,156 | 8,996 | 9,157 | 9,006 | 7,877 |
| PEER DIVISION AVERAGE | 5,884 | 5,784 | 6,087 | 5,332 | 5,660 |

Source: Commonwealth of Virginia, Department of Education, 2006.

* No data reported.

Notes: Numerical entries are totals for students transported morning and afternoon runs.

Exhibit 6-1 reflects Census Bureau data that differ from the above data, but the number loss is similar.

Exhibit 6-5 shows the numbers of exclusive or special education students provided transportation services in PPS and the peer divisions. It is important to point out that exclusive or special education transportation services often take up a considerable amount of the budget of school divisions in the Commonwealth of Virginia. Specially equipped buses, equipment, and the need for bus aides all contribute to the significant cost of transporting exclusive/special education students. **Exhibit 6-5** shows that the number of exclusive students fluctuated over the five-year period from 290 in 2000-01 to 291 in 2004-05. The average number of PPS students over the five-year period was 311 students.

The number of exclusive/special students for the peer division average was 151 in 2000-01, dropped to 131 in 2001-02, increased to 146 in 2002-03, increased to 161 in 2003-04, and then made a dramatic jump to 292 in 2004-05. The average number for the peer division average during the five-year period was 176.

PPS numbers were almost identical to the peer division averages. In 2004-05, PPS transported 291 exclusive students and the peer division average was 292. In summary, it is apparent that the peer divisions and PPS have been transporting almost the same number of students and their respective increases considering the average for the peer divisions have been about the same.

**EXHIBIT 6-5
EXCLUSIVE STUDENTS TRANSPORTED IN
PETERSBURG PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000 THROUGH 2005 SCHOOL YEARS**

| SCHOOL DIVISION | 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 |
|----------------------------------|--------------|------------|--------------|--------------|--------------|
| Petersburg Public Schools | 290 | 330 | 324 | 319 | 291 |
| Danville City Public Schools | 127 | 127 | 0 | 129 | 214 |
| Hopewell City Public Schools | 217 | 140 | 170 | 231 | 66 |
| Lynchburg City Public Schools | 69 | 69 | 84 | 82 | 126 |
| Roanoke City Public Schools | 189 | 189 | 185 | 201 | 762 |
| PEER DIVISION AVERAGE | 178.4 | 171 | 152.6 | 192.4 | 291.8 |

Source: Commonwealth of Virginia, Department of Education, 2006.

Note: Numerical entries are totals for students transported during morning and afternoon runs.

Exhibit 6-6 shows the number of buses and the number of spare buses providing student transportation services. The exhibit is designed to depict total buses and spares by showing the number of buses used for daily transportation services on the left side of the diagonal and spare buses on the right side of the diagonal. PPS had 35 buses and 13 spares in 2000-01 and 39 buses and five spares in 2004-05. The peer division average was 78 buses and 18 spares in 2000-01 and 77 buses and 11 spares in 2004-05. It is important to point out that 10 percent is considered the optimum number of spares that a transportation unit should maintain. In 2004-5, PPS should have had four spares but had five, or one spare considered excess. On the other hand, the peer division average for spares should have been eight but was 11, or four over the number considered optimum. In summary, PPS has been more disciplined than its peer division comparisons in maintaining the optimum number of spares, based on the data compiled by the Virginia Department of Education from reports submitted by the respective divisions.

**EXHIBIT 6-6
NUMBER OF BUSES AND SPARES PROVIDING TRANSPORTATION SERVICES
PETERSBURG PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000 THROUGH 2005 SCHOOL YEARS**

| SCHOOL DIVISION | 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 |
|----------------------------------|--------------|--------------|--------------|---------|--------------|
| Petersburg Public Schools | 35/13 | 36/13 | 37/10 | * | 39/5 |
| Danville City Public Schools | 58/20 | 57/26 | 61/18 | * | 47/9 |
| Hopewell City Public Schools | 24/4 | 24/4 | 24/4 | * | 25/4 |
| Lynchburg City Public Schools | 84/12 | 84/23 | 85/22 | * | 96/5 |
| Roanoke City Public Schools | 147/36 | 154/53 | 152/51 | * | 140/26 |
| PEER DIVISION AVERAGE | 70/17 | 71/24 | 72/21 | * | 69/10 |

Source: Commonwealth of Virginia, Department of Education, 2006.

*No data provided by DOE for this school year.

Note: The above exhibit depicts the number of buses providing transportation services on the left side of the diagonal and number of spares on the right side of the diagonal.

Exhibit 6-7 reflects the number of deadhead miles in PPS compared to the peer divisions. Deadhead miles are defined as mileage spent moving buses or vehicles to begin a route or going to a pre-designated location and waiting until it is necessary to begin a route, or going

to a designated location to pick up a student prior to commencing transportation service. If not controlled, deadhead miles may result in significant transportation costs.

In 2000-01, PPS traveled 75,796 deadhead miles as compared to the peer division average for the same timeframe of 239,890. In 2004-05, PPS traveled 62,930 deadhead miles, for a reduction of 12,866 miles or minus 20 percent. The peer division average was 239,890 deadhead miles in 2000-01 and rose to 313,045 in 2004-05, for an increase of 73,155 miles or 30 percent. Compared against its peers, PPS decreased deadhead miles by 17 percent, and the peer divisions increased deadhead miles by 30 percent.

**EXHIBIT 6-7
DEADHEAD MILES
PETERSBURG PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000 THROUGH 2005 SCHOOL YEARS**

| SCHOOL DIVISION | 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 |
|----------------------------------|----------------|----------------|----------------|----------------|----------------|
| Petersburg Public Schools | 75,796 | 77,996 | 72,202 | 55,490 | 62,930 |
| Danville City Public Schools | 34,800 | 26,000 | 35,000 | 36,000 | 57,943 |
| Hopewell City Public Schools | 50,020 | 50,500 | 51,500 | 39,000 | 39,000 |
| Lynchburg City Public Schools | 561,422 | 556,176 | 490,432 | 16,174 | 175,680 |
| Roanoke City Public Schools | 313,319 | 427,693 | 370,112 | 385,916 | 979,560 |
| PEER DIVISION AVERAGE | 207,071 | 227,673 | 203,849 | 106,516 | 263,023 |

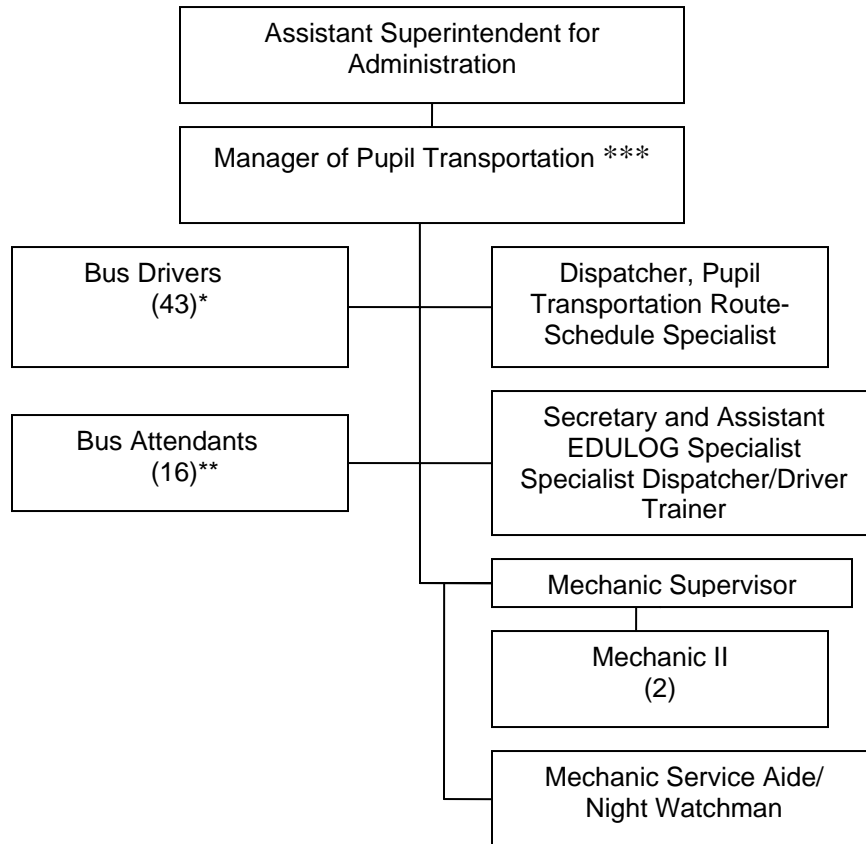
Source: Commonwealth of Virginia, Department of Education, 2006.

PPS compared favorably with its peer divisions in the preceding exhibits. The transportation budget of PPS and operational efficiencies are competitive with the other city school divisions. PPS is accomplishing its basic transportation mission of providing transportation services for students to and from school and fulfilling a myriad of other transportation responsibilities.

6.1 Efficiency and Effectiveness of the Transportation System

Exhibit 6-8 shows the organizational structure for the transportation department of Petersburg Public Schools. The manager of pupil transportation has been in the position for several years and reports to the assistant superintendent for administration.

**EXHIBIT 6-8
ORGANIZATIONAL STRUCTURE
PETERSBURG PUBLIC SCHOOLS
PUPIL TRANSPORTATION
2006-07 SCHOOL YEAR**



Source: MGT of America, 2006.

*Includes seven special ed drivers, 15 part-time drivers and two substitute drivers.

**Includes four substitute attendants.

***Manager performs EDULOG Routing and Scheduling.

This organization is thin with respect to what it must accomplish efficiently and effectively in providing responsive and safe student transportation. This section discusses what the department is able to do reasonably well along with the negative consequences arising from its organizational structure. The impact of the thinness of the structure begins with the manager of pupil transportation, who is the principal for routing and scheduling, the principal trainer, the accident/incident investigator, and the supervisor and evaluator of performance for the positions in the department. In most transportation departments these duties are performed or shared by others. Additionally, the manager performs all functions shared by transportation managers, such as planning, budgeting, and reporting. His effectiveness is hampered by the extent to which he functions too frequently as a substitute driver when drivers are not available.

According to the manager of pupil transportation during the on-site review, three years ago PPS enrollment was higher than at present, but the transportation mission was accomplished with 28 regular bus routes and nine special education routes. Currently there

are 29 regular routes and 10 special needs routes. Adding to the current workload is the increase in the number of students transported to the Elementary Education Acceleration Program (EEAP) and to the Boys and Girls Club from Vernon Johns School and Petersburg High School. Nonetheless, the transportation department reduced three full-time positions in recent years to adjust to reduced ridership. Although ridership has declined, there is still an imbalance in capacity to service the demand because there are not enough reliable substitute drivers to satisfy unforeseen daily requirements. How, then, is the transportation demand satisfied?

FINDING

Part-time and reliable substitute drivers are not available in sufficient numbers. Thus, other full-time employees must perform as substitute drivers and are taken away from their responsibilities. This erodes the efficiency and effectiveness of transportation management and maintenance operations.

Exhibit 6-9 shows the frequency at which employees assigned to other functions within the transportation department must serve as substitute drivers.

**EXHIBIT 6-9
PETERSBURG PUBLIC SCHOOLS
USE OF OTHER TRANSPORTATION POSITIONS
AS SUBSTITUTE DRIVERS
2006 THROUGH 2007 SCHOOLYEAR**

| POSITION | SUBSTITUTE | TIMES/WEEK | HOURS/WEEK |
|--------------------------------------|-------------------|-----------------------|------------------------|
| Manager of Pupil Transportation | Bus Driver | 4 times/week | 10 hours/week |
| Mechanic Supervisor | Bus Driver | 1 time/week | 3 hours/week |
| Mechanic Service Aide/Night Watchman | Bus Driver | 1 time every 2 weeks | 3 hours each time |
| Mechanic II | Bus Driver | 3 times/week | 6 hours/week |
| TOTALS | | 8.5 times/week | 20.5 hours/week |

Source: MGT of America based on Petersburg Public Schools Department of Transportation data, 2006.

Exhibit 6-10 shows the 12-month salary, with 37 percent benefits, of the highest and lowest cost positions required to perform as substitute drivers, and that hourly rate compared with a starting substitute drivers hourly rate.

**EXHIBIT 6-10
PETERSBURG PUBLIC SCHOOLS
TRANSPORTATION DEPARTMENT
COST COMPARISON
MISUSE OF FULL-TIME PERSONNEL
2006-07**

| POSITION | ANNUAL SALARY/BENEFITS | HOURLY RATE ON A 12-MONTH BASIS |
|---------------------------------|-------------------------------|--|
| Manager of Pupil Transportation | \$70,402 | \$33.85/hour |
| Mechanic II | \$35,256 | \$16.95/hour |
| Substitute Driver Step I | Not applicable | \$8.68/hour |

Source: MGT of America based on data from PPS Transportation and Human Resources, 2006.

Exhibits 6-9 and 6-10 illustrate that using the manager of pupil transportation 10 hours per week costs \$338.50, whereas an available substitute driver would cost only \$86.80. In addition, the manager is not performing the responsible duties. Even the lowest cost full-time position hourly rate is nearly twice as high as the substitute driver hourly cost.

If one full-time substitute/part-time driver with benefits were hired for 180 days at four hours per day, the hourly rate would be \$11.89, for a total annual cost of \$13,317. MGT experience indicates that benefits are essential to hiring a reliable part-time/substitute driver.

Using the full-time positions described in **Exhibit 6-9** (computing their combined hourly rate over 180 days) as substitute drivers costs \$13,700 and takes them away from their primary duties for a total of 20.5 hours per average week. This performance outcome is neither cost efficient nor supportive of effective transportation management and maintenance operations.

Recommendation 6-1:

Hire a part-time/substitute driver for 20 hours per week with benefits to ensure other full-time positions are available to perform the duties for which they were hired to enhance both the efficiency and the effectiveness of transportation management and maintenance operations.

Currently the misuse of full-time positions to offset the substitute driver problem is more costly in dollars than the expense of hiring the position recommended, and clearly takes the manager of pupil transportation and maintenance personnel away from their critical duties.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------|
| 1. The manager of pupil transportation should approve the hiring of a part-time/substitute driver. | March 2007 |
| 2. The assistant superintendent for administration should direct the manager of pupil transportation to hire a part-time/substitute driver at Step 1 with benefits for 20 hours per week. | April 2007 |
| 3. The manager of pupil transportation should coordinate with human resources to hire a part-time substitute driver. | April – June 2007 |
| 4. The manager of pupil transportation should train and certify the selected part-time/substitute bus driver. | August 2007 |

FISCAL IMPACT

Using the full-time positions described in **Exhibit 6-9** (computing their combined hourly rate over 180 days) as substitute drivers costs \$13,700 and takes them away from their primary duties.

| RECOMMENDATION | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|------------|------------|------------|------------|------------|
| Hire a Part-time Bus Driver for 20 Hours per Week | (\$13,700) | (\$13,700) | (\$13,700) | (\$13,700) | (\$13,700) |

FINDING

The backup capacity for the EDULOG routing and scheduling system is inadequate.

The manager of pupil transportation indicated in an interview that the office secretary acted as the backup for EDULOG. The secretary indicated in a separate interview that her knowledge of EDULOG was limited and that only the manager of pupil transportation was fully knowledgeable. The optimum solution would be to hire an EDULOG specialist as recommended in Section 6.3 of this chapter, Technology Supporting the Transportation Function. As an interim solution, the manager of pupil transportation must train the secretary on EDULOG to ensure full system capacity in his absence until the full-time EDULOG specialist is hired.

Recommendation 6-2:

Train the transportation department secretary to ensure competent and effective backup staff for the EDULOG routing and scheduling system.

The manager of pupil transportation is qualified to train the secretary on the EDULOG system, but cannot afford to send her for training because of the other critical functions she performs, such as the interface with the payroll system. The secretary is considered an interim solution until a full-time EDULOG specialist is hired.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------|
| 1. The manager of pupil transportation should design and begin EDULOG training to fully qualify the secretary on the system to ensure qualified system backup. | June 2007 |
| 2. The manager of pupil transportation should complete training, test for proficiency, and retrain as required. | July 2007 |
| 3. The transportation secretary should demonstrate full proficiency by exercising all capabilities of the EDULOG system as applicable to PPS, regardless of whether the EDULOG administrator has been hired as indicated in Recommendation 6-12. | August 2007 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Annual performance evaluations are not being conducted.

Current PPS policy requires annual performance evaluations prior to renewal of bus driver contracts. There are 65 positions that the manager of pupil transportation should evaluate. According to human resources, transportation evaluations should be accomplished annually in April. Ten personnel files were randomly selected to check for performance evaluations and signed contracts. The 10 files contained current signed contracts; however, the results for performance evaluations were as follows:

- Three of the records contained performance evaluations no more recent than 1995-96.
- Three of the records contained performance evaluations no more recent than 2003-04.
- Four of the records did not have a performance evaluation on file.

All 10 records contained current contracts that implicitly indicated that the past performance was at least satisfactory. If the manager of pupil transportation could accomplish 65 evaluations in one month, they likely would be perfunctory. The signing of the contract for continued employment is a stronger indication of satisfactory performance. If performance is unsatisfactory, the manager must document the performance that might lead to non-renewal of employment. Performance evaluation of unsatisfactory or truly outstanding performance is a manageable administrative task, and the current policy should be modified accordingly. Policy that cannot be reasonably accomplished is not a reasonable policy.

Recommendation 6-3:

Modify current policy that requires annual performance evaluations during one month so that evaluations are required only for truly outstanding or unsatisfactory performance.

The manager of pupil transportation cannot reasonably evaluate bus drivers and bus attendants as required, and in fact has failed to do so. By requiring documentation only of truly outstanding performance and unsatisfactory performance, administrative workload could be made reasonable and useful for personnel actions. Additionally, the filing workload by human resources personnel could be reduced—currently there is a filing backlog.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The manager of pupil transportation should obtain approval from the assistant superintendent of administration to evaluate staff in April of each year only when employee performances are unsatisfactory or truly outstanding. | February 2007 |
| 2. The manager of pupil transportation should obtain the approval of the superintendent for this policy change. | February 2007 |
| 3. The manager of pupil transportation should brief bus drivers and attendants and begin new policy in April. | March 2007 |

FISCAL IMPACT

There is no fiscal impact associated with this recommendation since this is a routine personnel function that falls within the normal job responsibilities of the manager of pupil transportation.

FINDING

Effective training is accomplished, as evidenced by a review of training records and comments of bus drivers and attendants during the on-site focus group. The three-year average reportable accident occurrence is 2.7 per year, which is favorable in comparison to like-size school divisions in an urban area. Safety is integral to the twice a year in-service training conducted by the manager of pupil transportation.

Certification training and in-service training are accomplished in spite of the thinness in the organizational structure and the multiple tasks for which the manager of pupil transportation is responsible.

COMMENDATION 6-A:

The transportation department is commended for accomplishing effective training to ensure qualified bus drivers and attendants are available to safely transport students to and from school.

FINDING

The transportation department participates in the budget process and submitted goals for consideration in the 2006-07 school year. At the time of the on-site review, the budgeted requests had not been satisfied. The request for the resolution of the interface problem between the STARBASE data system and EDULOG would increase the efficiency and effectiveness of student transportation planning, especially at the beginning of the school year.

A thorough discussion and recommendation on technology issues is covered in Section 6-3, Technology Supporting the Transportation Function.

Recommendation 6-4:

Improve STARBASE and EDULOG interface.

Routing and scheduling of students, especially at the start of the school year, would be more accurate, if this recommendation were implemented and changes during the school year would be reconciled readily, thus ensuring accurate accounting for students.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The assistant superintendent for administration should direct a meeting between the PPS chief technology officer and the manager of pupil transportation to identify issues to resolve the STARBASE and EDULOG systems interface problems. | February 2007 |
| 2. The PPS chief technology officer should determine system solutions that resolve the interface problems. | March 2007 |

IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

- | | |
|---|-------------|
| 3. The assistant superintendent for administration should coordinate and supervise a pilot test of the chief technology officer's system solution, review the outcome, and direct implementation. | April 2007 |
| 4. The assistant superintendent for administration should direct staff to implement the provided solution. | August 2007 |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Crisis management planning in the transportation department is insufficient.

The transportation department trains drivers to conduct bus evacuation drills, but this practice falls short in that drivers do not, as a routine, know who is on the bus and only know the number of student riders.

Moreover, the manager of pupil transportation cited bus evacuation drills and the in-service class using the video tape "Terrorism: Is It Real?" but did not indicate an awareness of the Petersburg Public Schools "Crisis Plan" or the Crisis Management Information for PPS Employees, or that he was on the Central Office Crisis Team roster. These responses suggest that the transportation function is not fully integrated in PPS crisis management planning. There is a positive "can do" attitude, but no plan or training program to support the plan.

Clearly the manager of pupil transportation and the staff, drivers, and attendants will play an important role in responding to any crisis that occurs during a school day. There may be a need for scenario thinking, planning and training. The Commonwealth of Virginia Policy and Leadership section of their crisis management guidance specifies the following transportation role:

- establish and maintain school division protocols for transportation-related emergencies;
- provide division-wide transportation for bus drivers;
- establish and maintain plans for the emergency transport of students and school plans; and
- coordinate transportation plans with State Police and other law enforcement personnel, as appropriate.

Coordination between the safety/security liaison and the transportation department is essential for sound planning and training.

Recommendation 6-5:

Review school plans for a crisis management plan and conduct necessary training or orientation.

Effective crisis or emergency transportation planning and training are essential to the safe care of students. As the manager of pupil transportation is relieved of duties such as substituting for absent drivers or being the only person fully qualified on the EDULOG system, he will have more time to devote to the management planning function.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------|
| <p>1. The assistant superintendent for administration should review the status of crisis management planning in the transportation department and convene a meeting of the manager for pupil transportation and the director of safety/security liaison to ensure full integration of transportation in PPS crisis management.</p> | <p>February 2007</p> |
| <p>2. The assistant superintendent for administration should set priorities for crisis management planning, establish a time schedule for planning, and take actions pertaining to recommendations elsewhere in this chapter to free the manager of pupil transportation to develop plans and related training for the transportation staff, drivers, and attendants.</p> | <p>February 2007</p> |
| <p>3. The manager of pupil transportation should develop a crisis management plan in coordination with the safety/security liaison and propose a training program for the assistant superintendent's approval.</p> | <p>April 2007</p> |
| <p>4. The assistant superintendent for administration should approve the transportation department's crisis management plan and training program and direct implementation.</p> | <p>April 2007</p> |
| <p>5. The manager of pupil transportation should brief transportation employees on the plan and training program and conduct in-service and new driver training in accordance with crisis management requirements.</p> | <p>June 2007</p> |

FISCAL IMPACT

There are no significant fiscal impacts associated with this recommendation with the exception of the development or procurement of materials to support training. An estimated \$1,000 is currently provided for planning purposes.

| RECOMMENDATION | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|-------------------------------|-----------|-----------|-----------|-----------|-----------|
| Review Crisis Management Plan | (\$1,000) | (\$1,000) | (\$1,000) | (\$1,000) | (\$1,000) |

6.2 Vehicle Acquisition and Maintenance

Vehicle maintenance responsibilities are performed by three mechanics supervised by the mechanic supervisor who is also a qualified mechanic and fills this role a significant amount of time. The maintenance facility located on Wythe Street also serves as the place to park all buses in the fleet inventory. The maintenance facility shop is old and in need of renovation. However, it is adequate to meet vehicle repair demands.

The maintenance department hours of operation are from 6:00 a.m. to 5:00 p.m. daily; however, according to the mechanic supervisor, maintenance personnel often stagger their hours to accommodate student transportation maintenance support operations.

FINDING

The number of mechanics in PPS is adequate, but there is no planning to determine yearly needs.

The current fleet inventory consists of 61 vehicles; however, the manager of pupil transportation officially reports a total of 46 buses because this is the number used for operational purposes. There are an additional 15 vehicles in the parking area of the facility. Final action has not been taken to sell or dispose of these vehicles. Consequently, they are still the responsibility of the transportation department and will remain so until they are purged from the school bus inventory. Mechanics perform only minimum service on these vehicles and also use them as a source of repair parts when necessary. With four individuals performing maintenance operations (three mechanics and the shop foreman) and 61 vehicle in the inventory, the mechanic to vehicles ratio in PPS is 1:15 or one mechanic per 15 buses

The transportation industry and majority of school systems nationwide have a common ratio of one mechanic per 20 to 30 vehicles with the average being approximately 1:30. The mechanic to vehicle ratio in PPS is well below the national average of 1:30.

The mechanic to vehicle ratio in PPS is excellent and allows for the following:

- Division of work that is equitable.
- On call response to any mechanical emergency.
- Specialization of mechanic functions.

Exhibit 6-11 shows the mechanic to vehicle ratio comparison with other selected divisions in the Commonwealth of Virginia. The following divisions were selected at random to determine how Petersburg compares with other school divisions. It should be noted that the PPS mechanic to vehicle ratio of 1:15 is below the division average shown in **Exhibit 6-11** of 1:22 and, as pointed out earlier, well below the national average of 1:30.

**EXHIBIT 6-11
PETERSBURG PUBLIC SCHOOLS
MECHANICS RATIO COMPARISON WITH SELECTED DIVISIONS
2005-06 SCHOOL YEAR**

| SCHOOL DIVISION | MECHANICS | VEHICLES | MECHANIC PER VEHICLE |
|----------------------------------|-----------|-----------|----------------------|
| Petersburg Public Schools | 1 | 61 | 1:15* |
| Bland County Schools | 2 | 47 | 1:24 |
| Craig County Schools | 1 | 23 | 1:23 |
| Rappahannock County Schools | 2 | 37 | 1:19 |
| Richmond County Schools | 2 | 57 | 1:29 |
| Surry County Schools | 3 | 50 | 1:17 |
| DIVISION AVERAGE | 2 | 43 | 1:22 |

Source: Created by MGT of America based on school division data, 2006.

The mechanic to vehicle ratio in PPS is not a reflection of actual workload because the maintenance unit does not keep accurate data or records to support mechanic labor expenditure. Considering the reported workload provided to the MGT team by the mechanic supervisor, the current workload and assignment of maintenance repair work to personnel performing bus vehicle maintenance is adequate.

Recommendation 6-6:

Continue with current arrangement of three full-time mechanics and the mechanic supervisor performing vehicle maintenance and repair demands in PPS and implement policy to conduct a yearly review of the mechanic to vehicle ratio.

PPS has an exceptional mechanic to vehicle ratio that is well below the national average. The current arrangement allows for training to improve the overall quality of maintenance and take advantage of Automotive Service Excellence (ASE) certification, as well as providing the mechanic supervisor with opportunity to use one of the mechanics to assist him in fully implementing Fleet Pro and improving maintenance management. A policy stipulating a yearly review by the manager of pupil transportation and the assistant superintendent for administration of the mechanic to vehicle ratio should serve as a check and balance in determining if the ratio should be adjusted up or down.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------------------|
| 1. The manager of pupil transportation should coordinate with the mechanic supervisor to assess the number of mechanics and determine if the mechanic to vehicle ratio is sufficient. | May 2007 |
| 2. The manager of pupil transportation should discuss findings on the mechanic to vehicle ratio with the assistant superintendent for administration and determine if the ratio should be adjusted. | June 2007 and Ongoing |

FISCAL IMPACT

There are no significant fiscal impacts associated with this recommendation.

FINDING

PPS does not require ASE certification as a condition of employment, and the mechanic supervisor is currently the only one in the division with any ASE certification.

During the on-site review, MGT found PPS mechanics had high regard and appreciation for ASE certification. During a focus group meeting with mechanics, they expressed a desire to be ASE certified and an awareness that ASE certification could help make them better mechanics. There was consensus that they should take advantage of opportunities offered in PPS to become ASE certified.

It is recognized throughout the transportation community that ASE certified mechanics provide more accurate fault diagnosis, which allows for more effective troubleshooting and subsequent first-time correct repairs of defective equipment.

A well-trained mechanic can have a significant impact on the parts replacement and equipment repair program of any maintenance operation.

ASE certification is an important management tool that ensures mechanics are highly skilled and trained. These tests are administered at more than 750 locations nationwide. They determine the level of proficiency a mechanic has in a particular area or on particular kinds of equipment. They demand preparation. Mechanics who are ASE certified are considered superior in their profession. ASE certification is offered at several convenient sites throughout the Commonwealth of Virginia.

Qualified mechanics are needed to maintain school buses and other equipment. ASE certification is an excellent way of determining mechanic qualifications. The training of mechanics is one of the important cornerstones of an effective maintenance organization.

Recommendation 6-7:

Encourage mechanics to achieve ASE certification and make ASE certification a condition for mechanics seeking employment in PPS.

The manager of pupil transportation should establish a policy encouraging assigned mechanics to become ASE certified, and ensure that funds are in the budget each year for ASE training. ASE certification should be stressed continuously until certification covers all major areas of maintenance in the transportation department. The division should consider making certification a condition of initial employment for future hires.

ASE training and certification of mechanics should improve overall efficiency and effectiveness of the maintenance section in the transportation department. The division currently funds training of personnel to improve their skills. Unfortunately, the mechanics in PPS have not been encouraged to take advantage of ASE certification. It is fully justified to encourage leadership in the transportation department to work with mechanics and encourage their full participation in the ASE program.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The manager of pupil transportation should coordinate with the mechanic supervisor to determine the number of mechanics with ASE certification to be paid with PPS employee training funds. July 2007

2. Mechanics and the mechanic supervisor should indicate to the manager of pupil transportation the ASE training certifications they are to pursue and continue to coordinate with human resources to fund the ASE training for mechanics and the mechanic supervisor. August 2007

3. Mechanics and the mechanic supervisor should receive ASE training and certification. September – November 2007

4. The manager of pupil transportation should recommend to the assistant superintendent for administration that ASE certification training for mechanics and the mechanic supervisor be made a condition of employment in PPS. December 2007

5. The assistant superintendent for administration should instruct the director of human resources to make ASE certification a condition of hiring mechanics and the mechanic supervisor and to change the qualifications of existing personnel in these positions to reflect the requirement to be actively involved in pursuing ASE certifications. January 2008

FISCAL IMPACT

There are no significant fiscal impacts associated with this recommendation.

FINDING

Petersburg Public Schools does not have a comprehensive school bus replacement plan.

The PPS transportation department has a total inventory of 61 buses. Though the manager of pupil transportation initially reported 46 vehicles in the inventory, his report did not include 15 buses parked at the bus maintenance garage that had not been disposed of and were still property of PPS. These 15 vehicles are to be sold eventually, or if a suitable buyer is not found, they are to be salvaged. Until then, they are the legal and legitimate property of the PPS transportation department and will remain on the property inventory books of transportation. However, for the purpose of this finding, MGT of America will discuss and make recommendations on the 46 vehicles supporting student transportation services.

The manager of pupil transportation reported using 39 vehicles daily on 39 routes to transit students to and from school, extracurricular activities, and other requirements. He also indicated that the division used a 12-year bus replacement policy and had replaced on

average four buses each year for the past several years. The division could not provide MGT with documentation of a Board-approved bus replacement plan.

Exhibit 6-12 is the documented school bus replacement data provided by the transportation department. It shows the number of buses replaced yearly since 1991.

**EXHIBIT 6-12
SCHOOL BUS REPLACEMENT DATA
PETERSBURG PUBLIC SCHOOLS
1991 THROUGH 2005 SCHOOL YEARS**

| YEAR OF REPLACEMENT | BUSES REPLACED |
|---------------------|----------------|
| 1991 | 0 |
| 1992 | 0 |
| 1993 | 0 |
| 1994 | 0 |
| 1995 | 0 |
| 1996 | 18 |
| 1997 | 0 |
| 1998 | 0 |
| 1999 | 4 |
| 2000 | 7 |
| 2001 | 0 |
| 2002 | 2 |
| 2003 | 5 |
| 2004 | 4 |
| 2005 | 6 |
| TOTAL BUSES | 46 |

Source: Petersburg Public School's Transportation Department, 2006.

The data in **Exhibit 6-12** show a 15-year replacement cycle commencing with 1991. If in fact the division were replacing a minimum of four buses as it stated, a total of 60 buses would have been replaced, as opposed to the 46 shown in **Exhibit 6-12**. It should be noted that there were years when an excessive number of buses were purchased and brought into the inventory. In 1996, a total of 18 buses were purchased; in 2000, a total of seven buses were replaced; and in 2005, a total of six buses were replaced. That information and data reveal that because the School Board has not mandated and enforced a bus replacement policy, buses are purchased when they are sorely needed to provide student transportation services.

It is well known that a bus replacement plan is a valuable management tool that can increase efficiency, reduce costs, and improve inventory. PPS is becoming an all-diesel fleet, and its vehicle maintenance program could be improved. These factors strongly suggest that PPS should adopt a 12-year bus replacement plan as a realistic goal.

Recommendation 6-8:

Establish a 12-year bus replacement plan.

The PPS School Board should establish and implement a 12-year bus replacement cycle. The past arbitrary decision by the School Board to make bus replacements for student transportation purposes using crisis management is not considered prudent.

With efficiencies gained from improving routing and scheduling leading to possible bus reductions as discussed later in this chapter, the reduction of spare buses from six to four covered in Recommendation 6-9, and advantages from improving maintenance, a total of six buses could be eliminated for student transportation services.

A 12-year bus replacement policy directed by the School Board would result in purchasing three buses in one year and two buses in subsequent years.

Implementing this recommendation would take the division out of the current practice of purchasing buses in an irregular pattern and provide financial discipline in the bus procurement program.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------------------|
| 1. The manager of pupil transportation should coordinate with the assistant superintendent for administration to determine the requirements for a 12-year bus replacement plan. | September 2007 |
| 2. The assistant superintendent for administration should present the 12-year bus replacement plan to the superintendent for approval. | October 2007 |
| 3. The superintendent should present the plan to the School Board and secure approval for a 12-year bus replacement plan. | November 2007 |
| 4. The manager of pupil transportation should implement the 12-year bus replacement plan. | December 2007 |
| 5. The director of procurement should ensure allocation of monies to make initial bus purchases of three buses in 2009 and subsequent purchases of two buses each year during the five-year budget cycle. | January 2008 – Ongoing |

FISCAL IMPACT

Since the average cost of purchasing a bus is approximately \$70,000, the cost of purchasing three buses initially and two each year over the five-year budget cycle would be \$630,000.

| RECOMMENDATION | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|---------|-------------|-------------|-------------|-------------|
| Establish a 12-year Bus Replacement Cycle | \$0 | (\$210,000) | (\$140,000) | (\$140,000) | (\$140,000) |

FINDING

The spare bus inventory is excessive, and the School Board should take actions to eliminate excess buses and capture related cost savings.

According to the manager of pupil transportation, there are 46 buses in the fleet inventory specifically designated to support student transportation. As mentioned earlier in this report, there are 61 buses in the PPS inventory, and the extra buses are parked at the Wythe facility and secured by the transportation department. At issue is that over time, persons responsible did not take proper action to dispose of buses no longer required. Normally, such buses are sold at auction or junked as scrap. Unfortunately, these buses have remained on the books. Under the circumstances, until disposal is complete they are to be counted as spares.

In turning attention to the 46 buses that, according to the manager of pupil transportation, are used to provide student transportation services, there may also be excess buses to spare requirements that should be disposed of through auction or junked as scrap. At present, 39 of the 46 buses operate 39 routes performing student transportation services. This means that seven of these buses are counted as spares

Considering that the division has an operational inventory of 46 buses to service 39 routes, it has seven spare buses. A normative spare bus policy of 10 percent would equate to 3.9 or four spare buses.

Most school divisions maintain a spare bus policy of 10 percent unless there are unusual circumstances justifying a higher percentage, such as a very high number of high-mileage buses or an excessive number of buses in the 13- to 15-year-old range.

Spare bus determinants include normal life expectancy of school buses, average wear and tear, maintenance, and number of diesel- versus gas-powered vehicles. PPS has an excellent school bus life expectancy, adequate maintenance support facilities, and a bus fleet that is diesel powered. These positive variables indicate that the division could have a 10 percent spare bus policy.

Recommendation 6-9:

Eliminate excess spare buses from the inventory, including the 15 buses currently stored.

Implementation of this recommendation should produce a cost savings of approximately \$135,000 over the five-year budget cycle. It should end the division's practice of maintaining excess buses in the inventory at taxpayer expense and ensure that the administration is more proactive in keeping tabs on spare vehicles. The buses should be disposed of at auction or through other means and removed from the PPS inventory as soon as practical.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The manager of pupil transportation should determine which three buses are to be eliminated from the fleet inventory. The oldest buses are prime candidates. The three spare buses selected are in addition to the 15 buses already identified as excess buses for disposal. | January 2007 |
| 2. The manager of pupil transportation should inform the assistant superintendent of administration and the superintendent of the number of buses to be disposed of through auction or sold as scrap. | February 2007 |
| 3. The superintendent should approve the proposed actions and inform the School Board that the excess inventory is to be auctioned or sold as scrap. | March 2007 |
| 4. The manager of pupil transportation should begin sale and disposition of the excess and spare school buses. | April 2007 |

FISCAL IMPACT

The sale of 18 excess buses should generate revenue of approximately \$27,000 (older used buses normally sell for approximately \$1,500 depending on condition). According to the manager of pupil transportation's records and reports, yearly maintenance costs are estimated at approximately \$1,200 per bus, or \$21,600 programmed over the five-year budget cycle. The cost savings generated from eliminating 15 excess and three spare buses would be an estimated \$135,000 over the five-year budget cycle.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|----------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| Sell 18 Excess Buses | \$27,000 | \$0 | \$0 | \$0 | \$0 |
| Reduced Annual Maintenance Costs | \$21,600 | \$21,600 | \$21,600 | \$21,600 | \$21,600 |
| TOTAL SAVINGS | \$48,600 | \$21,600 | \$21,600 | \$21,600 | \$21,600 |

6.3 Technology Supporting the Transportation Function

FINDING

The transportation department has the Fleet Pro vehicle maintenance information system (VMIS), but is not using it to achieve intended outcomes.

During the MGT on-site visit, the mechanic supervisor reported that the Fleet Pro automated system was available but was not being used because of workload demands and the requirement to have a full-time person to operate Fleet Pro. Routine bus maintenance, application of spare parts, oil changes, and other maintenance functions are captured

manually by the mechanic supervisor. The automated service capability of Fleet Pro is not used, though available.

Fleet management using VMIS indicators allows transportation units to track service quality, the cost of maintaining vehicles, excessive maintenance repairs, vehicle downtime, high mileage, turnover time per bus repair, and other key fleet management variables.

It is important to point out that after examining vehicle maintenance work orders and interviewing staff, it was not possible to prepare a list of all preventive and major maintenance task categories stipulating the type of maintenance performed, the frequency of the maintenance, who performs the maintenance, and whether the maintenance was performed in-house or by some external entity. The data were not readily available and neither workflow maintenance charts nor any other manual or automated system were available. This lack of fleet management of maintenance tasks could be improved.

Fleet management indicators typically used by school transportation units are shown in **Exhibit 6-13**. These could be modified with any additional management and performance indicators unique to PPS. The mechanic supervisor needs to develop a simplified fleet management program to manage PPS's small fleet of 46 vehicles. The present maintenance management procedures could be captured using the automated system available using Fleet Pro. The maintenance department needs to consider the following indicators:

**EXHIBIT 6-13
FLEET MANAGEMENT INDICATORS
PETERSBURG PUBLIC SCHOOLS
2006-07 SCHOOL YEAR**

| OVERVIEW OF FLEET MANAGEMENT INDICATORS | PERFORMANCE INDICATOR |
|---|--|
| Maintenance Performance | <ul style="list-style-type: none"> ■ Miles between road calls ■ Accidents per 100,000 miles ■ Percent of preventive maintenance completed on time ■ Operational rate/percentage for buses and vehicles ■ Turnover time per bus repair ■ Entity performing repairs ■ Is repair maintenance performed in-house ■ Driver requested bus repairs ■ Type of maintenance performed |
| Cost Efficiency | <ul style="list-style-type: none"> ■ Operation cost per mile ■ Annual operation costs per route for buses ■ Monthly operational costs for non-bus vehicles ■ Bus replacement costs ■ Time mechanics spend repairing vehicle(s) ■ Fuel |
| Cost Effectiveness | <ul style="list-style-type: none"> ■ Parts replacement and dollar amounts ■ Labor hours ■ Labor cost |

Source: MGT of America, 2006.

Recommendation 6-10:

Implement the automated Fleet Pro and develop the fleet management vehicle maintenance information system and performance indicators to more effectively manage the fleet.

Implementing Fleet Pro is essential to good maintenance. The transportation department already has the software and hardware required to implement this system. The Fleet Pro automated capability has remained dormant for quite some time because the mechanic supervisor has not had the necessary training or personnel to implement it. Full implementation of Fleet Pro would significantly improve maintenance management procedures and efficiency in the division.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------|
| 1. The manager of pupil transportation should coordinate with the mechanic supervisor to assess the hardware and software requirements fully implementing the on-hand Fleet Pro vehicle maintenance information system. | January 2007 |
| 2. The manager of pupil transportation should report to the assistant superintendent of administration the results of the assessment and need for assistance from the technology manager. | February 2007 |
| 3. The technology manager should work with the manager of pupil transportation and mechanic supervisor to integrate Fleet Pro software to make the system fully operational. | February – April 2007 |

FISCAL IMPACT

There are no fiscal impacts associated with this recommendation since activation of Fleet Pro would involve software and hardware already in the inventory; however, there are indirect fiscal impacts covered at Recommendation 6-11 that complement this initiative.

FINDING

PPS does not use an automated computer-based system to manage scheduling of periodic maintenance operations and vehicle repairs.

The mechanic supervisor responsible for the maintenance of 61 buses and other equipment in the fleet does not use VMIS technology to manage routine and scheduled maintenance. Records on each vehicle are recorded manually (paper/pencil exercise) and are on file at the garage. The mechanic supervisor manually prepares routine and periodic reports for the manager of pupil transportation. There is inconsistency between the manually prepared report and what is consolidated subsequently by the manager of pupil transportation.

This is a significant issue because of the mechanic supervisor's duties, responsibilities, multiple tasks, limited time, and current lack of knowledge of computer-based technology.

Therefore, there is not an automated computer-based system in place to manage scheduling of periodic maintenance, vehicle repairs, parts, and the Fleet Pro system mentioned in Recommendation 6-10. It is essential to hire a full-time computer technician for the vehicle maintenance section of the Pupil transportation department. The hiring for this newly created position would also activate the dormant Fleet Pro automated system to effectively manage the parts inventory of the fleet. Though the possibility may exist to cross-train one of the mechanics for automated maintenance and Fleet Pro, this is not a viable option because the mechanic to vehicle ratio of 1:15 would be seriously degraded. The problem would be resolved by hiring a full-time automated maintenance operator who would also ensure effective operations of the Fleet Pro system.

A random selection and examination of documents revealed inconsistencies in the records regarding parts, routine maintenance, and major repairs, purchases, etc., that are compiled by the mechanic supervisor and submitted to the manager of pupil transportation. In addition, there is no automated recording at the supervisor level, which results in not having visibility of all pertinent maintenance operations information, to include inventory and cost history.

Technology to automate maintenance and vehicle repairs is used with great efficiency by a majority of transportation departments throughout the nation providing maintenance and vehicle repair operations. Automation of maintenance and vehicle repairs provides maintenance managers with the tools to capture parts usage and the ability to track high or low usage of parts, thereby controlling parts inventory. In addition, by automating scheduled maintenance, maintenance managers become more efficient in programming routine and other maintenance for all vehicles in the fleet. Considering that PPS has 61 buses and other equipment, it would be more effective and efficient to automate the maintenance and parts process.

The benefits to PPS of implementing an automated system would be significant. *School Bus Fleet Magazine*, computer experts, and technology personnel state that there are significant efficiencies achievable through automated computer-based maintenance and parts management technology.

Implementing a computer-based maintenance and parts inventory system for the PPS bus maintenance facility would identify optimum cost savings. The manager of pupil transportation should work with the newly appointed technology manager on how to improve transportation operations or contact current vendors in the business for advice and subsequent purchase of a computer-based system. Several major vendors are shown in **Exhibit 6-14**.

**EXHIBIT 6-14
MAINTENANCE AND PARTS INVENTORY SOLUTIONS
SOFTWARE VENDORS
2005-06 SCHOOL YEAR**

| COMMERCIAL NAME OF SOFTWARE VENDOR | VENDOR NAME AND LOCATION | TELEPHONE NUMBER |
|------------------------------------|---|------------------|
| Bustops | MicroAnalytics, Ontario, Canada | 416-691-1222 |
| EDULOG | Education Logistics, Missoula, MT | 406-728-0893 |
| MapNet | Ecotran Corporation, Beachwood, OH | 352-546-2614 |
| Transfinder | Forth & Associates, Ltd., Schenectady, NY | 518-377-3609 |
| Versa Trans | Creighton Manning, Delmar, NY | 800-433-5530 |

Source: MGT of America 2006 and Transportation Department, PPS, 2006.

Recommendation 6-11:

Hire an automated computer-based administration, parts, and maintenance system clerk who would also be responsible for Fleet Pro.

The hiring of this individual should bring order to an unsatisfactory condition existing in the transportation department. As discussed in the preceding section, the transportation department has the Fleet Pro system on hand, but has not implemented it due to a myriad of reasons. Without a computer-based system, important costs are not captured, maintenance is scheduled in a haphazard manner, and operational efficiency is degraded.

Hiring this position would ensure proper management of the maintenance system parts supporting the school bus fleet through an effective, automated, computer-based system. In addition, implementing this recommendation would resolve the issue of not having a Fleet Pro manager to implement Fleet Pro technology, addressed in Recommendation 6-10.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------|
| 1. The assistant superintendent of administration should direct the manager of pupil transportation to hire a full-time automated computer-based parts and maintenance clerk also responsible for Fleet Pro implementation. | January 2007 |
| 2. The human resources staff should advertise and ensure the automated computer-based parts and maintenance clerk is hired for the maintenance section of the pupil transportation department. | February– March 2007 |

FISCAL IMPACT

According to human resources, the salary of the automated computer-trained maintenance, parts and Fleet Pro administrator, including a benefits package, would be a cost expenditure of \$182,400 over the five-year budget cycle.

| RECOMMENDATION | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|----------------|----------------|----------------|----------------|----------------|
| Hire Automated Computer Trained Maintenance, Parts, and Fleet Pro Administrator | (\$28,800) | (\$38,400) | (\$38,400) | (\$38,400) | (\$38,400) |
| TOTAL | (\$28,800) | (\$38,400) | (\$38,400) | (\$38,400) | (\$38,400) |

FINDING

PPS does not efficiently use its automated routing and scheduling capabilities to maximize student transportation services.

Routing and scheduling in the school division is accomplished using the EDULOG automated system. The manager of pupil transportation has overall responsibility and spends considerable time in a clerical and managerial role ensuring implementation of the system. The secretary in the transportation department has limited knowledge of the EDULOG system and other important duties and responsibilities in the transportation department preclude her from devoting time to the system. As a result, the manager of pupil transportation is the de-facto EDULOG clerk and makes all entries and changes to routing and scheduling information for student transportation services.

The respective schools submit requests for student transportation service to the manager of pupil transportation. They specify which area the student lives in, student address, phone number, and other information about the student to be programmed for bus service. The manager of pupil transportation enters the data into the EDULOG system, routes are determined, and relevant information is provided to the schools and bus drivers.

Requests for regular and exclusive routes call for a determination as to where students live with respect to existing routes. For new students, the school the student attends tells parents or guardians the location of the bus stop. It is supposed to be the one closest to the student's home address. According to bus drivers, this is accomplished by looking up the location of the student with respect to pickup points already in existence. In rare circumstances, a new pickup point may be established. Under this system, very few changes are made to regular and exclusive routes from year to year. As a result, student pickup points may or may not be at the best locations.

Maintaining efficient bus service is important because significant portion of any school division's budget. A bus route is when a bus departs from its start location and while in transit picks up students at stops along the way and drops them off at one or more schools. From start to finish (when the last students are dropped off) constitutes completion of a route. The same bus, upon completing one route, could then be used to start a second route. The same process applies when determining exclusive or special education resources. Any number of exclusive/special students can comprise a route. The transit to deliver one or more students to their respective destination(s) completes an exclusive/special route.

According to data provided by the manager of pupil transportation, there are a total of 78 bus routes daily (39 routes in the morning and 39 routes in the afternoon) to transport 4,108 students. There are 29 buses used to transport regular students and 10 to transport

exclusive/special education student. **Exhibit 6-15** shows the number of buses, number of students transported, number of daily routes, and total of routes for the school year. Accurate information regarding the number of students transported daily was not available at the time of the MGT on-site visit.

**EXHIBIT 6-15
PETERSBURG PUBLIC SCHOOLS
REGULAR AND EXCLUSIVE BUS ROUTES
2006-07 SCHOOL YEAR**

| CATEGORY | NUMBER OF BUSES USED MORNING AND AFTERNOON | NUMBER OF STUDENTS TRANSPORTED DAILY (MORNING AND AFTERNOON) | NUMBER OF DAILY ROUTES (MORNING AND AFTERNOON) | NUMBER OF ROUTES FOR THE SCHOOL YEAR |
|---------------------|--|--|--|--------------------------------------|
| Regular Education | 29 | Data not available | 58 | 10,498 |
| Exclusive Education | 10 | Data not available | 20 | 3,620 |
| TOTAL | 39 | Data not available | 78 | 14,118 |

Source: PPS Transportation Department, 2006.

The following are issues related to EDULOG automated routing and scheduling in PPS:

- Over commitment requirements for manager for pupil transportation. It was elaborated in section 6.1 of this chapter—Efficiency and Effectiveness of the Transportation System—that the manager for pupil transportation is filling a number of jobs and wearing a number of hats that exceed his capabilities.
- School principals are informed of the routes that their students ride, but are not provided a printed list of which students are on which bus. EDULOG has this capability but it is not being used. During MGT on-site interviews, school principals expressed strong opinions that the buses serving their schools were not operating near capacity.
- Bus drivers are provided route information but do not have printed lists of students on their respective buses. EDULOG has capability to provide this information.
- Timely and relevant entries to the EDULOG system are not being made because the manager for pupil transportation, who is the primary manager of the system, is over committed.

Exhibit 6-16 shows the bus use and capacity for the school division.

**EXHIBIT 6-16
BUSES AND STUDENT USE AND CAPACITY
PETERSBURG PUBLIC SCHOOLS
2002 THROUGH 2006 SCHOOL YEARS**

| VARIABLE | 2001-02 | 2002-03 | 2003-04 | 2004-05 | 2005-06 |
|-----------------------|---------|---------|----------|---------|---------|
| Students Transported | 5,513 | 4,561 | 4,621 | 4,399 | 4,108 |
| Buses Used to Transit | 36 | 37 | * | 39 | 39 |
| Buses Capacity | 2,304 | 2,368 | * | 2,496 | 2,496 |
| Use of Bus Capacity | 24 | 20 | Not Used | 18 | 17 |

Source: Commonwealth of Virginia, Department of Education and PPS Transportation Department, 2006.

Exhibit 6-16 uses a conservative estimate of 64-passenger buses for each year. PPS has some buses with greater capacity. Using a conservative 64-passenger bus to compute capacity more than compensates for the limited number of students in the student population needing exclusive/special education buses. **Exhibit 6-16** shows that, PPS is not maximizing bus capacity and could reduce the number of buses it uses to transport the student population. At minimum, four buses could be reduced from the operational bus fleet inventory.

Recommendation 6-12:

Hire and train a full-time EDULOG administrator to have primary responsibility for the automated system and improve bus capacity by eliminate a minimum of four buses from the fleet inventory.

Hiring a full-time EDULOG administrator would accomplish the following:

- Relieve the manager of pupil transportation of this responsibility and allow him to devote more attention to providing overall leadership and direction to the routing and scheduling function.
- Ensure that more accurate data on student bus capacity are compiled. Buses in PPS are not being used to capacity since they do not maximize the number of students transported.
- Provide bus drivers and school principals with a list of those students assigned to their schools using bus transportation.
- Provide accurate records to support a reduction in the number of buses and bus drivers providing student transportation services.

Eliminating four buses from the inventory would produce cost savings generated from the reduction of the bus fleet, number of bus drivers, and five-year maintenance costs.

Hiring the EDULOG administrator in the transportation department would improve the efficiency and effectiveness of the routing and scheduling system. Improving bus capacity would eliminate excess buses and bus driver positions.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------|
| 1. The manager should recommend and the assistant superintendent for administration should approve the hiring of a full-time EDULOG administrator and elimination of four buses from the fleet. | January 2007 |
| 2. The superintendent should approve the hiring of an EDULOG administrator and elimination of four buses. | January 2007 |
| 3. Human resources should advertise and ensure that the EDULOG administrator is hired while the manager of pupil transportation should initiate a plan to eliminate four buses and four bus driver positions at the end of the 2006-07 school year. | February– March 2007 |
| 4. The manager of pupil transportation should ensure training and full utilization of the newly hired EDULOG administrator. | April 2007 |
| 5. The manager of pupil transportation should coordinate with human resources to eliminate four buses and four bus driver positions. | June 2007 |

FISCAL IMPACT

The salary of the EDULOG administrator, including a benefits package, would represent a cost of \$158,668 over a five-year period. Reduction of four buses at average cost of \$70,000 each, combined with the subsequent elimination of four bus driver positions, and reduction in bus maintenance costs could generate a cost savings of \$1,673,332 over the five-year budget cycle.

| RECOMMENDATION | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|-------------------------------------|------------------|------------------|------------------|------------------|------------------|
| Hire EDULOG Administrator | (\$25,052) | (\$33,404) | (\$33,404) | (\$33,404) | (\$33,404) |
| Eliminate Four Buses | \$280,000 | \$280,000 | \$280,000 | \$280,000 | \$280,000 |
| Eliminate Four Bus Driver Positions | \$86,400 | \$86,400 | \$86,400 | \$86,400 | \$86,400 |
| TOTAL SAVINGS | \$341,348 | \$332,996 | \$332,996 | \$332,996 | \$332,996 |

FINDING

The mechanic supervisor is not taking advantage of technology to train and inform mechanics about safety.

There are numerous video, computer-generated graphics, and other technology resources to train and inform mechanics about shop safety. MGT observed a minimum of safety posters in the garage to remind personnel about safety operations. The supervisor and manager of pupil transportation could take advantage of technology resources to adequately inform mechanics about the importance of good safety habits.

Particularly disturbing is that MGT observed a welder smoking a cigarette while a mechanic was working on a bus engine changing fluids. The engine was fully exposed in the shop area where there are posted "no smoking signs." The welder was not working but rather socializing. The supervisor was in the area where the mechanic was working on the engine and knew the welder was smoking. In view of the circumstances, MGT asked the welder to put out the cigarette since he was in a no smoking area and could cause a fire. He complied and left the area.

Subsequently, the incident was discussed with the mechanic supervisor with emphasis on why he had not taken action to counsel the individual about smoking in a no smoking area. He replied that he did not see the scenario as a problem. He went on to state that he could drop a lighted cigarette into a bucket of gasoline and it would not cause a fire. To the dismay of the MGT, it was evident that the supervisor was serious about his perception about gasoline and dropping a lighted cigarette into the mixture. It is evident that there are serious problems in the maintenance shop that if not corrected could lead to grave injury or possible destruction of the maintenance facility by fire.

Recommendation 6-13:

Counsel supervisory personnel on the importance of enforcing shop safety and take advantage of safety technology to ensure a continuous shop safety program.

The serious problems associated with a lack of shop safety and enforcement of sound judgment on safety issues should be corrected by immediately implementing this recommendation. The maintenance facility is susceptible to a fire of serious proportions if good sound safety habits are not enforced. Every effort must be made to educate all personnel about safety. Videos, training films, and computer-generated VDOE materials are valuable safety training resources. In particular, safety signs should be posted throughout the facility to remind personnel that "safety is the responsibility of everybody." All transportation department personnel must be made aware that lax safety practices will not be tolerated.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------------|
| 1. The manager of pupil transportation should counsel the mechanic supervisor on the importance of enforcing good safety practices in the shop area. | December 2006 |
| 2. The manager of pupil transportation should direct the mechanic supervisor to attend safety classes and train mechanics under his supervision on shop safety and fire prevention. | January 2007 |
| 3. The mechanic supervisor should submit to the manager of pupil transportation a shop safety and fire prevention implementation plan. | February 2007 and Ongoing |

FISCAL IMPACT

There are no fiscal impacts associated with implementing this recommendation.

7.0 TECHNOLOGY MANAGEMENT

7.0 TECHNOLOGY MANAGEMENT

This chapter provides the findings regarding technology management for Petersburg Public Schools (PPS) for the following four sections:

- 7.1 Technology Planning and Policies
- 7.2 Software and Hardware
- 7.3 Position Descriptions and Staff Development
- 7.4 Communications

When reviewing the technology resources of a school division, MGT generally examines the host computer system that supports applications, the applications themselves and the degree to which they satisfy user needs, the manner in which the infrastructure supports the overall operations of the school system, and the organizational structure within which the administrative and instructional technology support personnel operate. For this particular school division, modifications were made to the methodology since many of the usual components of a school division technology department were not present.

CHAPTER SUMMARY

PPS has recently hired a chief technology officer and is presently in a department-growth stage. Until recently, only a technology manager, five technology support positions (two were temporary positions), lead staff at each school, and two outsourced positions were involved with technology for the entire division.

There is no evidence of technology being an integral component of the school division. The division does not have a current technology plan for either instructional or administrative staff. The only position description available during the on-site visit was for the newly created instructional technology resource teacher position that was provided by the DOE.

The infrastructure in place at the time of this performance review consists of a T-3 connection to the Internet using a firewall. There are 10 T-1 lines that are feeding into this one T-3 connection, which is causing some slow processes for the school division.

Technology procedures have not been developed and many of the computers are awaiting repairs, updates, or are in need of replacement. MGT did not observe the use of computers or technology-related equipment in the delivery of lessons during the in-depth visit.

Additionally, PPS used funds received from various sources to purchase a variety of technology-related tools and services. Among these are shown in **Exhibit 7-1**.

**EXHIBIT 7-1
SPENDING SUMMARY FOR TECHNOLOGY-RELATED USE
2004 THROUGH 2006 SCHOOL YEARS**

| SOURCE | 2003-04 | 2004-05 | 2005-06 | PURCHASES |
|---------------------------------------|-----------|-----------|-----------|---|
| Virginia Public School Authority | \$257,094 | | | student computers - middle and high schools high speed internet access for SOLs |
| | | \$233,253 | | student computers - middle and high schools Internet-ready LAN capability high speed internet access for SOLs |
| | | | \$72,034 | student computers - middle and high schools |
| | | | | |
| Title V, Part A - Innovative Programs | \$32,869 | | | computers |
| | | \$43,428 | | Reading 2002 Pupil Edition, 1,018 books |
| | | | \$67,786 | computer hardware and software deployment of library media services |
| | | | | |
| e-Rate | \$188,442 | \$120,246 | \$248,267 | telecommunication services |
| | | | | |
| Title 2D | \$52,314 | \$0 | \$99,315 | teachers, hardware, software, training |

Source: PPS Department of Technology, 2006.

All funding requests were for reimbursement of expenditures with the exception of the Title V, Part A - Innovative Programs and Title II, Part D – *Enhancing Education Through Technology*.

7.1 Technology Planning and Policies

Ten years ago, technology was seen as an add-on in school divisions, indeed in many organizations, including private businesses. Now, technology is a foundational aspect of almost every organization.

Successful technology planning is the foundation for successful technology implementation and development. School division technology is not just a stand alone, long-term, ongoing project; it affects every aspect of school operations. The technology planning process is complicated. There are many factors to consider, including consistent infrastructure, instructional integration, required data reporting, funding, training, and staffing for support.

School division technology plans almost always cover between three to five years. By analyzing current trends in division demographics and available technology, planners can predict what the needs of the school division will be and what technology will be available to fill those needs. Technology is the fastest changing segment of our society, so frequent updates and revisions of any technology plan will be required.

FINDING

The most recent version of the school division's long-term technology plan seems to be prior to the 2004 school year. While the plan covers the five necessary components as per the Virginia DOE requirements and spans six years, it is still outdated.

The plan incorporates lengthy vision and mission information, as shown in **Exhibit 7-2**, and includes the usual current status, needs assessment, plan duration with time lines along with persons responsible. There is no follow-up practice in place to update the plan.

**EXHIBIT 7-2
PETERSBURG PUBLIC SCHOOLS
TECHNOLOGY VISION AND MISSION**

VISION

The Goal of PPS Technology Committee is to support student learning, by developing technology and systems to support classroom learning, and increase the overall efficiency of the school division. This includes students' use of technology as a learning tool, teachers' use of technology as a tool to optimize teaching effectiveness and maximize efficiency, and division administration use of technology as a tool to manage and increase the efficiency of operating a school division. Technology, including hardware, software, and the Internet is a revolution that is changing the way life is lived in the 21st century. It is changing the way students and teachers gather information and the way they respond to that information. Changes in our school system need to be made in order to capitalize on the e-tools and systems that will decrease overhead, provide better accountability, and provide a more effective operational model. Access to technology or lack of it, now impacts all endeavors. It is imperative that all students, teachers, and administrators be exposed to a wide range of technological tools and able to utilize those tools in their own learning and teachings. As with all learning tools, the curriculum determines which tools are best suited for each task.

MISSION STATEMENT

Petersburg Public Schools is committed to the integration of a wide range of current technology in all aspects of the educational process. In partnership with parents and the community, we strive to provide professional instruction and guidance so that students will:

- achieve academic excellence;
- understand and respect diversity;
- balance individual interests and civic responsibilities;
- participate in an increasingly technological society; and
- take responsibility for their learning and development.

Technology will be incorporated as a natural part of education through an integrated, comprehensive framework to govern acquisition, application, and evaluation of technological resources.

Source: PPS 2004 Long-Term Technology Plan, 2006.

In order for the division to adequately reflect the technology-related needs for both administrative and instructional staff, long term planning must be continually monitored and updated. Along with the updates, the school division must strive to find ways to implement any objectives addressed in the long-term technology plan.

The current situation must not continue if PPS is to keep pace with other school divisions within Virginia and across the country.

Succinct vision and mission statements, and long-term technology plans are essential to school divisions. Best practices among school divisions such as Memphis City Schools have technology plans focused on student achievement and the Maine School Administrative District Number 41 uses a solid approach to their planning that PPS could use as a starting point. Campbell County Public Schools (VA) is another model district for having a focused, well-written technology plan. While this division is striving for a best practice in this area, the only portion lacking was the use of a standing committee to routinely meet and update the plan.

Recommendation 7-1:

Update and modify the school division long-term technology plan using a technology committee.

The plan should be updated and expanded to include specific timelines and fiscal resources. Technology plans should be considered a living document due to the rapid pace of change in technology, so frequent reviews to update and revise the plan is needed for all school divisions.

Long-term technology plans should include, at a minimum, the following sections:

- list and acknowledgement of technology committee members reviewing the plan;
- dates covered;
- the department's mission and vision;
- information about the community and school division;
- current environment;
- descriptive needs;
- fiscal resources including grant funding;
- administrative and instructional integration goals and objectives;
- input on School Improvement Plans for technology needs;
- professional development needs along with accountability for technology staff; teachers, and ITRTs;
- evaluation process;
- automated work order process;
- customer satisfaction surveys;

- proposed technology acquisitions;
- current and proposed technology standards;
- electronic mail using school division protocols;
- equipment maintenance and replacement needs; and
- timelines with persons responsible.

A technology planning committee should be created as the one stated in the vision appears to be an inactive committee, and meet on a quarterly basis and assume responsibilities that include:

- revising the division's technology plan, including assigning responsibility for the completion of specific tasks, timelines for task completion, allocating resources for task completion, and verifying compatibility with the division's strategic plan;
- submitting the technology plan annually to the Board of Education for review and approval;
- determining the status on the implementation of the plan;
- providing advice on and helping set priorities for technology development and technology spending;
- reviewing and approving proposed new software and hardware implementation, and ensuring they are in accordance with current division infrastructure and the Technology Plan;
- monitoring the equitable distribution of technology among the schools; and
- recommending revisions in policies and procedures that impact technology use.

An example of a best practice for the vision and mission statement is shown in **Exhibit 7-3**. This document is from the Evansville-Vanderburgh School Corporation in Indiana.

**EXHIBIT 7-3
SAMPLE DOCUMENT
VISION, MISSION, AND GOALS FOR TECHNOLOGY**

Mission Statement for Learning and Technology - *The Evansville-Vanderburgh School Corporation provides students with opportunities and experiences that promote academic, social and emotional growth in a technology-rich environment. Our students will become responsible citizens and lifelong learners through innovative and challenging teaching strategies supported by a partnership with students, partners and the community.*

Vision Statement for Learning and Technology - *The Evansville-Vanderburgh School Corporation, in partnership with its stakeholders, is committed to using its resources, including personnel, to provide its clients with a safe, technology-rich environment so that students can engage in meaningful school work that challenges them to think, reason, and develop ownership for their learning.*

Goals and Objectives - *The goals and objectives for technology and learning for the Evansville-Vanderburgh School Corporation are:*

- a. *professional development opportunities will be a continuous process designed to support the curriculum;*
- b. *technology will be used to facilitate the incorporation of the essential skills into all content areas; and*
- c. *resources will be provided that support engaged learning as the purpose for technology.*

Source: EVSC Technology Plan Checklist, 2003.

Finally, the technology plan should be presented on an annual basis to the Petersburg School Board for approval.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------|
| 1. The superintendent should form a technology planning and steering committee with input from the Office of Technology with appropriate representation of stakeholders as recommended. | Winter 2007 |
| 2. The technology planning and steering committee should agree to a three-year commitment and meet quarterly. | Winter 2007 |
| 3. The technology planning and steering committee should evaluate, update, and revise the current Technology Plan according to the recommended strategic plan, vision, mission, budgets, and include technology integration. | Summer 2007 and Ongoing |
| 4. The technology planning and steering committee should evaluate the needs and plan for a future, including a more current infrastructure for the school division. | Fall 2007 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented without additional costs to the division.

FINDING

Written technology policies are not available for Petersburg Public Schools.

According to the comments provided in response to MGT's data request list, policies have not been created for the school division. Corroboration on the lack of policies was provided during staff interviews while MGT was on-site. Additionally, staff indicated that they use a variety of electronic mail options, including those provided free on the internet.

School divisions need sound technology-related policies in place to ensure that the school division is adhering to the current or proposed infrastructure and the related hardware and software to the infrastructure. Without board approved technology policies, the division will remain in a manually intensive environment causing greater inefficiencies for school operations.

By staff using a variety of free electronic mail services, the division's infrastructure is at risk to spam, viruses, and challenges to the network's speed.

School divisions must continually monitor technology-related policies since this particular area is the fastest and is always changing due to advancements. Another reason for having current and formalized policies is to ensure that the division is offering accountability of school operations to students, parents, state departments, local taxpayers, and other stakeholders.

Recommendation 7-2:

Develop and seek board approval for technology-related policies.

The school division should develop comprehensive board policies for the use of technology within PPS. Topics that should be covered include each of the items specifically bulleted in Recommendation 7-1.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------|
| 1. The superintendent should direct the director of technology to solicit board policies related to technology from other Virginia school divisions. | Spring 2007 |
| 2. The director of technology should review the different technology policies to find the most detailed and edit to accommodate the current and future needs of PPS. | Spring – Summer 2007 |
| 3. The director of technology should submit the newly written policies to the superintendent. | Summer 2007 |

IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

- | | |
|--|--------------------------|
| 4. The superintendent should submit the policies to the PPS School Board for approval. | Fall 2007 |
| 5. The superintendent should inform all staff within PPS of the newly created and board approved policies that are to take effect immediately. | Fall 2007 |
| 6. The newly created technology committee should review all board policies related to technology on an annual basis in order to submit necessary changes for board approval. | Fall 2007 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented without additional costs to the division.

FINDING

Standard operating procedures are not available for technology-related practices.

Since PPS has not really had the benefit of an appropriately staffed technology department, it is not surprising that standard operating procedures are not available. According to staff interviews, the three full-time equivalent positions were in the department and they were simply trying to keep the division's network and state required systems up and running while also attempting to maintain and repair computers.

As previously mentioned in this chapter, the department is in the process of hiring staff, which should assist in some of these ongoing efforts; however, if operating procedures were available, new staff could make an immediate impact. As it turns out, they will need to learn by trial and error or need to depend on the technology manager for assistance as he has been working in the technology department for many years.

Best practices with any school based operation is to have written procedures for all functions of a department. PPS needs to start drafting procedures as staff work on each area within technology.

Recommendation 7-3:

Develop written procedures for all functions within the department of technology.

Written procedures are created to assist division technology personnel in following a process from beginning to end should they need to perform that function suddenly. The division should also incorporate a schedule to annually review the manual to ensure that all processes are current. The implementation of this recommendation should assist the school division whenever staff changes occur to continue operating without any disruption of service.

PPS should develop procedures to assist current and future staff in technology-related operations. PPS should seek out the assistance from Winchester Public Schools as they have written procedures that are considered exemplary. In fact, the WPS Technology

Department has created a comprehensive manual containing the division's organizational chart, roles of the department, job descriptions, the technology plan, general guidelines and procedures, and technical notes.

The general guidelines section of the manual contains the following essential information for technology staff:

- materials to be carried by computer and network technicians;
- work order procedures;
- parts ordering procedures;
- maintenance to be performed on computers; and
- school news coordinator guidelines.

This particular section includes steps on building a server from scratch, backup procedures, using different keyboards and printers, and student record input.

MGT further urges PPS to create written procedures that include at a minimum:

MGT suggested topics for the manual include:

- **Technology Basics**
 - Guidelines for Purchase
 - Guidelines for Donations
 - Maintenance
 - Inventory
 - Disposal
 - Backups, Cleanups
 - Disaster Recovery
 - Year-End Procedures
 - Peripherals
- **Hardware and Software**
 - Selection
 - Standardization
 - Replacement Schedules
- **Telecommunications**
 - Division Network
 - Internet Use (Students and Employees)
 - Electronic Mail Protocol
- **Web Pages**
 - Goals/General Statement
 - Web Publishing Procedures
 - Webmaster Role/Duties

■ **Division Technology Forms**

- Software Approval Form
- Charitable Contribution Form
- Request for Network Access Account
- Employee Internet Access Form
- Technology Maintenance Request
- Proposed Web Page Application
- Release Form for Student Work
- Student E-Mail Account Request

■ **Division Policies and Procedures**

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------------|
| 1. The superintendent should instruct the director of technology to solicit board procedures related to technology from Winchester Public Schools other model school divisions. | Summer 2007 |
| 2. The director of technology should review and edit the procedures with other departmental staff to accommodate the current and future needs of PPS. These procedures should be maintained in the central administration office and be posted on the network with all non-technology department staff having read-only access. | Summer – Fall 2007 |
| 3. The director of technology should notify all PPS staff of the new procedures and require the adherence to these procedures. | Fall 2007 |
| 4. The director of technology should require the review of all procedures by department staff on an annual basis with each staff held responsible for a set of procedures. | Summer 2008 and Ongoing |

FISCAL IMPACT

The implementation of this recommendation can be accomplished without additional fiscal resources.

FINDING

A technology user agreement process is not formalized even though a board policy exists requiring staff to sign such agreements.

While staff limitations prevented the technology department from having the basic necessities associated with technology, these forms and the accountability of them are still needed for every school division.

The lack of a formalized process could possibly prevent PPS from holding staff accountable for using technology for personal use. MGT observed central administration

staff using computers to play games on the Internet and these types of recommended agreements would allow the division to take necessary action for this type of abuse.

As previously mentioned, with minimal staff tasked with the responsibility of technology management, user agreement forms were not a high priority for the division. Now that the department is in the process of increasing staff, a process for user agreement forms needs to be developed for the school division.

An effective way to manage user agreement forms implemented by other school systems, such as Isle of Wight, is to have administrative or human resources staff provide forms to new and returning staff on an annual basis and as part of routine employee and/or contract checklists. These forms are then retained by the technology staff within the central administration. Human resources staff in these school systems then monitor receipt of the forms and request the Office of Technology to revoke computer access for employees failing to return the signed forms.

Recommendation 7-4:

Create and implement a formal technology user agreement process for Petersburg Public Schools.

The creation and implementation of technology user agreement form process should assist the school division in ensuring that all staff have been provided a copy of this agreement. **Exhibit 7-4** provides a sample form for the school division to use as a basis for the user agreement form since a form was not provided during the requested documentation.

**EXHIBIT 7-4
SAMPLE EMPLOYEE ON-LINE NETWORK USER'S AGREEMENT**

| |
|---|
| <p>I have read and understand the attached DISCLAIMER CONCERNING USE OF ON-LINE SERVICES and hereby release PPS, and its employees and agents, from any and all claims of any kind arising from the use, misuse, or inability to use the on-line services provided by PPS. I have read and understand the RULES OF ON-LINE NETWORK ETIQUETTE, and the LIST OF PROHIBITED USES OF ON-LINE SERVICES, and agree to abide by them. I understand that any violation of the above may constitute a criminal offense. I further understand and agree that if I violate any of the above, my access privileges may be revoked, and that disciplinary and/or legal action may be taken.</p> <p>User Name (please print): _____</p> <p>User Position Title: _____</p> <p>User Signature: _____</p> <p>Location/School: _____</p> <p>Date: _____</p> <p>SUBMIT COMPLETED FORM TO THE TECHNOLOGY DEPARTMENT TO ATTAIN/RETAIN ACCESS TO PPS NETWORK</p> |
|---|

Source: Created by MGT of America, 2006.

This practice should allow for the school division to hold staff accountable for any noncompliance of the agreement, and staff should only be granted access when such

form is collected on an annual basis. The forms should be modified to include the date signed, and retained by the technology department.

Isle of Wight County Public Schools (IWCPs) has implemented a process that Petersburg should consider implementing.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------|
| 1. The superintendent should instruct the director of technology to modify the user agreement forms so that they include a date field and create an accountability process. | April 2007 |
| 2. The director of technology should create a process for staff to submit all user agreement like that developed in IWCPs. | April 2007 |
| 3. The director of technology should write, implement, and disseminate to all staff a procedure that user access will be revoked or withheld unless staff have submitted their completed user agreement form. | May 2007 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

PPS does not require the use of technology for administrative purposes.

MGT received hand-written data in response to MGT's data request list and observed the compilation of data being created manually. According to PPS staff, some administrators do use e-mail when communicating with teachers and office staff while others insist on paper copies; however, central administration does not encourage technology use.

In order for a school division to integrate technology in the classroom, it is necessary to integrate its use among administrative staff and functions. If the current practices continue, PPS staff and students will fall well behind other school divisions in Virginia as well as the country, which is a disservice to all staff and students.

A more efficient and effective practice for PPS would be to require the use of technology for most communication and other daily operations at the central administration office, school administration offices, and then at the classroom level.

Recommendation 7-5:

Require the use of technology for communication and other daily operations by division and school administration and instructional staff.

In order for a school division to successfully integrate technology, all central office and school administrators should set an example for teachers, classified staff, and students. It is very difficult, if not impossible, to fully integrate technology in the classroom when administrators are not using automated tools. The board should require the superintendent, central and school administrators to use technology in daily operations and strive to eliminate manual processes and reporting.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------------------|
| 1. The superintendent should notify all school administrators requiring them to use technology for daily operations to the fullest extent possible. | August 2007 |
| 2. The superintendent should direct school administrators to contact the office of technology for training needs or guidance in using technology. | August 2007 |
| 3. The superintendent should direct the newly established instructional technology resource teachers to hold training sessions as needed for school administrators. | Fall 2007 and Ongoing |
| 4. The superintendent should follow-up to see if technology use has been implemented and request corrective action plans from school administrators if technology has not been incorporated. | Spring 2008 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources and should create a savings by using this more efficient and effective way to communicate among staff in the school division.

FINDING

PPS currently backs up student data using a weekly rotation of daily backups. These back-up tapes are kept on-site and no formal disaster recovery plan is in place for the division.

A formal disaster recovery plan is not available for PPS. MGT observed data tapes at the high school during the on-site visit. Staff indicated that the tapes are for back up of the student information system and that the daily tapes are kept on the rack in the same room as the server.

Staff further indicated that at one time, back-up tapes were kept off-site in a fireproof safe but this practice is no longer used. No specific reason was provided for the change in practice.

Disaster recovery plans are a necessity in school divisions due to federal and state requirements of collecting and retaining data on students, financial data, and day-to-day operations. It is also a way for central office and school administrators, teachers, students, and parents to be reassured that recovery plans are available, and that PPS will not be asked to recreate an entire school year's worth of data in the event of a problem or disaster.

Recommendation 7-6:

Create and test a written disaster recovery plan and coordinate routine tape backups for off-site storage.

Disaster recovery plans provide reassurance that if data are lost or destroyed due to a natural or manmade disaster, data can be recovered quickly and reduce a lapse in operation of a school division.

PPS should develop a written procedure to store weekly data tapes off-site in a fireproof storage container for at least one month. Then monthly backup tapes should be created and kept in the same type of environment for one school year.

While best practices recommend the testing of disaster recovery on an annual basis, MGT realizes that current constraints in PPS may not allow this practice. Therefore, disaster recovery testing should be completed at least every three years until the budget has increased to appropriate funding levels for annual testing.

Winchester Public Schools (WPS) has a well-written disaster recovery plan that PPS should try to replicate. Their plan uses a system that incorporates the following:

- automatic off-site backup;
- redundant hardware;
- large capacity; and
- centralized administration.

All WPS backups are full backups and require only one tape for full restoration of content to a user. Each evening servers run opposite scripts that back up a different subset of servers, with the exception of same site servers. Same site servers are always backed up to a particular site because they are remote and provide automatic off-site backup.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------|
| 1. The director of technology should request assistance from WPS and work with key PPS staff to develop a disaster recovery plan. | March– April 2008 |
| 2. The director of technology should submit the disaster recovery plan to the superintendent for approval. | May 2008 |
| 3. The director of technology should implement the plan. | June 2008 |

FISCAL IMPACT

PPS should perform disaster recovery testing every three years until the budget has been increased to appropriate funding levels for annual testing.

Disaster recovery tests should cost between \$40,000 to \$80,000 per testing cycle; however, the type of plan used by WPS should be have a one-time cost of approximately \$65,000 and annual testing could be produced using existing staff.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-2011 | 2011-2012 |
|---|----------------|----------------|----------------|------------------|------------------|
| Implement and Test the PPS Disaster Recovery Plan | (\$65,000) | \$0 | \$0 | \$0 | \$0 |

7.2 Software and Hardware

School divisions must select and employ software and hardware to meet both instructional and administrative objectives. While computers in the classroom are primarily an instructional resource, they also serve an administrative function in most school divisions. Moreover, adequate administrative technology must be present to support schools in meeting instructional goals. One of the primary tenets of *No Child Left Behind* is that school divisions will make data-driven decisions. The data to make those decisions can only come from sufficient administrative software and hardware.

In software, one of the most important aspects of the technology revolution is the advent of e-mail. E-mail allows division personnel to communicate quickly with each other. Central office administrators can use e-mail to communicate important news across the division. Principals can use e-mail to communicate with their entire school in an instant. Teachers can use e-mail to share information with other teachers across the building, across the division, or across the world.

In hardware, costs have been declining over the past decade, due to greater mass production of computers and peripherals. While the price of hardware is generally declining, the cost of software is increasing. This increase in cost is primarily because software actually translates into personnel costs (i.e., software development is usually a labor-intensive activity that requires skilled technicians who earn relatively high salaries). As a result, the task of selecting software for use in any organization is becoming more difficult. This difficulty is particularly true of an educational system because the types of software used are more diverse than those found in most other organizations.

FINDING

Petersburg Public Schools does not have an adequate number of computers for student use.

The technology department reports that there are 1,318 computers in the division. Of these, 74 (or five percent) are further reported to be non-functional. If the information provided by the school division is accurate, then there are approximately 730 computers available for student use. Therefore, PPS is estimating that they have one computer for every seven students (5,175 students divided by 730 computers equals seven students for each computer).

This ratio is rather high and will likely cause further delay in integrating technology in the classroom. Technology integration is critical in today's society and the school division

may not be able to adequately prepare students without the necessary availability of computers for their use.

The *Technology Connections For School Improvement Planners' Handbook* states:

The usefulness of technology depends on having a critical mass of computers. Research and best practices indicate that a minimum of one computer for every 4-5 students is necessary if students are to be able to use technology in a manner that will enable significant results within the classroom.

Recommendation 7-7:

Purchase and set up computers for student use.

With the implementation of this recommendation, PPS will be allowing students more of an opportunity to actually learn computer applications through instructional delivery or to supplement classroom lessons. This recommendation will further allow for students to be better prepared upon graduation.

Furthermore, PPS should not purchase additional computers for central administration and all computers that will be remaining after staff reductions should be sent to the schools since most of their equipment is outdated. A complete equipment inventory should be conducted to identify non-functional computers and determine if they should be repaired or discarded.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------------|
| 1. The superintendent should instruct the director of technology and the chief financial officer to analyze the most cost-effective price and create a needs assessment for purchasing additional computers for student use. | June 2007 |
| 2. The chief financial officer should only purchase computers based upon the recommendations of models and software from the director of technology. | June 2007 |
| 3. The chief financial officer should instruct the purchasing agent to order the equipment. | July 2007 |
| 4. The director of technology should create an implementation plan to install the equipment according to the needs assessment and upon review and approval from the newly created technology planning committee. | June – August 2007 |

FISCAL IMPACT

The one-time cost to purchase 305 computers is based on the model generally purchased for \$900 each on Virginia's purchasing plan multiplied by 305 is \$274,500. Many school divisions apply for various technology grants to assist in defraying these expenses.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|------------------------------------|----------------|----------------|----------------|----------------|----------------|
| Purchase Computers for Student Use | (\$274,500) | \$0 | \$0 | \$0 | \$0 |

FINDING

PPS has a general purchasing policy; however, no technology policy exists requiring the director of technology to approve hardware or software acquired at the schools.

Currently, school administrators can purchase hardware or software for one or many computers without the approval of the office of technology. Areas of concern with this practice include network compatibility for software and hardware, and the possible purchase of software that is not consistent with instructional program goals.

Site-based purchasing practices lead to numerous small batches of specialized software and hardware spread throughout the school division. Technical specialists are expected to support these purchases even if they may not have the proper training on the applications or hardware.

Best practices found in other school systems, require the written authorization of technology-related purchases or reimbursements of these types of purchases from the technology director.

Recommendation 7-8:

Require that the PPS Office of Technology approve all software and hardware purchases by schools and departments prior to the issue of a purchase order.

The selection of software, whether it is for the financial management or student information management of a school division should be driven by stakeholders involved and ultimately approved by the corporation’s technology leadership. While no one software solution will meet all the needs of a particular school division, care should be taken in the initial selection so that a division does not fall into the trap of selecting a program that fails to meet many needs, necessitating additional purchases of other packages that must then be patched into the first system. School systems should also not purchase software that is in competition with existing applications. Once the primary enterprise solutions are successfully deployed, the school division must view all future purchases through the lens of how well the new software will work with the established base.

Software should also be purchased with a multi-user license instead of desktop or single-user license. This will enable the technology staff to install the new software on each computer designated to have access within the school division. This saves time and money, and will ensure compatibility with current software along with subsequent upgrades for the software. Therefore, there will not be multiple licenses for different versions on computers randomly throughout the school division.

This recommended practice should also provide a cost savings due to bulk purchasing of technology-related products. This recommended approval regarding technology-related software is a growing trend and among best practices according to *CDW-G*, a government technology publication providing computing solutions to educational organizations.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The director of technology should meet with the chief financial officer to create a process to prevent technology-related purchases, including site-based purchases, without the written approval from the department of technology. | October 2007 |
| 2. The director of technology and the chief financial officer should seek approval from the superintendent for the new technology-related purchasing process. | November 2007 |
| 3. The superintendent should direct the implementation of the process and notify all staff throughout the school corporation. | November 2007 |

FISCAL IMPACT

This recommendation can be implemented with existing resources and should ultimately create a savings for the school division.

FINDING

The PPS Web site is lacking important information for stakeholders.

Some of the major Web site issues found by MGT include:

- no annual report available;
- attendance zones or maps are not available;
- bus routes and schedules are not available;
- school-level sites or links are not available; and
- SOL scores for the division (or by school) are not available.

Some added functionality to consider for the PPS Web site to assist the division in creating a more effective tool are:

- *No Child Left Behind* (NCLB) data by school, grade with masked data for cohort results less than 10;
- curriculum and standards by school, grade, and subject area;
- e-mail addresses for school division administration, school administration, and teachers;
- a superintendent's home page;

- links to homerooms, extra-curricular associations, teacher and student Web pages; and
- a feedback link to the school division regarding PPS, the Web site, and its contents.

Recommendation 7-9:

Update and enhance the PPS Web site.

Web sites for school divisions provide stakeholders with information at their fingertips. Parents should be able to review how their child’s school is performing by specific grade level, learn and explore the curriculum options available, verify homework assignments, and check calendars for the school division and their child’s school for specific updates. All stakeholders should be able to view the above information along with PPS Board member bios, faculty data, student performance, and costs per pupil by school and grade.

The Pittsburgh School District or York County Public Schools (VA) have exemplary Web sites that PPS should review before making changes to the PPS Web site.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------------|
| 1. The director of technology should hire a technical consultant to update and enhance the Web pages using required functionality and format outlined in the recommendation. | May 2007 |
| 2. The director of technology should review and approve the Web pages to ensure that they are user-friendly. | September 2007 |
| 3. The director of technology should instruct staff to continual update Web site to ensure the most current information is available for all stakeholders. | October 2007 and Annually |

FISCAL IMPACT

The initial portion of this recommendation to hire outside consultants can be implemented using external sources at a conservative, one-time cost of \$175 per hour x 200 hours equals \$35,000.

Once the division has fully implemented technology integration in the schools, middle and high school students could be used to update the Web site under the supervision of staff.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|-------------------------------------|------------|---------|---------|---------|---------|
| Update and Enhance the PPS Web site | (\$35,000) | \$0 | \$0 | \$0 | \$0 |

FINDING

The PPS server room is in disarray and does not meet industry technology standards.

PPS stores the main server at the high school in a locked room; however, this room is cluttered and in disarray. In fact, MGT observed a large document shredder being used in this room, which is detrimental to the life of a server.

If this practice of having a cluttered server room is not changed, the school division has the potential of a fire hazard and the loss of equipment use. If equipment fails, PPS could lose data and network capabilities.

Servers are necessary to provide access to the LAN and WAN for each computer within the school division. They need to be in a clean, secure and cool location with minimal persons having access.

While PPS has been fortunate to not have any major issues concerning server location, all servers need to be placed in a secured area and free from other storage.

Recommendation 7-10:

Clean and maintain a clutter-free server room.

Servers should be located in a clean and secured environment with only technology staff have access. These servers are what keep technology-related communication within a school and within the school division.

Server rooms should also be free from risks such as copiers that produce excess heat, paper, and document shredders. These risks can cause damage to servers and data residing on the server.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------------------|
| 1. The superintendent should instruct the director of technology to create a clean and clutter-free server room. | July 2007 |
| 2. The director of technology should assist departmental staff in the cleaning of the server room located in Petersburg High School. | July – August 2007 |
| 3. The director of technology should inspect the server room on a monthly basis to ensure its cleanliness. | September 2007 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.3 Position Descriptions and Staff Development

Training in the use of technology is the most critical factor in determining whether technology is being used effectively or even used at all. Administrative and instructional staff must be able to effectively use the technology available to them. Training must be ongoing; the technology environment is continuously evolving, and school divisions must keep pace with the evolution.

The International Society for Technology in Education (ISTE) has created a Technology Support Index, and the index identifies exemplary school systems as having these staff development practices:

- a comprehensive staff development program is in place that impacts all staff and is progressive in nature to balance incentive, accountability, and diverse learning opportunities;
- expectations for all staff are clearly articulated and are broad in scope, with performance expectations built into work functions, and a part of the organizational culture;
- technical staff receive ample training as a normal part of their employment, including training towards certification; and
- basic troubleshooting is built into the professional development program, and is used as a first line of defense in conjunction with technical support.

FINDING

PPS has no mechanism in place for tracking professional development as it relates to technology.

Currently, the school division does not have any mechanism in place to track attendance in professional development for instructional staff nor administrative staff. According to documents provided from MGT's data request list, the division is not aware of any technology-related training. This information was corroborated during staff interviews while MGT was onsite for the in-depth review portion of this study.

If the school division continues a lack of accountability for technology-related training, they will be unable to integrate technology into the classroom. Additionally, the division will continue its struggle with manually intensive practices that lead to costly labor expenses.

Best practices in other school divisions require the continuance of technology training as well as the accountability of staff training to ensure that technology will be used throughout the school system. Lancaster ISD in Texas uses the STaR Chart method, which would be beneficial for PPS.

Recommendation 7-11:

Create and implement a system to track staff development as it relates to technology.

In order for technology integration to be completely successful, an accountability system is needed for staff development and actual use of the learned information. A simplistic approach that PPS can implement is to request a list of all instructional and administrative staff from the human resources department by school and administrative office. This list could then be input into spreadsheet software with the types of training taken in columns. Staff should then submit written verification for the training taken within the current school year. This update should then be required on a semester or annual basis to ensure staff are being trained.

Additionally, policies should be adhered to that have been recommended in Chapter 2 – Division Administration of this report.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--|
| 1. The superintendent should instruct the human resources department to create a list of administrative and instructional staff using spreadsheet software according to the information provided above. | January 2008 |
| 2. The director of human resources should submit the spreadsheet to the department of technology for their review. | February 2008 and Annually |
| 3. The director of technology should review the spreadsheet and create an evaluation of the training needed with the assistance of the ITRTs. | February – March 2008 and Annually |
| 4. The ITRTs should prepare a schedule of training that can be provided internally and submit to the director of technology. | April – May 2008 and Annually |
| 5. The director of technology should disseminate the spreadsheet along with the analysis of needed training and subsequent dates of training offered to each administrative office head and to each principal. | May 2008 and Annually |
| 6. Each department head and school principal should direct staff to take the appropriate training available and follow up on whether or not staff attended the training. | June 2008 and Annually |
| 7. Each department head and school principal should create the appropriate corrective action plan for staff not attending the required training. | December 2008 and Annually |

FISCAL IMPACT

The reporting and accountability portion of this recommendation can be implemented without the use of additional resources. The fiscal impact for training cannot be determined since staff development documentation is not available.

7.4 Communications

School divisions use different types of technology to interact among staff. Cellular telephones have been helpful in allowing staff to communicate efficiently and effectively when outside of the school building, especially when emergencies may arise.

Another form of communication used among school divisions is that of two-way radios. These radios allow for school staff to communicate within their own campus and some radios can be used across several campuses. Additionally, these radios allow for the instant communication without having to have a land line or cellular phone to assist in emergency situations.

FINDING

Petersburg Public Schools has a high number of cellular phone users.

PPS does not have a policy on issuing key staff cellular phones. According to documents received from the division, a monthly fee is in place using America's Choice Business Shore Plan to help reduce costs, yet there are too many cellular phone users. A policy would assist the division in establishing solid guidelines on cellular phone provision.

Recommendation 7-12:

Establish a School Board policy that will identify the criteria for issuance of a cellular phone to school division employees.

The use of cellular phones is one of those areas where incremental increases in the number of phones can occur over time if formal criteria are not identified in board policy. This circumstance has occurred with the issuance of 82 cellular phones, including nine to unidentified individuals.

A board policy should be established to identify criteria to guide future decisions regarding cellular phones. These criteria should include issues such as health and safety and organizational efficiency. A key requirement of the policy should have the superintendent or his/her designee responsible for approving the assignment of all cellular telephones. **Exhibits 7-5 and 7-6** provide examples of policies that define criteria and conditions for cellular phone issuance.

**EXHIBIT 7-5
SAMPLE SCHOOL BOARD POLICY ON
EMPLOYEE CELLULAR PHONE ISSUANCE AND USE**

1. **Cellular Telephones.**-- Consistent with the goal of expending public funds in the most economical manner, the following guidelines shall apply to use of District-issued wireless communication devices, which include cellular telephones/radios, PDAs, and any other portable communications devices that can transmit voice/data signals through wireless technology, all of which are referred to in this policy as "cellular phones":
 - a. District employees will limit cellular phone usage; whenever possible, calls will be made on a conventional land line telephone if one is reasonably available.
 - b. A centralized, standardized, and cost-effective wireless services contract shall be established through a competitive procurement process. All cellular phones paid for with District funds, other than those used by personnel at school sites and paid from local funds, must be obtained and operated under a standard contract adopted by the District.
 - i. Schools sites, using internal account funds for cellular service, are authorized and encouraged to participate under the District-approved wireless contract described in this policy. School principals who choose another plan must justify the cost-effectiveness of that choice in writing to the area superintendent.
 - ii. Every cellular phone issued in the District must be approved in writing by the employee's Director-level supervisor (or Principal at school centers) and justified as reasonably necessary for carrying out the employee's responsibilities for the District. The Director-level supervisor must obtain the employee's signature acknowledging receipt of this Policy and maintain the acknowledgment on file at the department or school site.
 - iii. Each District cellular phone must be placed on the most cost-effective plan to satisfy the work-related needs of the particular employee. The employee's Director-level supervisor, or designee, must approve the appropriate plan that fulfills the employee's reasonable needs for District use. Extra features and upgrades such as roaming, anytime minutes, and "free" long distance shall be included only when justified as necessary and cost-effective features for the employee's particular work functions.
 - iv. The Director-level supervisor, or designee, of an employee with a District cellular phone shall periodically monitor and approve the bills and call details generated by the employee's usage.
 - A. The employee shall identify any personal calls shown on such bills.
 1. A "personal call" means communication for purposes other than furtherance of the employee's public duties for the District.
 2. A brief, occasional call to the employee's home from the school or from a District-sponsored event or activity (e.g., to explain that the employee will be delayed in returning home due to being present at a District-sponsored event), will not be construed as a personal call.
 3. Personal calls on District cellular phones will generally be limited to emergencies and exigent circumstances. Employees who wish to use their District cellular phones for personal calls routinely must establish a separate personal account, at personal expense, with the cellular service provider.
 4. Employees shall reimburse the District for any personal calls that result in any increased expense to the District (e.g., when personal calls have resulted in the employee exceeding the total minutes allowed under a flat-rate/flexible-rate plan). Such reimbursement shall be on a monthly or quarterly basis and shall cover the actual extra cost incurred by the District.
 - B. Based on a monthly review of the use and non-use thresholds for each employee, the Director-level supervisor, or designee, shall consider altering the employee's plan if the bona fide District calls regularly fall significantly below the allotted minutes for more than two consecutive months. Director-level supervisors or their designees will use a memo to Information Technology to request modification or elimination of an employee's plan.

EXHIBIT 7-5 (Continued)
SAMPLE SCHOOL BOARD POLICY ON
EMPLOYEE CELLULAR PHONE ISSUANCE AND USE

- c. Employees issued a District phone should not make or receive calls on the phone while driving unless equipped for hands-free usage. Employees must also exercise due care to prevent loss or theft of the phone. If the phone is lost or stolen, the employee must report the incident to the supervisor and Information Technology immediately. If it appears that a District phone is lost through carelessness, the supervisor may exercise reasonable discretion in deciding whether to provide a replacement.
- d. The invoice and all call details of District cellular phone accounts, including all numbers dialed, are public records subject to disclosure under Florida Statutes Chapter 119 and monitoring by supervisors for compliance with this Policy.

Source: Palm Beach County School Board Policy Manual, 2006.

EXHIBIT 7-6
SAMPLE POLICY ON EMPLOYEE CELLULAR PHONE ISSUANCE

A **business purpose** for having a cellular access device is one where:

- the employee is responsible in emergency matters where they must be available 100% of the identified business period or,
- the employee does not have access to a landline or other communication device when doing a substantial portion of his or her job (defined as 75% of the identified business period) or,
- the use of other less expensive communication devices does not serve as a viable alternative to the business purpose or,
- the employee's job effectiveness will show a significant increase through the use of a cellular phone or electronic access/device or,

A group of employees have the need for group or shared devices for purposes such as rotating on-call contact.

Source: Excerpted from Indiana University's Administrative Policy on Cellular Phones and Other Electronic Access Devices, 2006.

Once the policy has been established, accordant procedures should be developed and incorporated into appropriate employee handbooks

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The superintendent should direct the business manager to develop criteria for the issuance of cellular phones to the staff of PPS. | February 2007 |
| 2. The business manager should prepare a Board of Education policy for the superintendent's review to show a minimum of a 50 percent reduction in cellular phones. | May 2007 |
| 3. The superintendent should present the proposed policy to the Board of Education for adoption. | July 2007 |
| 4. The superintendent should implement the policy on cellular phones to affect all current and potential cellular phone recipients. | July 2007 |

FISCAL IMPACT

There is no cost associated with the development and implementation of the policy.

Recommendation 7-13:

Eliminate 50 percent of the current 82 cellular phones issued by Petersburg Public Schools.

FISCAL IMPACT

This division's currently monthly charges for cellular phone service for 82 employees total \$2,988, which represents 36,900 total pooled minutes. This equals an annual charge of \$35,856. The savings associated with eliminating 50 percent or 41 of the 82 cellular phones currently assigned to PPS employees totals \$17,928. Total savings over a five year period would equal \$71,714.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|----------------|----------------|----------------|----------------|----------------|
| Eliminate 50 Percent of Cellular Phones | \$17,928 | \$17,928 | \$17,928 | \$17,928 | \$17,928 |

8.0 FACILITIES USE AND MANAGEMENT

8.0 FACILITIES USE AND MANAGEMENT

This chapter presents the findings of facilities use and management along with related policies and procedures in Petersburg Public Schools (PPS). The five sections in this chapter are as follows:

- 8.1 Organizational Structure
- 8.2 Capital Planning and Facilities Use
- 8.3 Maintenance Services
- 8.4 Custodial Services
- 8.5 Energy Management and Community Use of Facilities

A comprehensive facility management program should coordinate all the physical resources of a school division to ensure the most efficient and economical operation. The creation of a comprehensive long-term facility plan is essential to planning for present and future facility needs in a manner acceptable to the community. The administration of the program must effectively integrate a comprehensive facility plan with the other aspects of institutional planning including instructional priorities. Well-planned facilities are based on the educational program and on accurate student enrollment projections. Proper planning involves input from all stakeholders, including administrators, teachers, security specialists, parents, students, patrons, and the maintenance and operations staff. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program and efficiently uses the school system's resources.

CHAPTER SUMMARY

Petersburg Public Schools is struggling to keep up with the number of facilities that must be maintained with the available funds. The work of custodial and maintenance staff, along with outsourced contractors, is evident in all buildings, but the challenge to keep up with the many demands placed upon them is also evident. Consequently, the division is faced with a growing need to identify all the issues to be addressed and to do so in a comprehensive fashion.

Key recommendations in this chapter seek to build on the hard work and dedication of the staff to provide a quality environment in which to educate children. The chapter will suggest that an accelerated consolidation plan would be beneficial to the division and will then introduce a formal facility planning process. The goal of these and related recommendations is to direct more available budgetary dollars away from the cost of building operations and maintenance, and towards educational program activities.

The chapter recommends that consideration be given to closing certain schools. Although it is MGT's opinion that such closures are warranted, clearly the decision by Petersburg Public Schools to close schools at any level is one that must be made after careful deliberation by all stakeholders, including administrators, teachers, parents, and students. Each school has a history and tradition that represent an emotional and palpable attachment to family histories and traditions. It is further understood that such decisions are difficult for a community but necessary in order to respond quickly to

declining enrollments and educational programs housed in facilities in great need of repair. The timelines of each recommendation reflect the need for sufficient time in the decision-making process while emphasizing the urgency of these difficult decisions.

Some key recommendations in this chapter include:

- accelerate the consolidation plan through full implementation by the fall of 2007;
- conduct a physical assessment of all PPS facilities, including support buildings, to include site conditions assessment, structural, electrical-mechanical, safety, and accessibility issues;
- conduct an educational suitability assessment of all school division buildings to include general classrooms, special learning spaces, support spaces, technology readiness, and parent drop-off/bus circulation issues;
- close the existing warehouse immediately;
- establish a timeline to deploy the SchoolDude® software for the maintenance department;
- maintain the present custodial staffing until the staffing formula can be re-evaluated after the school closure plan has been implemented;
- develop standards for custodial services that are consistent with APPA standards;
- implement an ongoing staff development program for custodial personnel;
- arrange for the assistant superintendent for administration and the supervisor of school facilities to conduct an annual quality inspection of all facilities using the board-adopted custodial standards, and report to the board on an annual basis the readiness of the facilities for the school year; and
- adopt a board policy that governs the rental of school facilities.

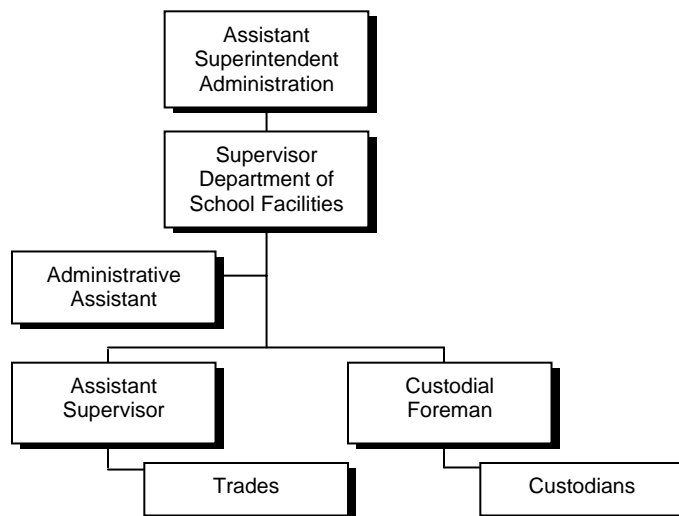
PPS is commended for:

- taking the initiative to create a personnel handbook for the facilities division, and
- adhering to an energy management plan that is producing significant results.

8.1 Organizational Structure

As shown in **Exhibit 8-1**, the facilities management functions in the Petersburg Public Schools are administered by the supervisor for school facilities, who reports directly to the assistant superintendent for administration. The supervisor is assisted by an assistant supervisor and a custodial foreman. Each of these positions has direct supervision over its respective area.

**EXHIBIT 8-1
CURRENT ORGANIZATION OF MAINTENANCE DEPARTMENT
2006-07 SCHOOL YEAR**



Source: Petersburg Public Schools, Maintenance Department, 2006.

Exhibit 8-2 details the facilities currently being operated by the school division, including square footage, age, and any additions. The most recent renovation occurred at Vernon John Middle School in 2000.

**EXHIBIT 8-2
SCHOOL FACILITIES
SQUARE FOOTAGE, AGE OF BUILDINGS
2006-07 SCHOOL YEAR**

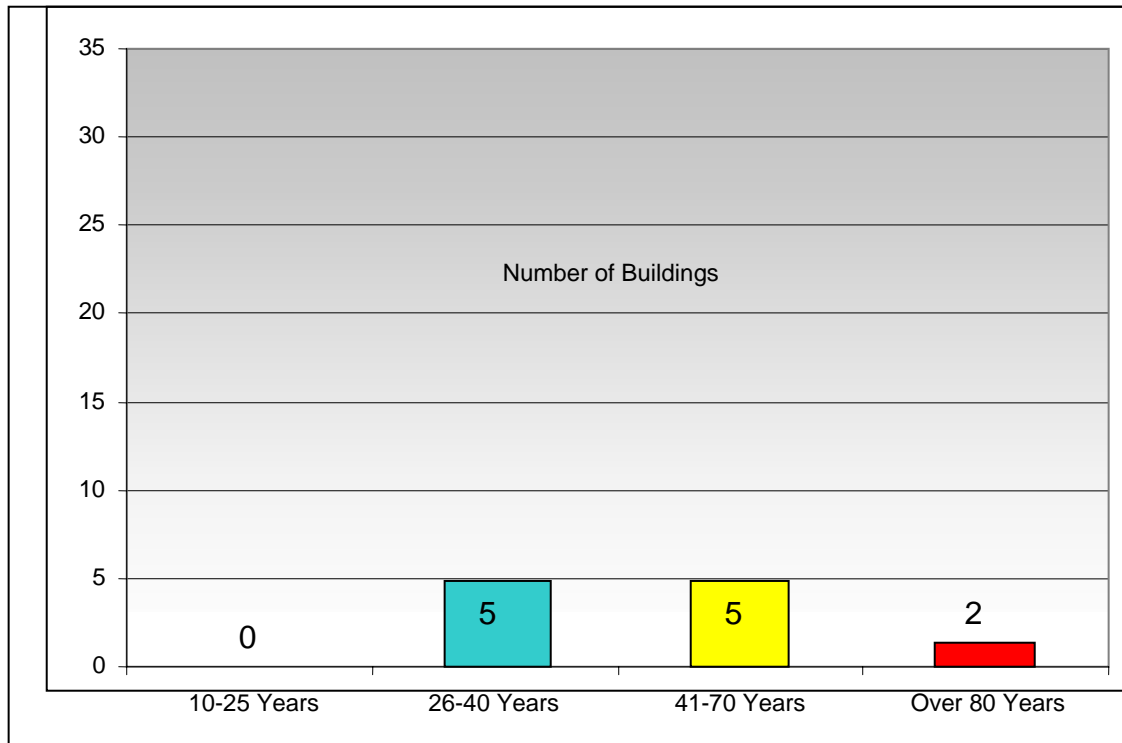
| SCHOOL | SQUARE FOOTAGE | PORTABLE SQUARE FOOTAGE | AGE OF BUILDINGS | BUILDING ADDITIONS | BUILDING ADDITIONS | BUILDING ADDITIONS |
|----------------------|----------------|-------------------------|------------------|--------------------|--------------------|--------------------|
| A.P. Hill E.S. | 49,932 | 10,752 | 1967 | | | |
| Blandford E.S. | 41,760 | | 1923 | 1957 | 1963 | |
| Lee E.S. | 49,434 | | 1962 | 1978 | | |
| Peabody M.S. | 168,582 | | 1951 | 1965 | 1968 | 1970 |
| Pittman Annex | 22,216 | | 1970 | | | |
| J.E.B. Stuart | 54,190 | 960 | 1966 | 1973 | | |
| Vernon John M.S. | 102,323 | | 1972 | 2000 | | |
| Virginia Avenue E.S. | 56,621 | | 1939 | 1955 | 1963 | |
| Walnut Hill E.S. | 63,824 | | 1952 | 1954 | 1959 | 1967 |
| Westview E.S. | 50,201 | 2,880 | 1958 | 1965 | | |
| School Board Office | 23,946 | | | | | |
| Petersburg H.S. | 272,792 | | 1974 | | | |
| 21 Century | 7,200 | | 1 (part time) | | | |
| Central Warehouse | 51,780 | | Late 1800's | | | |

Source: Petersburg Public Schools, Maintenance Department, 2006.

Exhibit 8-3 presents a graphic representation of the ages of PPS buildings. As shown, in the exhibit, five of the buildings fall within the 26-40 year range; five fall within the 41-60 year range; and two exceed 80 years of usage (one of the buildings is 83 years old; the other is estimated to be around 150 years old).

In 1997, of the 82,000 schools in the United States, approximately 1,100 public schools were K-12 Public Schools. In census information as of 2000, of the 45,601 public elementary schools, 25,480 (56 percent) transitioned students into a middle or junior high school by the end of the fifth grade. Another 15,578 schools (34 percent) made the transition after the sixth grade. Today, the most common grade span configurations are K-5 or K-6, 6-8 or 7-8, and 9-12. The grade configuration for Petersburg Public Schools is consistent with the mainstream grade configuration for the United States. PPS offers a grade configuration that follows the more traditional model of K-5, 6-8, and 9-12. The grade configurations, number of students, and present capacity for the division are represented in **Exhibit 8-4**.

**EXHIBIT 8-3
AGE DISTRIBUTION OF SCHOOL FACILITIES
PETERSBURG PUBLIC SCHOOLS**



Source: Petersburg City Public Schools, Maintenance Department, 2006.

**EXHIBIT 8-4
PETERSBURG PUBLIC SCHOOLS
GRADE CONFIGURATIONS**

| SCHOOL | GRADE CONFIGURATION | NUMBER OF STUDENTS | NUMBER OF CLASSES |
|---------------------------|---------------------|--------------------|-------------------|
| A.P. Hill Elementary | K-5 | 372 | 30 + 4 trailers |
| Blandford Elementary | K-5 | 300 | 20 |
| Lee Elementary | K-5 | 268 | 28 |
| Stuart Elementary | K-5 | 343 | 33 + 1 trailer |
| Virginia Avenue | K-5 | 273 | 27 |
| Walnut Hill | K-5 | 576 | 37 |
| Westview | K-5 | 318 | 30 + 3 trailers |
| Peabody Middle School | 6-8 | 610 | 63 |
| Vernon John Middle School | 6-8 | 602 | 46 |
| Petersburg High School | 9-12 | 1513 | 92 |

Source: Petersburg Public Schools, Maintenance Department, 2006.

FINDING

PPS is currently operating more schools than the present grade configuration requires. The age and condition of the existing facilities require an aggressive approach to closing facilities in a timely fashion.

The school division has adopted a plan that calls for the closing of three elementary schools (Blandford, Virginia Avenue, and Westview), beginning in 2007 with the closing of Virginia Avenue Elementary. Blandford is scheduled to close in 2009. In addition to these closures, the plan calls for reconfiguring the closed facilities to other educational purposes. Westview would become an early childhood facility; the present alternative school (Pittman) would be moved to Blandford. In this plan, an additional six classrooms would be added to A.P. Hill, and the use of portables would cease.

The division's current plan allows for additional classroom space for 400 students. PPS knows this is necessary due to changes scheduled for Fort Lee, a military base located in the vicinity of Petersburg. The Base Realignment and Closure Process announced that Fort Lee would be realigned and not closed. Consequently, the community is expecting 10,000 additional soldiers to be assigned to Fort Lee during the 2008-13 time frame. It has been estimated that the area could experience a growth of 2,000 to 3,000 students. Petersburg Public Schools would be one of several school divisions in the area to experience this growth. The additional capacity built into the final plan would give the division the flexibility to implement this plan more quickly. Empty classrooms are currently available. In the worst case scenario, additional portables might be necessary for the interim plan. Deploying the current plan at the earliest possible date would position PPS to have a more effective organization, a goal of both the city and the school division.

The City of Petersburg and Petersburg Public Schools agree that the closure of schools should be a high priority. Both have formally adopted the consolidation plan. The city has allocated resources to implement Phase II of the plan which will eliminate Westview as an elementary school and use it as an early childhood center, close Virginia Avenue Elementary, and build additional classrooms at A.P. Hill Elementary. Phase II also calls for remodeling restrooms within A.P. Hill. Phase III, scheduled for implementation in 2009, has not yet been funded.

Because of the many physical issues that the buildings present to the division and in view of the declining enrollment, it is important for PPS to operate only those facilities that are essential to the delivery of its educational mission. Operating too many facilities draws needed resources from programs and facilities that fit into a long-term plan to educate students. It is difficult, if not impossible, to set maintenance and repair priorities for a facility that is scheduled for closure.

Recommendation 8-1:

Accelerate the consolidation plan through full implementation by the fall of 2007.

The implementation of this recommendation would have a more immediate impact on the financial capabilities of the division. Accelerating the joint plan of the city and School Board will position PPS to divert much needed resources into buildings that would constitute the long-term building configuration for the division. It would also allow PPS to

focus on developing a comprehensive long-term facility study on the physical conditions and educational suitability needs of only those facilities that are part of its future. This topic will be addressed later in this chapter.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------------|
| 1. The School Board should adopt a resolution that establishes a timeline for implementation of the consolidation plan by August 2007. | February 2007 |
| 2. The assistant superintendent for administration, in conjunction with the supervisor of facilities, should develop a plan to accelerate the consolidation plan. | February 2007 |
| 3. The School Board should approve the proposed plan. | April 2007 |
| 4. The assistant superintendent for administration should assign responsibilities for implementation of the plan to the supervisor of facilities. | April 2007 |
| 5. The assistant superintendent for administration should ensure the plan is fully deployed. | August 2007 and Ongoing |

FISCAL IMPACT

The cost savings of implementing this recommendation has been estimated to be \$1,700,000 per year. The division estimates that 21 fewer teachers will be needed, along with fewer support personnel (principals, assistant principals, librarians, counselors, secretaries, nurses, and custodians). The total savings over a five-year span is estimated at \$8,500,000.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|-----------------------------------|-------------|-------------|-------------|-------------|-------------|
| Accelerate The Consolidation Plan | \$1,700,000 | \$1,700,000 | \$1,700,000 | \$1,700,000 | \$1,700,000 |

8.2 Capital Planning and Facilities Use

Through its past efforts, PPS demonstrated an understanding of the need to conduct long-term facility planning. In 2001, the division engaged in an internal effort to develop a facility plan for 2002-11. The plan included efforts to describe the capacity of the division, portray an analysis of building needs at that time, and give a cost analysis for implementing the plan. The total costs for deploying the plan were estimated to be \$39,527,219 according to documents presented to the MGT review team. Key recommendations included the following:

- close Virginia Avenue, Westview, and Blandford Elementary Schools;
- construct a new PK-5 school and re-district;

- install air conditioning in the remaining schools; and
- remove asbestos from the buildings.

On June 8, 2005, PPS Board of Education reviewed another facility plan in response to a request by the School Board, which expressed the desire “to maximize the efficiency of the school division.” The key recommendations from that report included the following:

- merge Virginia Avenue into A.P. Hill;
- retain Blandford as Alternative School and Technical Education Center;
- merge Westview into the Stuart and A.P. Hill sites;
- add classrooms to Walnut Hill;
- convert Westview into an early childhood center; and
- Virginia Avenue will be relinquished to the city.

Once the present reorganization plan has been fully implemented, PPS will be well positioned to address the needs of the remaining facilities in a more organized fashion.

FINDING

PPS does not have all of the elements necessary to develop a comprehensive long-term facility plan.

To be effective, a comprehensive plan should include descriptions of program offerings, enrollment projections, building capacities, utilization analysis, physical building assessments, and educational suitability. The present plan does not contain all of these elements.

The omission of critical elements of a comprehensive master plan results in projects being prioritized through a political process rather than a data-driven process. The political process may leave the most pressing issues unresolved, eroding trust and confidence in the board. The present physical condition of the buildings, coupled with decreasing student enrollments, calls for an aggressive plan that would address all the building concerns. This can only be accomplished by the development of a comprehensive plan that utilizes numerous sources of data, considers the fiscal implications, and is focused on the educational programming.

School districts in America are now approaching facilities planning in a more comprehensive manner, utilizing sophisticated data to prioritize building needs. A comprehensive plan that is driven by research will help gain public support for funding. For example, studies have been conducted in Anne Arundel, Maryland, Boulder, Colorado, Indianapolis, Indiana, and Citrus County, Florida, and without exception, these school districts have been successful in presenting a comprehensive long-term facility plan to their communities.

Recommendation 8-2:

Conduct a physical assessment of all PPS facilities, including support buildings, to include site conditions assessment, structural, electrical-mechanical, safety, and accessibility issues.

The first phase of a comprehensive plan is to assess the condition of all buildings by examining the structural, electrical, and mechanical systems; safety issues; and accessibility issues. By performing an exhaustive physical assessment of all school division facilities, PPS will be able to create a ranked list of those buildings most in need of repair, renovation, or replacement. The school division will then be able to group repair or renovation projects to obtain economies of scale and ensure that tax dollars are expended utilizing value engineering concepts.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------------------|
| 1. The supervisor of facilities should provide school maintenance workers with a facilities inspection checklist with date-certain deadline for the completion of the inspections. | January– February 2007 |
| 2. The supervisor of facilities with assistance from staff will compile inspection checklists into a master report outlining the condition of all PPS facilities and present the report to the assistant superintendent for administration and the superintendent. | March 2007 |
| 3. The supervisor of facilities with assistance from staff should create a ranked list of buildings most needing repair, renovation or replacement and devise a work schedule based on the findings. | April 2007 – Ongoing |

FISCAL IMPACT

(See Fiscal Impact for Recommendation 8-3.)

Recommendation 8-3:

Conduct an educational suitability assessment of all school division buildings to include general classrooms, special learning spaces, support spaces, technology readiness, and parent drop-off/bus circulation issues.

School buildings are designed to deliver the educational programs determined by the board and community. These programs evolve significantly over the years. School buildings do not often change structurally while educational programs continue to change at a rapid pace. Often, principals and staff must make concessions in order to house added educational programs, creating issues with adjacencies, storage, and office spaces. An educational suitability review examines a facility based on its ability to deliver an effective educational program. This is a critical piece in developing a long-term facility plan and establishing the right priorities for making changes to a building.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------------|
| 1. The superintendent should direct that a Request for Proposal be developed that identifies the components, criteria and costs for the studies. | January 2008 |
| 2. The School Board should appoint a committee chaired by the assistant superintendent of administration to study the proposals and make a recommendation to the board. | March 2008 |
| 3. The School Board should execute a contract with the successful bidder. | April 2008 |
| 4. The studies should be completed. Recommendation should be submitted to the board for consideration and action. | October 2008 |
| 5. The assistant superintendent for administration should ensure that the master facilities plan be deployed. | January 2009 and Ongoing |

FISCAL IMPACT

While planning consultants vary in how much they charge for these services, a reasonable estimate based on similar services in divisions similar in size to PPS is approximately \$150,000. It is recommended that an RFP be prepared to ascertain the exact cost of this comprehensive study. The RFP process would also allow the division to establish the criteria for conducting the study.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|-------------|---------|---------|---------|---------|
| Conduct a Physical Assessment and Educational Suitability Study | (\$150,000) | \$0 | \$0 | \$0 | \$0 |

FINDING

The existing warehouse should be closed at the earliest possible date. The facility was constructed in the 1800s. Currently, the warehouse is used primarily for storage of food products that are shipped to the kitchens of each of the schools in the division. The remainder of the space is used for office supplies, a limited number of textbooks, and equipment.

The facility is long past its usefulness in any capacity and is now unsafe for occupancy. There is evidence of lead-based paint throughout the building, which also has serious termite issues, structural damage, and climate control issues that cannot be resolved. Due to the many structural deficiencies, the building is no longer useful to the division as a warehouse.

Recommendation 8-4:

Close the existing warehouse immediately and redistribute stored food products and office supplies to division schools.

The facility served the community well for a great number of years but has long passed its useful life with respect to the school division. It was reported to the MGT review team that the city is interested in taking this building back from the division, demolishing it and redeveloping the property. This offer should be accepted. As recommended in the Food Services chapter of this report, there is sufficient capacity at the schools to have food products delivered and stored at each school site. The same can be done with the textbooks and office supplies.

A report submitted by InTeam Associates Inc. in October 2006 stated that the warehouse concept “should be re-examined for its effectiveness and scope of services which will dictate the type, if any, facility needed to continue these services.” Regardless whether PPS decides to have a warehouse or not, the existing facility should no longer serve that role for the division.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The assistant superintendent for administration should direct the supervisor of facilities to develop a plan to close the existing warehouse at the earliest possible date. | January 2007 |
| 2. The supervisor of facilities, in conjunction with the food services department, should determine a timeline for redistributing the food products to division schools. | March 2007 |
| 3. The closure plan should be submitted to the assistant superintendent for administration who should recommend adoption to the superintendent. | May 2007 |

FISCAL IMPACT

The fiscal impact of implementing this recommendation would be a savings in the utility costs and insurance premiums for the building. It is possible that additional savings could be realized, depending on the outcome of the study into the warehousing needs. For purposes of this recommendation, the most conservative figures are used based on current utility usage for the building. It is estimated that a total cost savings of \$137,500 could be achieved over five years.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|--------------------------|----------|----------|----------|----------|----------|
| Close Existing Warehouse | \$27,500 | \$27,500 | \$27,500 | \$27,500 | \$27,500 |

8.3 Maintenance Services

An efficient and effective maintenance operation for a school district requires well-defined structures and processes, which include:

- adequate information to plan and manage daily maintenance operations;
- a efficient work order system that enables maintenance staff to respond to repair requests from schools and district facilities;
- a proactive preventive maintenance system that ensures maintenance staff regularly services equipment to minimize down time; and
- a mechanism to monitor maintenance service levels and obtain periodic feedback regarding maintenance functions that need improvement.

Exhibit 8-5 details the number of maintenance personnel currently assigned to the facilities department and their minimum and maximum hourly rates of pay. Several maintenance positions are being considered for pay upgrades in order to retain qualified personnel.

**EXHIBIT 8-5
MAINTENANCE DEPARTMENT
STAFF POSITIONS
2006-07 SCHOOL YEAR**

| NUMBER | POSITION | PAY RANGE (MIN./MAX.) |
|--------|-------------------------|--------------------------|
| 4 | Maintenance Helpers | \$9.33 - \$17.37 |
| 1 | Electrician | \$11.08 - \$20.64 |
| 1 | Equipment Technician | \$11.08 - \$20.64 |
| 1 | Plumber | \$11.08 - \$20.64 |
| 1 | Boiler Mechanic | \$11.08 - \$20.64 |
| 1 | Media Technician | \$11.08 - \$20.64 |
| 1 | Mail Deliveryman | \$6.61 - \$12.50 |
| 2 | Carpenters | \$11.08 - \$20.64 |
| 1 | Food Service Technician | \$11.08 - \$20.64 |
| 1 | Glazer | \$11.08 - \$20.64 |
| 1 | HVAC Mechanic | \$11.08 - \$20.64 |
| 1 | Painter | \$11.08 - \$20.64 |
| 2 | Maintenance Mechanics | \$9.33 - \$17.37 |

Source: Petersburg Public Schools, Human Resources Department, 2006.

FINDING

The division has purchased maintenance software, but has not brought this program on-line to reduce the backlog of work order requests.

The existing work order system relies solely on a hand-written process that requires the signature of the building principal before any item can be sent to the maintenance department. **Exhibit 8-6** presents the work order requests for 2005-06. As shown in the exhibit, less than 10 percent of submitted work orders had not been completed.

The MGT review team visited every facility in the school division and engaged numerous people in conversations pertaining to their buildings. Most reported that the maintenance department was working hard to complete work orders, but the process was slow and cumbersome.

Although Petersburg Public Schools has purchased the software, none of its features have been implemented. According to the official Web site for the software, the system is far-ranging and includes components such as the following:

- work order management;
- preventive maintenance scheduling;
- inventory management;
- facility scheduling;
- utility management;
- help desk management;
- peer networking; and
- capital planning.

**EXHIBIT 8-6
WORK ORDERS
2005-06 SCHOOL YEAR**

| CATEGORY | COMPLETED | INCOMPLETE |
|-----------------|------------------|-------------------|
| Plumbing | 274 | 44 |
| HVAC | 135 | 3 |
| Carpentry | 529 | 41 |
| Electrical | 232 | 26 |
| Windows | 147 | 16 |
| Painting | 16 | 17 |
| General | 301 | 26 |
| TOTALS | 1634 | 162 |

Source: Petersburg Public Schools, Maintenance Department, 2006.

MGT was informed that the maintenance department was often asked to perform construction projects in addition to normal maintenance duties. Examples include building a new wrestling room at the high school, adding new freezers, and performing all the work for the new administrative building. How much these other projects detracted from the staff's ability to complete work orders cannot be determined in the present system. In interviews, school staff often reported that this department was known to be very busy all the time. It is likely that numerous work orders are not being submitted simply because of the high regard staff hold for the people working in this department.

Exhibit 8-7 shows a sample preventive maintenance schedule that should be an integral part of such a software program.

**EXHIBIT 8-7
SAMPLE PREVENTIVE MAINTENANCE SCHEDULE**

| AREA | COMPONENT | INSPECTION AND REPAIR 3- 6 MONTH INTERVALS | INSPECTION AND REPAIR ANNUALLY | INSPECTION AND REPAIR 2- 5 YEAR INTERVALS | INSPECTION AND REPLACEMENT 7- 10 YEAR INTERVALS | INSPECTION AND REPLACEMENT 12-15 YEARS |
|-----------|----------------------------|---|--------------------------------------|--|--|---|
| Exterior | Roof | | X | X | | X |
| | Roof Drainage | | X | X | | |
| | Windows and Glass | | X | X | X | |
| | Masonry | | X | X | | |
| | Foundations | | X | | | X |
| | Joints and Sealants | | X | | X | |
| Equipment | Belts and Filters | X | | | | |
| | Motors and Fans | X | | X | | X |
| | Pipes and Fittings | X | | | X | |
| | Ductwork | | X | | X | |
| | Electrical Controls | | X | | X | |
| | Heating Equip. | X | | | X | |
| | Air-conditioning Equipment | X | | | X | |
| Interior | Doors and Hardware | | X | | | X |
| | Wall Finishes | | X | | | X |
| | Floor Finishes | | X | | X | |
| Site | Parking and Walks | | X | X | | |
| | Drainage | | X | X | | |
| | Landscaping | X | | | X | |
| | Play Equipment | | X | | X | |

Source: National Clearinghouse for Educational Facilities, 2006.

Use of the maintenance software in conjunction with a routine of scheduled maintenance would have the cumulative effect of reducing the number of work orders.

Recommendation 8-5:

Establish a timeline to deploy the software for the maintenance department to create a comprehensive preventive maintenance program.

The purchase of this software was both timely and appropriate. The software is designed to be easily adapted to the K-12 school environment. The division must have this software to generate the data needed to make informed decisions about its facilities. The present system allows for priorities to be set in a political environment where those with the greatest power can realign priorities with a simple phone call.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------------------|
| 1. The assistant superintendent for administration should ensure that the chief technology officer has the software fully functional. | August 2007 |
| 2. The assistant superintendent for administration should direct that a test site be initiated. | September 2007 |
| 3. The supervisor of facilities and chief technology officer should develop a plan to deploy the software based on the outcomes from the test site. | November 2007 |
| 4. The supervisor of facilities and chief technology officer should ensure that proper training is provided to key people. | December 2007 |
| 5. The assistant superintendent of administration should assign responsibility to the supervisor of facilities and chief technology officer to ensure that new sites are brought online at a rate of one per month until full deployment is achieved. | January 2008 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources using technology and maintenance staff.

FINDING

PPS spends very little of its resources on outsourcing. The present personnel attempt to perform a myriad of duties rather than spending money on outsourcing. This is even more noteworthy when one considers that the HVAC mechanic position has been vacant for the past five years.

Exhibit 8-8 lists the outsourcing dollars expended on problems that could not be handled by the maintenance department during the 2005-06 school year. The expenditures for outsourcing totaled \$90,057. One other outsourcing expenditure not listed on the chart was for Johnson Controls, the company responsible for energy management controls. This represented the largest outsourcing expenditure at \$267,400. This cost, however, was offset by the savings in energy conservation that totaled \$3,022,305 as of January 2006.

**EXHIBIT 8-8
OUTSOURCING CONTRACTS
2005-06 SCHOOL YEAR**

| NAME OF COMPANY | AMOUNT SPENT |
|-----------------------------------|---------------------|
| ADT Security Services | \$1,500 |
| Arch Wireless | \$650 |
| Becker & Ellington | \$9,756 |
| Electrical & Mechanical Resources | \$3000 |
| Fire Protection | \$1,500 |
| Home Team Pest Controls | \$21,000 |
| Waste Management | \$23,000 |
| Virginia Elevator | \$7,000 |
| Safety First of VA | \$2,500 |
| Virginia Sprinkler System | \$2,852 |
| Standard Electric Technology | \$3,050 |
| G&G Boilers | \$13,337 |
| Fidelity Engineering | \$912 |
| TOTAL | \$90,057 |

Source: Petersburg Public Schools, Finance Department, 2006.

Commendation 8-A:

Petersburg Public Schools is commended on containing costs for outsourced services.

8.4 Custodial Services

The buildings of any school division represent a substantial investment by the community and should be maintained in an orderly and sanitary condition. To this end, facilities should be staffed by a sufficient number of custodians with adequate supplies and be provided with modern equipment to keep the buildings in a clean and attractive state and achieve a high standard of cleanliness. Workloads should be reasonably balanced, and custodian responsibilities should be clearly outlined in both job descriptions and a list of daily, weekly, and monthly tasks, juxtaposed against established cleaning standards.

In focus group interviews and conversations during the visitation to all the school facilities, the custodians showed a dedication to the schools they serve and expressed a willingness to work hard to create a safe and orderly environment for the community, staff, and students. The MGT review team visited every building in the division. There are noticeable differences in the cleanliness of the various facilities. The age and condition of the buildings makes cleaning tasks more challenging for the custodial staff. Some custodial crews appear to be more knowledgeable in how to use chemicals and cleaning processes. Principals described varying degrees of understanding of their role in the supervision of custodians. This section will focus on providing processes that will produce consistent results among buildings throughout the division.

FINDING

Petersburg City Public Schools is staffing buildings above the recommended custodial staffing levels.

The 35th Annual Maintenance and Operations Report from the April 2006 issue of the American School & University reports that the median amount of square feet maintained per custodian was 25,173. It should also be noted that certain buildings may have conditions that warrant a variance to this guideline.

Exhibit 8-9 depicts the number of custodians assigned to the buildings of Petersburg City Public Schools and the square footage assigned for cleaning. The number of custodians varies between buildings as a result of past practices rather than through an application of a custodial staffing formula. Blandford Elementary School has the lowest assigned square footage per custodian (13,920 square feet); Petersburg High School has the highest assigned square footage per custodian (27,279 square feet.)

**EXHIBIT 8-9
PETERSBURG PUBLIC SCHOOLS
COMPARISON OF CUSTODIAL STAFFING
2006 – 07 SCHOOL YEAR**

| SCHOOL | TOTAL GROSS SQUARE FEET INCLUDING PORTABLES | ASSIGNED FTE CUSTODIANS | GROSS SQUARE FEET PER CUSTODIAN | GROSS SQUARE FEET BELOW INDUSTRY STANDARD |
|--------------------|--|--------------------------------|--|--|
| A.P. Hill E.S. | 60,684 | 3 | 20,228 | 4,945 |
| Blandford E.S. | 41,760 | 3 | 13,920 | 11,253 |
| Lee E.S. | 49,434 | 3 | 16,478 | 8,695 |
| Peabody M.S. | 168,582 | 8 | 21,073 | 4,100 |
| Petersburg H.S. | 272,792 | 10 | 27,279 | -2,106 |
| Pittman Annex | 22,216 | 1 | 22,216 | 2,957 |
| J.E.B. Stuart | 55,150 | 3 | 18,383 | 6,790 |
| Vernon John M.S. | 102,323 | 7 | 14,618 | 10,555 |
| Virginia Ave. E.S. | 56,621 | 3 | 18,374 | 6,799 |
| Walnut Hill E.S. | 65,744 | 4 | 16,436 | 8,737 |
| Westview E.S. | 53,081 | 3 | 17,694 | 7,479 |
| School Board | 23,946 | 1.5 | 15,964 | 9,209 |

Source: Petersburg Public Schools, Maintenance Department, 2006.

Recommendation 8-6:

Reduce the present custodial staffing levels in alignment with the implementation of the school closure plan.

Previously in this chapter is a recommendation to accelerate the closure plan; however, that recommendation is not currently in effect. Therefore, the cost savings projected by this recommendation are based upon estimates by the school division's current school closure plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------|
| 1. The assistant superintendent for administration should recommend to the superintendent that the present staffing level for custodians be reduced upon implementing the school closure plan. | January 2007 |
| 2. The superintendent should direct the assistant superintendent for administration to work with human resources to make the reductions through retirements and attrition to avoid having to do a reduction in force. | March 2007 |
| 3. The supervisor of facilities should monitor the adjusted staffing levels for custodians to stay within industry guidelines. | June 2007- Ongoing |

FISCAL IMPACT

The fiscal impact for this recommendation uses the present custodial salary structure for the building scheduled for closure - Virginia Avenue Elementary. The costs savings include salaries and fringe benefits provided by the City of Petersburg Public School's, Position Control Report. The three positions to be eliminated for this school provide an annual savings of \$87,000 or \$ 435,000 over a five year period.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|--|----------|----------|----------|----------|----------|
| Reduce Custodial Staff in Closed Schools | \$87,000 | \$87,000 | \$87,000 | \$87,000 | \$87,000 |

FINDING

The policy manual of PPS School Board does not contain custodial standards. As a result, the buildings are not consistently cleaned at the level indicated by the staffing allocation. According to the Association of Physical Plant Administrators (APPA), one custodian can clean approximately 20,000 square feet in an eight-hour period and meet the industry standard of Level 2: "Ordinary Tidiness."

There are three major components of the time and task standards identified by the Association of Higher Education Facilities Officers or the APPA standards:

- Appearance levels must be defined and described in some detail. (The APPA handbooks provide descriptions for five levels of cleanliness, as summarized in **Exhibit 8-10**.)
- Standard spaces must be identified to ensure that the differences in the types of spaces and the cleaning effort required for those spaces are clearly distinguished. (The APPA handbooks identify 33 different types of spaces.)
- CSF (Cleanable Square Feet) is an industry standard that is used to measure and compare data.

Custodial staff and principals need an established set of policies and guidelines explaining the expectations of the division with regard to cleanliness standards for the facilities. At present, there is no definition of what constitutes a safe and clean learning environment. Until these standards have been established, the level of cleanliness will continue to vary from one building to the next.

Exhibit 8-10 provides a description of the levels of cleanliness according to the Association of Higher Education Facility Officers. The division has developed a document entitled, "Routine Building and Site Care and Cleaning" which can serve as the basis for developing these standards. In addition, the review team will provide the division with a checklist for cleanliness that MGT developed in conjunction with the Houston Independent School division. These two documents will provide the basis to establish cleaning standards that will guide the custodial staff and building principals in achieving a higher level of building cleanliness.

**EXHIBIT 8-10
ASSOCIATION OF PHYSICAL PLANT ADMINISTRATORS
CLEANLINESS SCALE**

| |
|--|
| Level 1: Ordinary Spotlessness - Only small amounts of litter and ashes in containers. Floor coverings are kept bright and clean at all times. No dust accumulation on vertical surfaces, very little on horizontal surfaces. All glass, light fixtures, mirrors, and washbasins are kept clean. Only small amounts of spots visible. |
| Level 2: Ordinary Tidiness - Only small amounts of litter and ashes in containers. Floor coverings show periods of peak and valleys in appearance. Dusting is maintained at a high level. All glass, light fixtures, mirrors, and washbasins show evidence of spots and dust. |
| Level 3: Casual Inattention - Only small amounts of litter and ashes in containers. Floor coverings show periods of peak and valleys in appearance. Dust accumulation on vents, vertical, and horizontal surfaces. All glass, light fixtures, mirrors, and washbasins show accumulations of dust, spots, and prints. |
| Level 4: Moderate dinginess - Waste containers are full and overflowing. Floor coverings are normally dull, marked and spotted with infrequent peaks. Dusting is infrequent and dust balls accumulate. All glass, light fixtures, mirrors, and washbasins are dirty and spotted. |
| Level 5: Unkempt Neglect - No trash pickup. Occupants of building are responsible. Regular floor care is eliminated. Dusting is eliminated. All glass, light fixtures, mirrors, and washbasins are very dirty. |

Source: Association of Physical Plant Administrators: The Association of Higher Education Facilities Officers, 1998.

Recommendation 8-7:

Develop standards for custodial services that are consistent with APPA standards.

Establishing custodial standards will create internal consistencies across the division. This will improve the quality of cleaning and light maintenance activities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The School Board should instruct the superintendent to prepare a draft policy that establishes the board's desire to establish time and task standards for custodial services. January 2007
2. The assistant superintendent for administration should direct the supervisor of maintenance and facilities to prepare time and task standards for custodians. March 2007
3. The superintendent should forward the draft policy for time and task standards to the School Board for their review. May 2007

IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

- | | |
|--|-------------------------|
| 4. The task and time standards should be used to adjust staffing levels for custodian across the division. | June 2007 |
| 5. The time and task standards should become fully operational. | August 2007 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

PPS lacks a systematic training program for its custodial employees that would ensure that they are implementing current best practices and provide access to information that would improve services. Ongoing training that focuses on board policy, state and federal laws, and best practices occur only on an intermittent basis at the building level and rely heavily on vendors as the primary trainers.

Recommendation 8-8:

Implement an ongoing staff development program for custodial personnel.

Including facilities personnel in regular staff development activities should ensure that they keep pace with changes in technical and human relations skills, and enable them to contribute to larger, systemwide goals. Training should include, at a minimum:

- leadership training for supervisors that focuses on individual growth and contributions of personal leadership;
- training to keep pace with innovations in cleaning processes and chemicals;
- time management;
- customer communication skills; and
- required subjects such as:
 - sexual harassment;
 - discrimination;
 - Family Medical Leave Act;
 - HIPAA; and
 - laws associated with the Fair Labor Standards Act.

PPS should be directed to contact Richmond Virginia Schools about their year-long training program for custodial staff. PPS might well be able to use the same approach to train staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------------|
| 1. The supervisor for facilities should assess staff development needs for facilities personnel. | January 2007 |
| 2. Based on the results of the staff development needs assessment, the supervisor should, in concert with other departments, prepare a systematic staff development plan for all facilities personnel and forward it to the assistant superintendent for administration. | March 2007 |
| 3. The assistant superintendent for administration should review the plan, approve it, and budget for the plan in the annual budget. | September 2007 |
| 4. The superintendent should forward the budget to the School Board for approval. | November 2007 |
| 5. The supervisor of facilities should implement the staff development plan and evaluate the activities after delivery. | December 2007 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

8.5 Energy Management and Community Use of Facilities

The school buildings and other facilities of a school division consume significant amounts of energy that translate into what often appears to be an ever-growing and sometimes unpredictable component of the overall annual budget. With the advent of increased costs for energy to provide fuel for HVAC systems, transportation vehicles, food service operations, and other related activities, school systems have established numerous and varied policies, procedures, and methods for increasing efficiencies in energy consumption and reducing operating costs. Policies typically describe the board's specific desire to ensure that maximum resources are available for instructional purposes and charge the administration with developing related procedures.

Procedures generally prescribe a range of measures and activities to be implemented and a specific means for computing the results. Some school boards develop incentive systems to reward employees for actions or recommendations that have resulted in substantial savings or improvement in the performance of energy-consuming equipment.

Energy management methods range from sophisticated, centralized computer controls over HVAC systems and other energy consumption devices to simple manual procedures for turning thermostats down and lights off during periods of minimal building or room utilization.

Energy management is the responsibility of the supervisor of facilities. The primary energy management system currently in place in the Petersburg Public Schools is the Johnson Controls Metasys Energy Management System. In the performance contract

entered into by the two parties, Johnson Controls guaranteed a cost avoidance of \$2,860,472 during the contract time.

School divisions have arrangements that permit community use of facilities to ensure that taxpayers and student support organizations are able to effectively and efficiently provide services. Schools typically adopt policies governing the use of facilities and approve fee schedules designed to recover direct costs such as custodial services and utilities.

Community use of facilities is coordinated individually by each school principal, and related guidelines have been adopted by the board.

FINDING

PPS does not have a board policy that governs the rental of facilities. There is a process for facility rentals in place, and forms have been developed that dictate the procedures to be followed when renting facilities. These procedures are not contained in present board policies.

Charging for facilities is another opportunity for the division to save energy dollars for the classroom. It is a reasonable expectation that those who wish to rent facilities help share the costs for using the facility.

The development of policies and procedures constitutes the means by which an organization can communicate its expectations. In addition, adopting policies and establishing related procedures provide the mechanisms for:

- establishing the School Board's expectations and what may be expected from the board;
- keeping the board and administration out of legal issues;
- establishing an essential division between policy-making and administrative roles;
- creating guidelines within which staff operate;
- providing reasonable assurances of consistency and continuity in decisions;
- providing a legal basis for the allocation of funds, facilities, and other resources;
- facilitating and guiding the orientation of board members and employees; and
- acquainting the public with and encouraging citizen involvement within structured guidelines.

Policies and procedures, therefore, reveal the philosophy and position of a school board and should be stated clearly enough to provide for executive or staff direction.

Recommendation 8-9:

Adopt a board policy that governs the rental of school facilities.

Minimally, a policy governing the rental of school facilities should contain the following components:

- specification of the types of groups that may use the facilities;
- fees charged for use of the facilities;
- liability requirements;
- responsibilities of the organizations for the care and maintenance of the facilities during use; and
- other applicable rules and policies governing the activities conducted in the facilities.

Exhibit 8-11 shows an excerpt from neighboring Chesterfield County Public Schools' board policy with these and additional components. Some policy content has been modified to reflect its use for Petersburg Public Schools.

**EXHIBIT 8-11
SAMPLE SCHOOL BOARD POLICY
ON USE/RENTAL OF SCHOOL FACILITIES**

Use/Rental of School Facilities

The following rules and regulations shall apply to all applicants desiring to use any facility which is operated by the School Board. The facility principal is responsible for seeing that the rules and regulations are followed, and that maximum security and safety are maintained during the rental period. Copies of these rules and regulations and "Application Forms-Use/Rental of School Facilities" are available at the individual schools and from the Department of Facility Services.

1. General Information

The principal of the individual school has administrative authority to recommend and schedule the use of school facilities. School Board policy, rules, regulations and administrative procedures apply to all applicants that use school facilities.

Non-school use applicants are those individuals and groups who are not employees of the school system or who are not performing responsibilities as employees of the school system. Non-school use of school facilities shall not be allowed for activities that are perceived to be in direct and/or inappropriate competition with free enterprise. Authorization will only be given for use by not-for-profit groups or organizations.

Non-school use of school facilities must be in compliance with the following stipulations:

- a) School use clearly takes precedence over non-school use.
- b) Scheduling of non-school use of School Board facilities starts with the school principal's recommendation and ends with the approval/disapproval by the superintendent or his designee
- c) All non-school users of School Board facilities will be in a "non-school use category" recommended by the School Board and approved by the Board of Supervisors.

**EXHIBIT 8-11 (Continued)
SAMPLE SCHOOL BOARD POLICY
ON USE/RENTAL OF SCHOOL FACILITIES**

- d) Non-school use categories will be reviewed by the School Board in April of each year. A review report with recommendations will be submitted by May 1 to the Board of Supervisors for review and approval. The current approved non-school use categories are:
- City Governmental Agencies
 - Civic Groups
 - Religious Organizations
 - Political Groups
 - Other Not-for-Profit Organizations
- e) Other than City sponsored activities, no series of meetings, or engagements, will be allowed in the same building without special authorization by the Superintendent or his designee.

2. Allowed Activities

Only those activities open to the public will be allowed in school division facilities or on school campuses.

3. Application

The applicant shall be one of the following:

- A responsible citizen of the City and a member of the organization making application, or
- An officer of an applicant organization which must be headquartered in Petersburg City.

Reservations for use of facilities are confirmed only after the application has been recommended by the principal and approved by the department of facility services. Application must be submitted to the facility principal at least two (2) weeks prior to the date(s) for which use is requested.

4. Application Approval/Disapproval

The Superintendent reserves the right to approve or disapprove, at any time, any application for use of School Board facilities. Principals will recommend approval/disapproval and the director of facility services will approve/disapprove applications for the Superintendent. Advance payment of fees will be refunded if disapproval of application is necessary.

5. Admission Charge Fees

Only the organization approved to use the School Board facility may charge any admission or fees for admission to the event.

**EXHIBIT 8-11 (Continued)
SAMPLE SCHOOL BOARD POLICY
ON USE/RENTAL OF SCHOOL FACILITIES**

6. Charges

- Rental rates will be established annually by the School Board. Rental rates are intended to reimburse the School Board for incremental expenses which would not be incurred if the school were not in use. Rental fees will not apply to the use of School Board facilities by not-for-profit groups or organizations prior to 10:00 p.m. on those days in which school is in session. Rental rates may be modified or waived by the School Board. Current rental rates are available by contacting the individual school or the Department of Facility Services.

When a facility rental is charged, the following will apply: (a) Not-for-profit organizations which charge admission or fees will be charged at the Adult Rental Rate and for Custodial Services; (b) If the admission fees are to support school-sponsored activities, the not-for-profit organization will be charged at the student rental rate and for custodial services; and, (c) Custodial charges will include thirty minutes before and after the scheduled event.

When special lighting and/or the public address system is to be used by the applicant, arrangements must be made directly with the school. This equipment must be operated by trained school personnel. Organizations authorized to use the lighting or public address system will be charged for its use. Payment will be made directly to the school which will arrange payment to the school's operator. The custodial staff does not perform this service.

Whenever a kitchen is rented, a member of the school food services staff must be present during the authorized time of rental. The food service department must be contacted directly by the applicant. A separate fee will be charged for this service.

When lighted athletic fields are requested, the details of which areas can be used must be arranged directly with the school. A fee to defray the cost of lighting will be established by the department of facility services.

7. Rental Exclusions

Rental fees will not be charged for the use of School Board facilities between 7:30 AM and 10:00 PM on those days in which schools are in session. Intra-school groups and Parent-Teacher Associations will not be charged rental fees or reimbursement of costs for services rendered by employees of the School Board when facilities are used only once each calendar month for a regular or special meeting. These organizations will not be charged rental fees for additional monthly meetings or special annual events/activities, but they will be charged for services rendered by employees of the School Board.

8. Rental Payment

The full rental amount is due within 10 days after the event. Checks should be made payable to the Petersburg Public Schools. Those organizations using facilities on a regular basis will be rendered monthly bills. If the fee is not remitted as required, no future use will be granted without prepaid remittance. Interdepartmental transfers will be processed for those governmental agencies which use the facilities outside the Rental Exclusion window.

Source: Chesterfield County Public Schools Board Policy Manual, 2006.

The implementation of this recommendation should result in a clearer communication of board and community expectations for facility-rental matters and create a policy that is protected from the political process.

This would also permit the division to re-examine the cost currently being charged for facility rental in light of actual expenditures. The Board needs to balance its desire to serve the community with the need to recover costs for facility rental.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------|
| 1. The superintendent should propose a policy to the board that governs the rental of school facilities. | January 2007 |
| 2. The board should initiate the formal procedures to adopt a board policy. | March 2007 |
| 3. The board should adopt the policy that governs the rental of facilities. | May 2007 |
| 4. The superintendent should develop administrative guidelines and appropriate forms to implement the rental policy. | June 2007 |
| 5. The board policy, administrative guidelines, and forms should be fully deployed by the division. | July 2007 and Ongoing |

FISCAL IMPACT

Implementation of this recommendation would increase the possibility of increased revenue by having a standard fee structure for the use of school division facilities. MGT consultants searched similar policies in public school districts around the country and found on average, an hourly fee schedule of \$20.00 for classrooms, \$40.00 for multiple purpose rooms (e.g., cafeteria, gymnasium), and \$95.00 for athletic fields. These charges excluded the costs for custodians, which for PPS would be a minimum hourly rate of \$7.20. Potential revenue for each type of facility based on a conservative estimate of five hours use per week, times 40 weeks per year, for a total of 200 hours each. Annual revenue would equal \$32,400, or over a five-year period would total \$162,200.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|--|-----------------|-----------------|-----------------|-----------------|-----------------|
| 200-Hour Annual Rental of Classrooms | \$4,000 | \$4,000 | \$4,000 | \$4,000 | \$4,000 |
| 200-Hour Annual Rental of Multipurpose Rooms | \$8,000 | \$8,000 | \$8,000 | \$8,000 | \$8,000 |
| 200-Hour Annual Rental of Athletic Field | \$19,000 | \$19,000 | \$19,000 | \$19,000 | \$19,000 |
| Custodial Fees | \$1,440 | \$1,440 | \$1,440 | \$1,440 | \$1,440 |
| Total | \$32,440 | \$32,440 | \$32,440 | \$32,440 | \$32,440 |

9.0 FOOD SERVICES

9.0 FOOD SERVICES

This chapter provides the observations regarding operations of the food services department for Petersburg Public Schools (PPS). The major sections in this chapter are:

- 9.1 Organization and Management
- 9.2 Policies and Procedures
- 9.3 Financial Performance
- 9.4 Student Meal Participation

CHAPTER SUMMARY

The food services department for PPS offers breakfast and lunch to over 5,000 students and adults in ten schools.

The school division participates in the National School Lunch Program (NSLP), the School Breakfast Program (SBP), and the Team Nutrition Program, which are regulated by the United States Department of Agriculture (USDA). PPS operates under Provision II, meaning all students may participate in breakfast or lunch without paying for meals.

As a participant in the NSLP and the SBP, the school division receives federal and state reimbursement income for free, reduced, and paid breakfast and lunch meals served. In addition to federal meal reimbursements income, the school division also receives USDA food commodities. Food commodities and purchased food from local vendors are stored in the food services warehouse operated by PPS or shipped directly to each school kitchen.

PPS recently hired a company to conduct a food services study. This study was rather basic, but did allow for the division's new supervisor of food services to get an overview of school-based food services operations.

MGT reviewed the practices for food services within PPS and has determined that the school division needs to focus on the basics of school food services operations. For instance, planning, purchasing, and staffing needs must be addressed by the division. Therefore, the following commendations and recommendations are based on this premise:

- PPS is commended for achieving best practice levels for meals per labor hour;
- eliminate excessive administrative food services staff positions;
- develop and implement a comprehensive board policy regarding food services operations;
- develop and implement a food services-related strategic or operational plan that is consistent with the recommended board policy;

- develop and disseminate a comprehensive procedures manual for food services operations;
- develop a food services department mission statement along with goals for PPS;
- reduce labor costs to best practice levels of 40 percent of revenue and expand reporting by each school for better staffing analyses;
- discontinue the use of the warehouse for food services storage immediately;
- use USDA commodities as the primary source for food in the school division and only supplement with the limited use of local vendors;
- schedule bus transportation and school start times appropriately to allow all students the opportunity for breakfast each day;
- develop and implement strategies to improve student participation rates; and
- analyze the benefits and the fiscal breakeven point for purchasing and implementing a point-of-sale system for the PPS.

MGT surveyed staff on food services operations and while the teacher participation did not reach statistical levels for appropriate use, the responses given by central office administrators and school administrators are presented in **Exhibit 9-1**.

**EXHIBIT 9-1
SURVEY RESPONSES BY
CENTRAL OFFICE ADMINISTRATORS AND SCHOOL ADMINISTRATORS**

| STATEMENTS | (%A + SA) / (%D + SD) ¹ | |
|---|------------------------------------|--------------------------------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL |
| 1. The food services department provides nutritious and appealing meals and snacks. | 53/24 | 36/54 |
| 2. The food services department encourages student participation through customer satisfaction surveys. | 33/19 | 9/81 |
| 3. Cafeteria staff are helpful and friendly. | 77/0 | 81/0 |
| 4. Cafeteria facilities are clean and neat. | 81/0 | 82/0 |
| 5. Parents/guardians are informed about the menus. | 53/5 | 54/9 |

Source: MGT of America based on PPS survey responses, 2006.

¹Indicates percent of respondents who replied *Agree*, *Strongly Agree*, *Disagree*, and *Strongly Disagree* to survey statements.

These survey results suggest that the food services operations is doing well in areas related to staff friendliness, facilities, and keeping parents/guardians informed; however,

these results also indicate that more work is needed in providing nutritious and appealing meals along with encouraging student participation. The issues shown as needing improvement are addressed in this chapter.

9.1 Organization and Management

Organization and management of food services operations is essential to the effectiveness of the program. Leadership is needed to coordinate planning, implement policies, and ensure proper procedures are followed by cafeteria staff while ensuring students receive nutritious meals on a daily basis in the most cost-efficient manner.

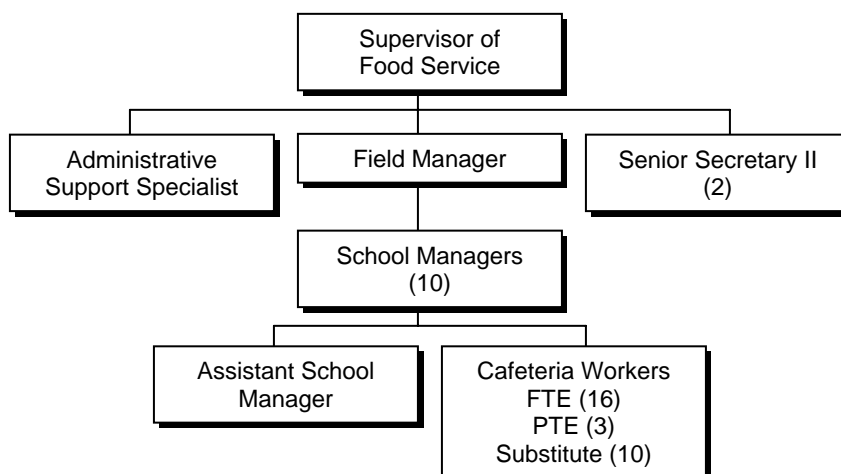
FINDING

The food services department is overstaffed in administration for the number of students enrolled in the school division.

PPS does not have organizational charts for food services operations. Therefore, MGT created the organizational chart shown in **Exhibit 9-2** to illustrate how the department is organized based on interviews conducted with staff and data collected while on site. As shown on the exhibit, the following positions are currently staffed in the department:

- one food services supervisor position (oversees division operations);
- three administrative support positions;
- one field manager position;
- 10 school-based food services managers;
- one assistant manager;
- 19 cafeteria workers, including three part-time workers; and
- 10 substitute cafeteria workers.

**EXHIBIT 9-2
PETERSBURG PUBLIC SCHOOLS
FOOD SERVICES DEPARTMENT ORGANIZATIONAL STRUCTURE**



Source: Created by MGT based on data collected from PPS Food Services Department, 2006.

As shown in the organizational chart, there are five staff members working in the administrative area. Job descriptions are inconsistent with the needs of the division to justify this number of administrative staff.

Cumulative salaries plus benefits for excessive positions are costing the school division \$167,862 annually (\$124,342 salaries plus \$43,520 benefits). While PPS has been supporting this high number of administrative staff, research indicates that school division administration is moving towards one administrative position for every 15 schools. Therefore, if PPS continues to have more than one supervisor and one clerk, the division will continue to see a deficit in the fund balance to cover these expenses.

Recommendation 9-1:

Eliminate excessive administrative food services staff positions.

PPS should eliminate positions that are not needed in order to provide nutritious meals to students. The positions that should be eliminated include the field manager, and both senior secretary II positions. The administration support specialist should take on the responsibilities of the other clerical staff and the supervisor of food services should take over the field manager responsibilities.

With the implementation of this recommendation, PPS should be within an acceptable level for positions held in food services administration in a school division of their size.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------|
| 1. The assistant superintendent for administration should meet with the supervisor of food services, the director of human resources, and the chief financial officer to instruct them on the need for staff reductions. | February 2007 |
| 2. The supervisor of food services and the director of human resources should meet with affected staff and inform them of their position elimination. | March 2007 |
| 3. The director of human resources should assist affected staff with benefit options and provide contact information for surrounding school divisions for possible employment. | March 2007 |
| 4. The supervisor of food services should meet with remaining staff and inform them of the changes while emphasizing the importance of operation an efficient food services program. | March 2007 |

FISCAL IMPACT

With the elimination of these three positions, PPS should save \$167,862 annually or \$839,310 across five years. This figure includes salary dollars of \$124,342 plus benefits of \$43,520 based on the current salary and benefit rate of 35 percent.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|--|----------------|----------------|----------------|----------------|----------------|
| Eliminate Excessive Administrative Food services Staff Positions | \$167,862 | \$167,862 | \$167,862 | \$167,862 | \$167,862 |

FINDING

The Meals Per Labor Hour for meals served is above best practice levels for the school division.

Data provided by the school division for meals per labor hour (MPLH) during the month of September 2006 is shown in **Exhibit 9-3**. This exhibit shows the number of breakfast and lunch meal equivalents according to USDA requirements, staffing hours allocated during that month, the calculated MPLH, along with the comparison of PPS actual hours to best practice levels.

As shown in the exhibit:

- only two schools are below the best practice levels;
- Virginia Avenue, Blandford, and Westview are well above best practice levels; and
- the remainder of the schools are within or above best practice levels.

The best practice levels used for this exhibit come from the *Cost Controls For Food Services, Third Edition*. Levels are based on conventional system kitchens, meaning that food is prepared in the kitchen and not just heated.

**EXHIBIT 9-3
PETERSBURG PUBLIC SCHOOLS
MEALS PER LABOR ANALYSIS
SEPTEMBER 2006**

| SCHOOLS | AVERAGE NUMBER OF BREAKFASTS MEAL EQUIVALENT SERVED PER DAY | AVERAGE NUMBER OF LUNCH MEAL EQUIVALENT SERVED PER DAY | STAFFING HOURS ALLOCATED | MEALS PER LABOR HOUR (MPLH) | INDUSTRY BENCHMARK ON STAFF HOURS | STAFF HOURS OVER/ UNDER BENCHMARK |
|--------------------|---|--|--------------------------|-----------------------------|-----------------------------------|-----------------------------------|
| Elementary: | | | | | | |
| Lee | 37 | 266 | 19.0 | 15.9 | 15.0 | 0.9 |
| Westview | 58 | 345 | 20.0 | 20.2 | 17.0 | 3.2 |
| Stuart | 46 | 351 | 20.0 | 19.6 | 17.0 | 2.6 |
| Walnut Hill | 58 | 600 | 31.5 | 20.9 | 18.0 | 2.9 |
| AP Hill | 71 | 420 | 27.0 | 18.2 | 17.0 | 1.2 |
| Virginia Avenue | 84 | 304 | 20.0 | 19.4 | 16.0 | 3.4 |
| Blandford | 48 | 278 | 17.0 | 19.2 | 16.0 | 3.2 |
| Peabody | | | | | | |
| Secondary: | | | | | | |
| Peabody Middle | 45 | 572 | 34.5 | 17.9 | 18.0 | (0.1) |
| Petersburg High | 24 | 578 | 38.0 | 15.8 | 18.0 | (2.2) |
| VJ Middle | 35 | 553 | 33.0 | 17.8 | 17.0 | 0.8 |

Source: Petersburg Public Schools, Food Services Department, 2006.

While this finding is commendable, this chapter will address the need for an increase in student participation in Section 9.4 – Student Meal Participation.

COMMENDATION 9-A:

PPS is commended for achieving best practice levels for meals per labor hour.

9.2 Policies and Procedures

Food services policies and procedures provide important information to drive internal operations, but are also important in the overall communication to stakeholders. An absence of formal policies and procedures creates the potential for misinterpretations and omissions within the Food services department.

Policies and procedures also provide the basis for staff to understand the necessity of compliance with federal, state, and local regulations and are a necessity for efficient food services operations.

FINDING

The information regarding food services operations contained in the PPS Board policy is minimal and only deals with statutory language.

The total of four pages within the board policy state that the superintendent should develop an efficient and effective food services program; enter into an agreement with Virginia State Department of Education concerning food services programs; assigning the City of Petersburg Health Department the responsibility for inspections; and “from time to time, report to the School Board the financial status of food services operations.”

The current board policy is too vague and does not provide solid direction for operating a food services program for Petersburg Public Schools. The policy is more like a declaration to develop a program instead of providing guidance to the school division.

PPS is in need of clear and comprehensive board policy language to communicate the requirements and expectations of food services operations. Without this type of communication, the food services department will likely not be operating as efficiently and effectively as needed and continue its trend of deficit balances.

Recommendation: 9-2

Develop and implement a comprehensive board policy regarding food services operations.

PPS should include comprehensive policy language on food services operations in its policy manual to clearly communicate departmental services and expectations. Formal policies should define important practices and should also serve as a vehicle for addressing instances of public concern over operational issues.

Exhibit 9-4 provides an example of a comprehensive food services policy. Each policy that is to be included in the PPS policy manual must be carefully evaluated for appropriateness and alignment with Virginia law.

**EXHIBIT 9-4
SAMPLE FOOD SERVICES POLICY**

GENERAL FOOD SERVICES REQUIREMENTS

The Food Services Program shall operate according to requirements set forth in state statutes and the rules of the Virginia Board of Education. The school Food Services Program shall include the federally reimbursed lunch program, a la carte, beverage offerings, and sale of food and beverage items offered through vending machines or other methods to students at all school facilities during the school day and may include the federally reimbursed breakfast program.

- (1) The school Food Services Program shall be an integral part of the division's educational program, offering nutritional and educational opportunities to students.
- (2) Foods and beverages available in schools shall be only those which meet the nutritional needs of students and contribute to the development of desirable health habits unless permitted otherwise by state board of education rules and approved by the superintendent.
- (3) The school Food Services Program shall meet the standards for Nutrition Services and Sanitation and Safety as provided by the State Board of Health and State Department of Education.
- (4) School food services funds shall not be considered or treated as internal funds of the local school, but shall be a part of the division school funds. School food services funds shall be subject to all the requirements applicable to the division fund such as budgeting, accounting, reporting, and purchasing and such additional requirements as set forth in the written procedures manual authorized in this policy.
- (5) USDA commodities shall be acquired, stored, and utilized in accordance with United States Department of Agriculture and related state board of education rules.
- (6) The superintendent or designee shall develop a written procedures manual to govern school food services programs.

SCHOOL FOOD SERVICES FUNDS

- (7) School food services funds shall be considered Special Revenue funds, but shall be subject to all requirements applicable to the Division School Fund such as budgeting, accounting, reporting, and purchasing unless specific requirements are established by federal or state laws, rules or regulations.
- (8) Daily deposits of school food services funds shall be made by authorized personnel in a bank(s) designated by the school board.
- (9) Revenue from the sale of all items handled by the Food Services Department shall be considered school food services income. This includes income from sale of cans, bottles, jars, rice bags, swill, and similar items. Such funds shall not be expended as cash.
- (10) All payments from school food services funds shall be made by check or wire transfer.

EXHIBIT 9-4 (Continued)
SAMPLE FOOD SERVICES POLICY

SCHOOL FOOD SERVICES FUNDS

- (11) School Food Services funds shall be used only to pay food services operating costs.
- (12) Profit and loss statements shall be developed monthly for each Food Services Program, by school site.
- (13) Any loss of records, cash, or supplies through theft or otherwise shall be reported immediately to the superintendent's office. Such losses shall be itemized and a copy of the report submitted with the regular reports.
- (14) Funds shall be collected and expended in compliance with United States Department of Agriculture and state board of education rules.
- (15) The board shall annually adopt prices charged to students and adults who participate in the Nutrition Services Program.
- (16) The superintendent shall develop written procedures for conducting the division's Food Services Program.

MEAL PATTERNS

All schools with grades pK-12 shall participate in the National School Lunch and Breakfast Programs and serve student meals according to meal patterns established by the United States Department of Agriculture. Schools may participate in other Child Nutrition Programs; meals shall be served to students according to meal patterns established by the United States Department of Agriculture.

FREE AND REDUCED PRICE MEALS

Free or reduced price meals shall be served to all students who qualify based on eligibility criteria approved by the school board.

The income Eligibility Guidelines for free or reduced price meals shall be in accordance with the scales provided by the State Department of Education as adopted by the state board of education based upon income guidelines prescribed by the United States Secretary of Agriculture.

Eligibility criteria shall be applicable to all Division schools and shall provide that all students from a family meeting the eligibility criteria and attending any Division school are offered the same benefits.

Procedures for implementing the free and reduced price meal services shall be reviewed annually and shall be in accordance with procedures and guidelines published by the State Department of Education and the United States Department of Agriculture. This includes any decision regarding Provision II options.

USE OF USDA COMMODITIES

The division shall make use of the USDA commodities while limiting other vendor purchasing of bread, dairy, juice, and fresh produce or using shared purchasing whenever possible to reduce expenditures.

Source: Created by MGT of America, 2005.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------------------|
| 1. The assistant superintendent for administration should direct the supervisor of food services to develop a food services board policy. | February 2007 |
| 2. The supervisor of food services should draft a food services policy similar to the sample provided within this report. | March – April 2007 |
| 3. The supervisor of food services should submit the draft policy to the Superintendent for approval. | April 2007 |
| 4. The superintendent should seek approval by the board and implement the policy. | May 2007 |
| 5. The superintendent should direct the supervisor of food services to review the policy annually and submit modifications for approval. | June 2007 and Ongoing |

FISCAL IMPACT

There is no fiscal impact associated with implementing board policy recommendations.

FINDING

The food services department of Petersburg Public Schools does not have a strategic or operational plan.

Based on the lack of data provided, along with subsequent interviews and focus groups with staff, a written strategic or operational plan is not available in PPS for food services. Goals and strategies to monitor and attain goals are necessary for any school operation, including food services. Realizing that the school division lacks a current strategic plan, the Food services department needs to push for their own goals.

Without a strategic or operational plan, food services staff will not have the appropriate tools to enable a self-sustaining program. This lack of planning is true in many organizations, especially for school food operations with financial implications when not meeting set goals for the division.

Most school divisions have written strategic or operational plans to ensure that the school division is receiving adequate federal reimbursements to cover all expenses associated with food services operations.

Recommendation 9-3:

Develop and implement a food services-related strategic or operational plan that is consistent with the recommended board policy.

PPS should contact other Virginia school divisions or the State Department of Education to retrieve a strategic or operational plan to serve as a basis for creating one for PPS.

A strategic plan will provide a working tool to enable the food services department to establish goals. Firmly established goals will form a framework for achieving the participation levels desired. Implementation strategies can then be developed to assist in the achievement of strategic goals.

Plans should include at a minimum:

- outlines of targets for student participation;
- meal times by school;
- labor levels per school;
- Provision II decision-making with financial impacts;
- cleanliness of facilities;
- equipment replacement;
- food costs and purchasing policies;
- competitive food sales;
- cash collection procedures;
- financial goals;
- fund balance levels;
- review of budget versus actual revenues and expenditures; and
- the use of USDA commodities.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------------|
| 1. The assistant superintendent for administration should direct the supervisor of food services to develop a food services strategic plan. | April 2007 |
| 2. The supervisor of food services should seek assistance in the development of the strategic plan from area school divisions as well as from current school cafeteria managers. | April – May 2007 |
| 3. The supervisor of food services should draft a food services strategic plan for implementing newly developed goals to run a self-sufficient food services operation. | June 2007 |
| 4. The supervisor of food services should submit the plan to the superintendent for approval. | July 2007 |
| 5. The supervisor of food services should be shared with all food services staff within the division. | September 2007 |

FISCAL IMPACT

This implementation can be accomplished with existing resources by borrowing other school division plans and editing as appropriate to the needs within PPS.

FINDING

Written procedures for food services staff have not been developed in PPS.

While it is clear that food services staff strive to perform their jobs adequately, there seems to be a lack of formal understanding of certain responsibilities, procedures and practices among departmental administration, school managers, and cafeteria workers. This situation is due to the fact that the food services department does not maintain a procedures manual that documents expectations of departmental practice for all employees. Interviews revealed that this lack of formality has been ongoing even prior to the supervisor's arrival to this department.

A comprehensive procedures manual is essential to an effective food services operation. There are many local, state, and federal regulations that food services operations are held to. Without formal documentation of these and other requirements that are to be performed by staff at the school sites, the probability of non-compliance is high.

Additionally, the documentation of practice expectations serves as a roadmap for effective staff development training. Without a comprehensive procedures manual, many opportunities for professional development are also lost.

Recommendation 9-4:

Develop and disseminate a comprehensive procedures manual for food services operations.

The preparation of this manual will provide opportunities for food services staff to refine operational expectations and goals, as well as comply with operational requirements.

Comprehensive procedure manuals should include topics such as operational procedures and forms, and safety and sanitation procedures. Operational manuals should provide the food services department with standard procedures which assist in a smooth transition when staff is replaced or absent. This type of manual improves participation, as students can be assured that even when staff is changed, the food provided will be consistent.

York County School Division (YCSD) in Virginia has a comprehensive procedures manual as well as Central Valley Schools in the State of Washington. Central Valley's manual contains the following areas by section:

- Section I deals with revenue and accounting procedures. This includes detailed duties and procedures for each school level (elementary, junior high, high school), procedures for special events such as field trips and barbecues, and cash handling procedures.
- Section II contains operation procedures and forms. There is an extensive list provided of forms from order sheets to inventory. There are forms for absences, time sheets, ticket sales, and vending.
- Section III provides safety and sanitation requirements. These include food handling and preparation, personal hygiene, pest control, and toxic materials.

Once a manual is developed, it is essential that all staff receive a copy during a training session to review each section of the manual. One manual should be maintained at each kitchen so updates are provided on an ongoing basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------|
| 1. The assistant superintendent for administration should direct the supervisor of food services to develop a comprehensive food services procedures manual. | April 2007 |
| 2. The supervisor of food services should seek assistance in the development of the comprehensive procedure manual from YCSD and Central Valley Schools. | April – May 2007 |
| 3. The supervisor of food services should edit the procedures to accommodate the needs of PPS. | June – August 2007 |
| 4. The supervisor of food services should disseminate the procedures manual to all staff and maintain a copy within central office. | September 2007 |

FISCAL IMPACT

There is no cost associated with this recommendation.

FINDING

The food services department is lacking a written mission statement and departmental goals.

There is no evidence of vision statements or written goals for the food services department of Petersburg Public Schools. This was corroborated through lack of data provided from the data request list, staff interviews, and focus groups.

Mission statements and goals along with strategies to reach goals are necessary for any school operation, especially food services due to its financial impact on the division. The lack of mission statements and goals can result in a poorly performing operation. With food services, a poor financial year can have a devastating impact on a school division's General Fund since the General Fund must cover any expenditures of food services operations that are not offset with revenues derived from the program.

YCSD's Nutrition Services has a written vision and mission statement that is posted in all school kitchens and administrative offices. The vision and mission statement is:

To serve our customers and community efficiently and effectively while treating our customers and suppliers as we personally like to be treated. We will achieve profitable growth and long-term success while promoting an atmosphere of mutual trust, honesty and integrity. We believe we can best fulfill our vision and accomplish our mission by living these values daily.

YCSD Nutrition Services also has specific goals, which are tied into the vision statement. These goals are targeted at the employees primarily for personal benefit, rather than being service-oriented. **Exhibit 9-5** details the goals.

**EXHIBIT 9-5
SAMPLE NUTRITION SERVICES GOALS**

Superior Customer Service: Resulting from great execution, a caring attitude, and a sense of urgency.

Superior Quality and Freshness: Uncompromising in our commitment.

Quality of Life: Committing to improving the lives of our families and well being of our community.

Cost Consciousness: Minimizing waste and pursuing ways of improving our method and work habit, resulting in lowest prices and greater values.

Teamwork: Coming together as a diverse workforce to achieve our shared vision.

Atmosphere: Fostering an environment that is safe, clean, challenging and fun.

Health and Fitness: Strengthening our bodies for productive and creative minds.

Competence: Performing our jobs effectively and being informed and excited about food services.

Honesty and Fairness: Acting openly equitably and consistently in all we do.

Lifelong Learning: Seeking knowledge and enthusiastically sharing it with others.

Source: York County School Division Nutrition Services, 2005.

Recommendation 9-5:

Develop a food services department mission statement along with goals for PPS.

The food services department should create a mission statement and develop goals for the school division. The supervisor of food services should review YCSD's sample provided to edit as necessary to accommodate the needs of Petersburg Public Schools.

The PPS goals should include, at a minimum: being self-sustaining, providing quality, nutritional meals and complying with state and federal regulations. The food services department could also adopt target goals for student participation rates per campus.

All goals should be in accordance with the newly create board policy as well as the recommended procedures manual.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------------|
| 1. The assistant superintendent for administration should direct the supervisor of food services to develop a mission statement and goals. | April 2007 |
| 2. The supervisor of food services should seek assistance in the development of the mission statement and goals from York County School Division. | April – May 2007 |
| 3. The supervisor of food services should draft a food services mission statement and goals to run a self-sufficient food services operation. | June 2007 |
| 4. The supervisor of food services should submit the mission statement and goals to the superintendent for approval. | August 2007 |
| 5. The supervisor of food services should disseminate the mission statement and goals to all food services staff. | September 2007 |

FISCAL IMPACT

This recommendation can be implemented without additional funding.

9.3 Financial Performance

Financial performance is important to any school business operation. School divisions must adhere to proper financial practices related to food services operations as well, since there are implications from a local, state, and federal perspective due to funding sources associated with food services.

Fund Balances for food services operations in school divisions need to strive for the equivalent of three months worth of expenditures. This amount allows for capital and other equipment replacement without having to use general funding.

FINDING

Labor costs for PPS food services staff are not within best practice levels.

Exhibit 9-6 shows the actual expenditures for salaries, benefits, and purchased services for the food services department during the 2005 and 2006 school years along with the estimated budget for the current school year.

As shown in the exhibit, the total labor expenditure is consistently above 49 percent of revenue during each given year. This continuous high level of labor is not the result of lower than best practice meals per labor hour but rather the high cost of salaries and the abundance of staff in the administrative office.

Additionally, the information provided by PPS is not disaggregated by school so it is not possible to determine if only one or two schools are involved, or if it is a division-wide issue.

**EXHIBIT 9-5
PETERSBURG PUBLIC SCHOOLS
LABOR COST ANALYSIS
2005-2007 SCHOOL YEARS**

| FISCAL YEAR | TOTAL* LABOR COSTS | TOTAL REVENUE | PERCENTAGE OF LABOR COSTS TO REVENUE |
|-------------|--------------------|---------------|--------------------------------------|
| 2005 | \$1,068,914 | \$2,176,454 | 49.1% |
| 2006 | \$1,109,064 | \$2,049,544 | 54.1% |
| 2007** | \$1,248,816 | \$2,330,961 | 53.6% |

Source: Petersburg Public Schools, Food Services Department, 2006.

* Includes salaries, benefits, and purchased services.

** Budgeted figure for current school year.

By reporting labor costs and revenue for each school and keeping labor costs below 40 percent of total revenue, PPS would be better aligned with best practices for the school division and have an opportunity for a positive food services Fund Balance.

By implementing Recommendation 9-1, the division's labor costs will be at 46.4 percent of projected revenue (\$1,248,816 - \$167,862 = \$1,080,954). In order for the division to reduce additional labor costs to the best practice level of 40 percent of revenue, an analysis with surrounding school divisions is needed to determine if the hourly rates and step plans along with benefits are consistent with the area. This is especially important since the meals per labor hour are consistent with best practice levels.

Another option for the division is to eliminate managerial positions at each school and reclassify staff as lead workers; however, this will cause a reduction in pay for staff, which is difficult to implement.

The alternative solution is to implement recommendations throughout this report to increase revenue at a more acceptable level, which will allow for current labor expense levels. Recommendations concerning revenue increases are within Section 9.4 Student Meal Participation of this chapter.

Recommendation 9-6:

Reduce labor costs to best practice levels of 40 percent of revenue and expand reporting by each school for better staffing analyses.

By reducing labor costs, Petersburg Public Schools should allow for a more effective staff and possibly increase the Fund Balance to use for replacement of older equipment, as discussed later in this chapter. The division should also report all financial data by each individual school to ensure that decisions are not reached on the more generalized approach but rather by the specific school.

MGT received limited data from the surrounding school divisions and are not able to determine the specific hourly rates of staff with comparable responsibilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------------------|
| 1. The superintendent should instruct the chief financial officer to determine benefits and hourly wages by contacting each surrounding school division. These wages and benefits should be compared to staff with similar responsibilities and not by position titles. | Spring 2007 |
| 2. The chief financial officer should request the supervisor of food services and the human resources director to assist in data collection. | Spring 2007 |
| 3. The chief financial officer should create a spreadsheet by position responsibilities and list the hourly or salary rate of each food services staff member within PPS. | Summer 2007 |
| 4. The chief financial officer, with assistance from the supervisor of food services, and the human resources director, should determine the hourly rate, salary, and benefit rate of each position by using the average for each position with nominal increases for staff retained in increments of five, 10, 15, and 20 years. | Fall 2007 |
| 5. The chief financial officer, the supervisor of food services, the director of human resources, and the assistant superintendent for administration should meet to discuss the rate adjustments needed for staff. | Fall 2007 |
| 6. Rate adjustments should be made by keeping staff at current levels until they reach the averages from the analysis. | Fall 2007 |
| 7. The chief financial officer, the supervisor of food services, and the director of human resources should analyze surrounding division salaries on an ongoing basis to ensure adequacy. | Fall 2008 and Ongoing |

FISCAL IMPACT

By reducing labor costs to 40 percent of revenue, PPS should see a cost savings of \$148,570 per year. This savings is the result of taking \$2,330,961 (revenue) x 40 percent = \$932,384 less the \$167,862 already referenced in Recommendation 9-1. The net difference is \$1,248,816 current labor costs less \$932,384 minus \$167,862 = \$148,570. This amount is a five-year savings of \$594,280 due to a 2008-09 implementation date.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|--------------------|---------|-----------|-----------|-----------|-----------|
| Reduce Labor Costs | \$0 | \$148,570 | \$148,570 | \$148,570 | \$148,570 |

FINDING

The division's use of the warehouse for food services operations is not effective.

Currently, the food services department uses a centrally located warehouse for a small amount of frozen food shipments. The warehouse is in poor condition at best and is more of a liability than an asset or need for PPS.

The freezers are in need of major repairs and should be closed immediately. There are large trashcans positioned under the air conditioner units to collect most of the condensation drippings. Additionally the floors were coming up in spots and one freezer unit has Visqueen® to help cover the roof.

Furthermore, the freezers in use were only partially full and according to staff interviewed, these capacities were at normal operating levels.

If PPS continues to use the warehouse for food services storage, they are at risk of health violations and subsequent food contaminations, resulting in possible illness for students and staff.

Most school divisions that are the size of PPS in terms of square miles and student enrollments do not use a central warehouse, but rather use a centralized school kitchen or drop ship deliveries to each school cafeteria.

Recommendation 9-7:

Discontinue the use of the warehouse for food services storage immediately.

As previously mentioned in earlier chapters of this report, the use of this warehouse is a liability to PPS due to its poor condition.

The division should ship out all items currently located in the warehouse to each of the schools and dismantle the freezer to keep any spare equipment to assist with any repairs that may be needed in the schools. All future shipments should be sent directly to the schools while sharing larger freezers among several schools as needed for particular shipments.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The supervisor of food services should direct all school cafeteria managers to properly stack their current inventory properly in order to accommodate items from the central warehouse. | February 2007 |
| 2. The supervisor of food services should prepare a shipment list and direct warehouse staff to deliver items from the warehouse to each school per the shipment list. | February 2007 |
| 3. The supervisor of food services should notify all vendors on the new process for shipment locations. | February 2007 |

IMPLEMENTATION STRATEGIES AND TIMELINE (Continued)

4. The supervisor of food services should request maintenance staff to store freezer parts that can be salvaged for future repairs on school-based freezers. March 2007

FISCAL IMPACT

The fiscal impact of this recommendation is a five-year cost savings of \$123,800. A complete discussion of the fiscal impact is found in Chapter 8 – Facilities Use and Management.

FINDING

PPS food services department is not using USDA commodities effectively in the division.

Commodities have only been supplementing the food services operations as can be shown in **Exhibit 9-7**. As can be seen in the exhibit, only 16 percent of the 2005-06 food budget was from USDA commodities following a 34 percent use in the previous year.

USDA donates commodities to school divisions throughout the country. These commodities help school division food services operations greatly reduce the expense of purchasing food-related products. This process allows school divisions to meet the needs of students without having to use many local vendors. Dairy, breads, and fresh fruit are the exceptions where school divisions can purchase from local vendors through a competitive bid process.

Recommendation 9-8:

Use USDA commodities as the primary source for food in the school division and only supplement with the limited use of local vendors.

USDA donated commodities should be used for many food items with limited exceptions. If food needs to be purchased on special occasions, enough portions should be ordered to accommodate meals throughout the school division and not for one or two schools. This implementation of this recommendation should provide a more cost-efficient food purchasing strategy for Petersburg Public Schools.

Additionally, soda vendors should only be providing fruit juices and water for the division. These items should be offset with revenue from the vending machines.

**EXHIBIT 9-6
COST OF FOOD SERVICES SUPPLIES BY VENDOR
2004-05 AND 2005-06**

| VENDOR OR PURCHASE TYPE | SCHOOL YEAR | | PERCENTAGE INCREASE/ (DECREASE) |
|--|-------------------|-------------------|---------------------------------|
| | 2004-05 | 2005-06 | |
| Produce | 33062.00 | 38642.00 | 0.17 |
| PET | 0.00 | 162100.00 | 1.00 |
| Marva Maid | 139904.00 | 0.00 | (1.00) |
| Flowers Bakery | 36565.00 | 62222.00 | 0.70 |
| Sysco | 36565.00 | 33975.00 | (0.07) |
| Dori Foods | 147743.00 | 274231.00 | 0.86 |
| Richmond Restaurant | 133477.00 | 1309.00 | (0.99) |
| Virgina Food Services Group | 154462.00 | 275613.00 | 0.78 |
| Pepsi | 36018.00 | 45224.00 | 0.26 |
| Totals: | 717796.00 | 893316.00 | 0.24 |
| Commodities | 242132.00 | 144722.00 | (0.40) |
| Total Food Purchases and Commodities: | 1677724.00 | 1931354.00 | 0.15 |
| Percentage of Commodites Use: | 0.34 | 0.16 | n/a |

Source: PPS Food services Department, 2006.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------------------|
| 1. The supervisor of food services should create and implement a plan to reduce food costs and submit the plan to the chief financial officer. | February 2007 |
| 2. The chief financial officer should review and approve the plan based on the use of USDA commodities for all food purchases with the exception of items listed above. | March – April 2007 |
| 3. The chief financial officer should create an Invitation to Bid type and invite area vendors to participate after exhausting all efforts to purchase these items from local cooperatives at a reduced cost. | May – June 2007 |
| 4. The chief financial officer and the supervisor of food services should review the actual expenditures on a monthly basis to ensure that the food costs have been reduced to acceptable levels. | August 2007 and Ongoing |

FISCAL IMPACT

PPS should incur a cost savings of \$ 630,352 (\$893,316 less \$262,964 for dairy, bread, and fresh produce) based on the vendors used that are not providing dairy, bread, and fresh fruit.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|-----------------------|----------------|----------------|----------------|----------------|----------------|
| Use USDA Commodities | \$630,352 | \$630,352 | \$630,352 | \$630,352 | \$630,352 |

9.4 Student Meal Participation

Maximizing student meal participation has two important benefits to school divisions.

- First, students who eat nutritious meals each day can learn more effectively. Students are more receptive to learning if they have eaten a nutritious meal.
- Second, cash sales of food and federal reimbursement for meals served are two significant sources of revenue for school divisions.

FINDING

Buses are not dropping students off in time to allow for greater participation in the breakfast program throughout the division.

During the on-site visit, MGT observed students either not able to eat breakfast or were being rushed after the bell had rung and announcements were made. According to staff interviews, this is a regular occurrence at several schools. In fact, MGT observed buses arriving 10-15 minutes after the start of school at a few schools as well as buses arriving just as the bell rang and some students being told to quickly get to class. At one of the elementary schools, the principal greeted the late students and explained that they could eat before going to class and that they would not be marked tardy. Most of these students did participate in the breakfast program that day. Additionally, MGT observed parents explaining to staff that they were dropping several elementary students off since the bus did not make it yet to their specific bus stop.

The practice of dropping off students either immediately before or after school start times does not allow the opportunity for breakfast participation, and the school division loses federal reimbursement funding for every child not able to participate. Obviously, the scenario of late arriving buses also causes problems with class disruptions.

Other school divisions make arrangements with transportation and school administrators prior to the beginning of each school year to ensure that all students are picked up at a reasonable time and then dropped off at school with enough time to have a proper breakfast.

PPS needs to better coordinate the scheduling of bus transportation and school start times to ensure that every student has the opportunity to eat a nutritious breakfast before class on a daily basis. This practice is particularly important for students who have not eaten since lunch at school the previous day, and it makes perfect financial sense with the federal reimbursement rates that are provided to the school division.

Recommendation 9-9:

Schedule bus transportation and school start times appropriately to allow all students the opportunity for breakfast each day.

This recommendation should be implemented in conjunction with the recommendations provided in the Education Delivery and Transportation chapters of this report. WPS should review each school's schedule to ensure that a minimum of 20 minutes is provided for students to eat breakfast.

The superintendent should make certain that the bus schedules for student arrivals are at least 25-30 minutes prior to the bell in order for all students to participate in the breakfast program, which will result in increased reimbursements for the division.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------|
| 1. The superintendent should verify that the principals' agreed upon start time by school is set for 2007-08. | April 2007 |
| 2. The superintendent should direct a meeting with the assistant superintendent for administration, the manager of pupil transportation, and the supervisor of Food Services to discuss the latest drop-off time for students prior to the morning bell for the 2007-08 school year. | May 2007 |
| 3. The superintendent should direct the assistant superintendent for administration to coordinate all bus schedules so that every student arrives at least 20 minutes prior to the bell in order to participate in school breakfast. | June 2007 |
| 4. The superintendent should send out letters to all parents notifying them of the bus schedule and school start times with emphasis on allowing time for students to participate in the free breakfast program. | August 2007 |

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing staff and should provide additional revenue through federal reimbursements to the school division due to the increase in student participation rates; however, exact dollars are not able to be determined at this time.

The school division should also explain the importance of student participation in the federal meal programs to all staff and parents since the greater the participation, the greater the federal reimbursement. These reimbursement dollars can then assist the

school division in providing additional funds to the food services operations, including the replacement of kitchen equipment while reducing the needs for General Fund transfers.

FINDING

There are no strategies in place to increase student participation in order to increase revenue.

As previously mentioned in this chapter, PPS does not have formalized plans regarding food services operations. MGT did not find evidence that the low student participation issues are being addressed by division administration.

It is imperative for school divisions to continually monitor student participation rates by campus and by meal to determine trends and strategize for ways to improve student participation. The food services department Supervisor is aware that low student participation rates result in lower federal reimbursement rates and has recently been notified that students who are not qualified to receive free or reduced lunches are not able to be included in participation reimbursements. This measure is due to the school division using the Provision II option, which helps reduce administrative costs but reduces revenue. It is recommended that the division continues using Provision II, and needs aggressive strategies to improve revenue for ineligible reimbursements.

If PPS continues to have low levels of student participation for meals, then the division will need to borrow funds from the General Fund to cover expenses.

Other school divisions, such as Selah (WA) Public Schools has implemented changes directed at increasing the student participation at all levels. These changes have included:

- an increase in the number of entrees available;
- menus specific to each grade level;
- increased number of snack bar selections; and
- improvements to the serving process that has reduced the waiting time.

Recommendation 9-10:

Develop and implement strategies to improve student participation rates.

By using strategies to increase student participation rates, PPS should see an increase in revenue through the federal reimbursement program. Based on projections used in other school divisions, PPS should strive to reach 75 percent for lunch participation and 50 percent for breakfast participation at each school. These participation rates should be based on average daily attendance at each school and not on the averages of students served.

Another school system who is using Provision II is the Canutillo Independent School District in Texas. Five years after implementation, the breakfast program raised participation from 53 percent to 75 percent in that district by serving styles to fit the ages of students. There is a serve-yourself breakfast burrito bar at Canutillo Middle School that offers 10 fillings including pork, chicken, and beef.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------------|
| 1. The supervisor of food services should develop specific strategies for improving participation rates in the breakfast and lunch programs. | April – May 2007 |
| 2. The supervisor of food services should meet with school cafeteria managers to discuss strategies for implementation. | May 2007 |
| 3. The supervisor of food services should determine adequate targets for each school and inform each manager. | September 2007 |
| 4. The supervisor of food services should follow up as necessary with schools not meeting participation targets to develop appropriate corrective action plans. | December 2007 and Ongoing |

FISCAL IMPACT

Since the division does not have adequate records, the fiscal impact cannot be determined; however, PPS should see increased revenue from the resulting increase in student participation.

FINDING

Petersburg Public Schools uses cash registers with manual forms in food services operations instead of an automated point-of-sale system.

The use of labor intensive reporting systems create opportunities for error and are more labor intensive than technology-based systems. The continued use of these manual practices will likely increase labor costs, further reduce efficiencies, and not allow for quick time answers to profitability questions.

Point-of-sale systems work like a bank account using a debit card with a personal identifiable number. These systems keep accurate accounting for all money deposited and spent, allows only one reimbursable meal, counts all second meals, a la carte purchases, and adult meals and can allow cafeteria payment lines to move faster.

Point-of-sale reports are also used to create state and federal reimbursement claim forms, operation summaries by campus, edit checks with student approved applications, monthly summaries by campus, monthly sales by date, bank deposit sheets, transaction audits, and counts of inventory sold reports.

Best practices indicate the use of these point-of-sale systems so school food services operations can run more efficiently and effectively while allowing for internal controls, which is essential for practices involving cash.

Recommendation 9-11:

Analyze the benefits and the fiscal breakeven point for purchasing and implementing a point-of-sale system for the PPS.

For a best practice in food services, point-of-sale systems should be analyzed for the best implementation approach. Food services administration should produce and analyze reports created with these systems to continually monitor the food services operations. Reports should include profit and loss data, number of meals served, food used per campus, meals per labor hour, and revenue collected by campus. Decisions should be made based on data provided through these reports on a campus-by-campus basis and not just on a collective school division report since a decision for one school might not be profitable for another school.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------------------|
| 1. The superintendent should direct the chief financial officer and the supervisor of food services to analyze how PPS could implement a point-of-sale system. | June 2007 |
| 2. The supervisor of food services should request all of the information used in the Isle of Wight purchase and implementation of their recent point-of-sale system. | July 2007 |
| 3. The chief financial officer should meet with the vendor used in Isle of Wight to determine approximate costs to install the program, complete with reporting components and to train staff. | July 2007 |
| 4. The chief financial officer should draft a request using the similar implementation schedule and system plan used in Isle of Wight. | August 2007 |
| 5. The chief financial officer should request a budget item for the new system in the upcoming budget request. | September 2007 |
| 6. The chief financial officer should develop a Request For Proposal to purchase and implement the system. | October – December 2007 |

FISCAL IMPACT

The Isle of Wight School Division paid just less than \$75,000 so PPS can expect to pay approximately \$75,000 for the purchase and implementation of a point-of-sale system. The one-time training would be approximately \$5,000. Additionally, PPS should expect to pay \$7,500 on an annual basis for maintenance.

| Recommendation | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 |
|---|----------------|----------------|----------------|----------------|----------------|
| Purchase and Implement a Food services Point-of-Sale System | (\$80,000) | (\$7,500) | (\$7,500) | (\$7,500) | (\$7,500) |

**10.0 SUMMARY OF POTENTIAL
SAVINGS AND COSTS**

10.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews with PPS personnel, parents, and the community at large, PPS surveys, state and school division documents, and first-hand observations during the division, the MGT team developed 90 recommendations, 38 of which are accompanied by fiscal implications.

As shown in **Exhibit 10-1**, full implementation of the recommendations in this report would generate total savings of \$34,620,950 over a five-year period. Costs over that same period equal \$16,100,103, a figure comprised of \$15,538,703 in costs over a five-year period, plus \$561,400 in one-time costs, to equal net savings of **\$19,425,987** over a five-year period.

EXHIBIT 10-1 SUMMARY OF ANNUAL SAVINGS (COSTS)

| CATEGORY | YEARS | | | | | TOTAL FIVE-YEAR SAVINGS (COSTS) |
|--|---------------|---------------|---------------|---------------|---------------|---------------------------------|
| | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | |
| TOTAL SAVINGS | \$5,999,130 | \$7,387,090 | \$7,387,090 | \$7,387,090 | \$7,387,090 | \$34,620,950 |
| TOTAL (COSTS) | (\$3,042,363) | (\$3,181,935) | (\$3,111,935) | (\$3,111,935) | (\$3,111,935) | (\$15,538,703) |
| TOTAL NET SAVINGS (COSTS) | \$2,956,767 | \$4,205,155 | \$4,275,155 | \$4,275,155 | \$4,275,155 | \$19,987,387 |
| ONE-TIME SAVINGS(COSTS) | | | | | | (\$561,400) |
| TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS) | | | | | | \$19,425,987 |

Exhibit 10-2 provides a chapter-by-chapter summary for all costs and savings. It is important to note that only the 38 recommendations with fiscal impacts are identified in this chapter. The remaining 52 recommendations to improve the efficiency and effectiveness of Petersburg Public Schools are included in chapters 2 through 9 of this report. A full summary of all 90 recommendations are listed in the executive summary.

MGT recommends that PPS give each of the recommendations serious consideration and develop plans to proceed with their implementation and a system to monitor subsequent progress.

**EXHIBIT 10-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

| CHAPTER REFERENCE | | ANNUAL SAVINGS (COSTS) | | | | | TOTAL FIVE YEAR SAVINGS (COSTS) | ONE-TIME SAVINGS (COSTS) |
|---|---|------------------------|--------------------|--------------------|--------------------|--------------------|---------------------------------|--------------------------|
| | | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | | |
| CHAPTER 2: DIVISION ADMINISTRATION | | | | | | | | |
| 2-1 | Conduct a Comprehensive Board Member Training Program | (\$3,000) | (\$3,000) | (\$3,000) | (\$3,000) | (\$3,000) | (\$15,000) | \$0 |
| 2-2 | Conduct Committee Member Training | (\$3,700) | (\$200) | (\$200) | (\$200) | (\$200) | (\$4,500) | \$0 |
| 2-3 | Use the Services of a Qualified Provider to Revise Outdated School Board Policies | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$3,000) |
| 2-4 | Establish Formal Procedures for Legal Services | \$22,200 | \$22,200 | \$22,200 | \$22,200 | \$22,200 | \$111,000 | \$0 |
| 2-5 | Eliminate the Gifted and Talented Coordinator Position | \$82,954 | \$82,954 | \$82,954 | \$82,954 | \$82,954 | \$414,770 | \$0 |
| 2-5 | Eliminate the Supervisor of Instructional Media Position | \$84,426 | \$84,426 | \$84,426 | \$84,426 | \$84,426 | \$422,130 | \$0 |
| 2-5 | Eliminate the Subject Area Specialist Positions (2) | \$135,803 | \$135,803 | \$135,803 | \$135,803 | \$135,803 | \$679,015 | \$0 |
| 2-5 | Eliminate the Director of Elementary Position | \$107,599 | \$107,599 | \$107,599 | \$107,599 | \$107,599 | \$537,995 | \$0 |
| 2-5 | Eliminate the Director of Secondary Position | \$103,146 | \$103,146 | \$103,146 | \$103,146 | \$103,146 | \$515,730 | \$0 |
| 2-5 | Eliminate the Security Specialists Positions (8) | \$164,891 | \$164,891 | \$164,891 | \$164,891 | \$164,891 | \$824,455 | \$0 |
| 2-5 | Eliminate the Jail Coordinator Position | \$70,042 | \$70,042 | \$70,042 | \$70,042 | \$70,042 | \$350,210 | \$0 |
| 2-5 | Eliminate the Six and a Half Assistant Principal Positions | \$442,970 | \$442,970 | \$442,970 | \$442,970 | \$442,970 | \$2,214,850 | \$0 |
| 2-5 | Eliminate 14 Clerical Positions | \$428,627 | \$428,627 | \$428,627 | \$428,627 | \$428,627 | \$2,143,135 | \$0 |
| 2-7 | Establish and implement a division-wide shared decision-making process | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$10,000) |
| 2-8 | Develop and implement a strategic plan | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$5,000) |
| TOTAL SAVINGS/(COSTS) | | \$1,635,958 | \$1,639,458 | \$1,639,458 | \$1,639,458 | \$1,639,458 | \$8,193,790 | (\$18,000) |
| CHAPTER 3: FINANCIAL MANAGEMENT | | | | | | | | |
| 3-3 | Purchase Three Fire-Rated Cabinets | (\$4,500) | \$0 | \$0 | \$0 | \$0 | \$0 | (\$4,500) |
| 3-5 | Make Direct Deposit Mandatory. | \$12,000 | \$12,000 | \$12,000 | \$12,000 | \$12,000 | \$60,000 | \$0 |
| TOTAL SAVINGS/(COSTS) | | \$7,500 | \$12,000 | \$12,000 | \$12,000 | \$12,000 | \$55,500 | (\$4,500) |

EXHIBIT 10-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

| CHAPTER REFERENCE | | ANNUAL SAVINGS (COSTS) | | | | | TOTAL FIVE YEAR SAVINGS (COSTS) | ONE-TIME SAVINGS (COSTS) |
|--|---|------------------------|----------------------|----------------------|----------------------|----------------------|---------------------------------|--------------------------|
| | | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | | |
| CHAPTER 4: PERSONNEL AND HUMAN RESOURCES | | | | | | | | |
| 4-3 | Purchase HR Management Software and Annual Upgrades | (\$1,180) | (\$200) | (\$200) | (\$200) | (\$200) | (\$1,980) | \$0 |
| 4-4 | Purchase Three Fire-Rated File Cabinets | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$4,500) |
| 4-5 | Use VSBA Services to Revise Outdated HR Policies | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$3,000) |
| 4-8 | Work With Local Community and Higher Education Agencies for Teacher Recruitment | (\$2,000) | (\$2,000) | (\$2,000) | (\$2,000) | (\$2,000) | (\$135,625) | \$0 |
| 4-10 | Mentor Teacher Stipends and Substitute Pool | (\$27,125) | (\$27,125) | (\$27,125) | (\$27,125) | (\$27,125) | (\$12,236,275) | \$0 |
| 4-11 | Restructure Salary Schedule for All Employee Groups | (\$2,447,255) | (\$2,447,255) | (\$2,447,255) | (\$2,447,255) | (\$2,447,255) | (\$1,990,755) | \$0 |
| 4-14 | Develop and Implement a Divisionwide Professional Development Plan | (\$398,151) | (\$398,151) | (\$398,151) | (\$398,151) | (\$398,151) | \$0 | \$0 |
| TOTAL SAVINGS/(COSTS) | | (\$2,875,711) | (\$2,874,731) | (\$2,874,731) | (\$2,874,731) | (\$2,874,731) | (\$14,374,635) | (\$7,500) |
| CHAPTER 5: COST OF EDUCATIONAL SERVICE DELIVERY | | | | | | | | |
| 5-14 | Purchase SOL Tracker Data Reporting Software | (\$6,900) | \$0 | \$0 | \$0 | \$0 | \$0 | (\$6,900) |
| 5-10 | Evaluate Feasibility of Phasing Out 50 Secondary Teachers | \$1,266,390 | \$2,532,780 | \$2,532,780 | \$2,532,780 | \$2,532,780 | \$11,397,510 | \$0 |
| TOTAL SAVINGS/(COSTS) | | \$1,259,490 | \$2,532,780 | \$2,532,780 | \$2,532,780 | \$2,532,780 | \$11,390,610 | (\$6,900) |
| CHAPTER 6: TRANSPORTATION | | | | | | | | |
| 6-1 | Hire a Part-Time Bus Driver for 20 hours per week | (\$13,700) | (\$13,700) | (\$13,700) | (\$13,700) | (\$13,700) | (\$68,500) | \$0 |
| 6-5 | Review Crisis Management Plan | (\$1,000) | (\$1,000) | (\$1,000) | (\$1,000) | (\$1,000) | (\$5,000) | \$0 |
| 6-8 | Establish a 12-year Bus Replacement Cycle | \$0 | (\$210,000) | (\$140,000) | (\$140,000) | (\$140,000) | (\$630,000) | \$0 |
| 6-9 | Sell 18 Excess Buses | \$27,000 | \$0 | \$0 | \$0 | \$0 | \$27,000 | \$0 |
| 6-10 | Reduced Annual Maintenance Costs | \$21,600 | \$21,600 | \$21,600 | \$21,600 | \$21,600 | \$108,000 | \$0 |
| 6-11 | Hire Automated Computer Trained Maintenance, Parts and Fleet Pro Administrator | (\$28,800) | (\$38,400) | (\$38,400) | (\$38,400) | (\$38,400) | (\$182,400) | \$0 |
| 6-12 | Hire Edulog Administrator | (\$25,052) | (\$33,404) | (\$33,404) | (\$33,404) | (\$33,404) | (\$158,668) | \$0 |
| 6-12 | Reduce Four Buses | \$280,000 | \$280,000 | \$280,000 | \$280,000 | \$280,000 | \$1,400,000 | \$0 |
| 6-12 | Reduce Four Bus Driver Positions | \$86,400 | \$86,400 | \$86,400 | \$86,400 | \$86,400 | \$432,000 | \$0 |
| TOTAL SAVINGS/(COSTS) | | \$346,448 | \$91,496 | \$161,496 | \$161,496 | \$161,496 | \$922,432 | \$0 |
| CHAPTER 7: TECHNOLOGY MANAGEMENT | | | | | | | | |
| 7-6 | Implement and Test the PPS Disaster Recovery Plan | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$65,000) |
| 7-7 | Purchase Computers For Student Use | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$274,500) |
| 7-9 | Update and Enhance the PPS Web site | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$35,000) |
| 7-13 | Eliminate 50 percent of Cellular phones | \$17,928 | \$17,928 | \$17,928 | \$17,928 | \$17,928 | \$89,640 | |
| TOTAL SAVINGS/(COSTS) | | \$17,928 | \$17,928 | \$17,928 | \$17,928 | \$17,928 | \$89,640 | (\$374,500) |

EXHIBIT 10-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

| CHAPTER REFERENCE | | ANNUAL SAVINGS (COSTS) | | | | | TOTAL FIVE YEAR SAVINGS (COSTS) | ONE-TIME SAVINGS (COSTS) |
|--|---|------------------------|----------------------|----------------------|----------------------|----------------------|---------------------------------|--------------------------|
| | | 2007-08 | 2008-09 | 2009-10 | 2010-11 | 2011-12 | | |
| CHAPTER 8: FACILITIES | | | | | | | | |
| 8-1 | Accelerate The Consolidation Plan | \$1,700,000 | \$1,700,000 | \$1,700,000 | \$1,700,000 | \$1,700,000 | \$8,500,000 | \$0 |
| 8-3 | Conduct a Physical Assessment and Educational Suitability Study | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 | (\$150,000) |
| 8-4 | Close Existing Warehouse | \$27,500 | \$27,500 | \$27,500 | \$27,500 | \$27,500 | \$137,500 | \$0 |
| 8-6 | Reduce Custodial Staff in Closed Schools | \$87,000 | \$87,000 | \$87,000 | \$87,000 | \$87,000 | \$435,000 | \$0 |
| 8-9 | 200-Hour Annual Rental of Classrooms | \$4,000 | \$4,000 | \$4,000 | \$4,000 | \$4,000 | \$20,000 | \$0 |
| 8-9 | 200-Hour Annual Rental of Multipurpose Rooms | \$8,000 | \$8,000 | \$8,000 | \$8,000 | \$8,000 | \$40,000 | \$0 |
| 8-9 | 200-Hour Annual Rental of Athletic Field | \$19,000 | \$19,000 | \$19,000 | \$19,000 | \$19,000 | \$95,000 | \$0 |
| 8-9 | Charge Custodial Fees for Use of Building | \$1,440 | \$1,440 | \$1,440 | \$1,440 | \$1,440 | \$7,200 | \$0 |
| TOTAL SAVINGS/(COSTS) | | \$1,846,940 | \$1,846,940 | \$1,846,940 | \$1,846,940 | \$1,846,940 | \$9,234,700 | (\$150,000) |
| CHAPTER 9: FOOD SERVICES | | | | | | | | |
| 9-1 | Eliminate Excessive Administrative Food Service Staff Positions | \$167,862 | \$167,862 | \$167,862 | \$167,862 | \$167,862 | \$839,310 | \$0 |
| 9-6 | Reduce Labor Costs | \$0 | \$148,570 | \$148,570 | \$148,570 | \$148,570 | \$594,280 | \$0 |
| 9-8 | Use USDA Commodities | \$630,352 | \$630,352 | \$630,352 | \$630,352 | \$630,352 | \$3,151,760 | \$0 |
| 9-11 | Purchase and Implement a Food Service Point-of-Sale System | (\$80,000) | (\$7,500) | (\$7,500) | (\$7,500) | (\$7,500) | (\$110,000) | \$0 |
| TOTAL SAVINGS/(COSTS) | | \$718,214 | \$939,284 | \$939,284 | \$939,284 | \$939,284 | \$4,475,350 | \$0 |
| TOTAL SAVINGS | | \$5,999,130 | \$7,387,090 | \$7,387,090 | \$7,387,090 | \$7,387,090 | \$34,620,950 | \$0 |
| TOTAL (COSTS) | | (\$3,042,363) | (\$3,181,935) | (\$3,111,935) | (\$3,111,935) | (\$3,111,935) | (\$15,538,703) | (\$561,400) |
| NET SAVINGS (COSTS) | | \$2,956,767 | \$4,205,155 | \$4,275,155 | \$4,275,155 | \$4,275,155 | \$19,987,387 | (\$561,400) |
| TOTAL NET SAVINGS (COSTS) LESS ONE TIME SAVINGS (COSTS) | | | | | | | \$19,425,987 | |

APPENDIX A:
SURVEY RESULTS

APPENDIX A SURVEY RESULTS

EXHIBIT A-1 COMPARISON SURVEY RESPONSES PART A: OVERALL QUALITY

| STATEMENT | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
|--|---------------------------------|--------------------------------------|----------------------|
| 1. How long have you worked in the district? Five years or less 6-10 years 11-20 years 21 years or more | 33 5 19 43 | 9 0 27 64 | 52 13 13 23 |
| 2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more | 62 10 29 0 | 36 27 36 0 | 64 18 4 14 |
| 1. Overall quality of public education in our school district is: Good or Excellent Fair or Poor | 53 48 | 55 36 | 100 0 |
| 2. Overall quality of education in our school district is: Improving Staying the Same Getting Worse Don't Know | 76 10 14 0 | 45 9 45 0 | 59 25 13 4 |
| 5. Grade given to our school district teachers: Above Average (A or B) Below Average (D or F) | 29 19 | 64 0 | 50 11 |
| 6. Grade given to our school district school level administrators: Above Average (A or B) Below Average (D or F) | 29 34 | 82 9 | 23 38 |
| 7. Grade given to our school district central office administrators: Above Average (A or B) Below Average (D or F) | 48 24 | 18 54 | 9 57 |

EXHIBIT A-2
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART B: SCHOOL/DISTRICT CLIMATE

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|--|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. I feel that I have the authority to adequately perform my job responsibilities. | 66/14 | 72/9 | 60/24 |
| 2. I am actively looking for a job outside of this school division. | 19/52 | 18/45 | 27/43 |
| 3. I am very satisfied with my job in this school division. | 58/10 | 54/18 | 43/38 |
| 4. The work standards and expectations in this school district are equal to or above those of most other school districts. | 29/43 | 45/54 | 36/37 |
| 5. This school district's officials enforce high work standards. | 58/19 | 63/18 | 56/37 |
| 6. Workload is evenly distributed. | 24/57 | 27/54 | 28/54 |
| 7. I feel that my work is appreciated by my supervisor(s). | 52/24 | 45/27 | 57/26 |
| 8. Teachers who do not meet expected work standards are disciplined. | 19/43 | 45/36 | 15/57 |
| 9. Staff (excluding teachers) who do not meet expected work standards are disciplined. | 19/48 | 45/36 | 9/50 |
| 10. I feel that I am an integral part of this school division team. | 57/14 | 73/18 | 62/20 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

EXHIBIT A-3
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C1: DISTRICT ORGANIZATION

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|--|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Teachers and administrators in our district have excellent working relationships. | 19/29 | 36/54 | 19/43 |
| 2. Most administrative practices in our school district are highly effective and efficient. | 24/34 | 36/54 | 16/66 |
| 3. Administrative decisions are made promptly and decisively. | 19/48 | 45/45 | 9/63 |
| 4. Central Office Administrators are easily accessible and open to input. | 62/14 | 18/54 | 16/61 |
| 5. Authority for administrative decisions is delegated to the lowest possible level. | 24/29 | 18/63 | 13/39 |
| 6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively. | 34/29 | 73/18 | 29/41 |
| 7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions. | 29/24 | 18/36 | 13/61 |
| 8. Our school district has too many committees. | 19/38 | 27/27 | 32/21 |
| 9. Our school district has too many layers of administrators. | 29/48 | 9/55 | 46/23 |
| 10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient. | 48/34 | 36/45 | 27/50 |
| 11. Central office administrators are responsive to school needs. | 53/14 | 36/54 | 15/57 |
| 12. School-based personnel play an important role in making decisions that affect schools in our school district. | 43/19 | 45/27 | 32/27 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

EXHIBIT A-4
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C2: DISTRICT ORGANIZATION

| STATEMENT | (%G + E) / (%F + P) ¹ | | |
|--|----------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Board of Education members' knowledge of the educational needs of students in this school division. | 33/53 | 18/81 | 25/56 |
| 2. Board of Education members' knowledge of operations in this school division. | 14/72 | 18/72 | 20/58 |
| 3. Board of Education members' work at setting or revising policies for this school division. | 24/58 | 36/63 | 27/47 |
| 4. The School Division Superintendent's work as the educational leader of this school division. | 48/43 | 18/82 | 25/66 |
| 5. The School Division Superintendent's work as the chief administrator (manager) of this school division. | 43/48 | 18/81 | 31/57 |
| 6. Principals' work as the instructional leaders of their schools. | 47/47 | 72/27 | 50/46 |
| 7. Principals' work as the managers of the staff and teachers. | 47/43 | 72/27 | 50/48 |

¹Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

EXHIBIT A-5
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|--|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. The emphasis on learning in this school district has increased in recent years. | 72/19 | 63/18 | 61/19 |
| 2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health). | 48/24 | 45/54 | 34/48 |
| 3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics. | 66/10 | 72/18 | 20/70 |
| 4. I know who to contact in the central office to assist me with curriculum and instruction matters. | 77/0 | 82/9 | 54/32 |
| 5. Lessons are organized to meet students' needs. | 29/14 | 73/27 | 61/19 |
| 6. The curriculum is broad and challenging for most students. | 43/10 | 72/18 | 55/22 |
| 7. Teachers in our schools know the material they teach. | 38/10 | 54/27 | 59/20 |
| 8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes. | 43/0 | 100/0 | 54/14 |
| 9. Teachers have adequate supplies and equipment needed to perform their jobs effectively. | 58/10 | 63/36 | 16/68 |
| 10. Our district provides curriculum guides for all grades and subject areas. | 57/0 | 72/18 | 66/17 |
| 11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps. | 52/10 | 72/18 | 62/18 |
| 12. Our district has effective educational programs for the following: | | | |
| a) Reading and Language Arts | 43/15 | 63/36 | 64/13 |
| b) Writing | 48/10 | 63/36 | 51/19 |
| c) Mathematics | 57/10 | 82/18 | 61/25 |
| d) Science | 48/10 | 63/36 | 57/25 |
| e) Social Studies (history or geography) | 39/14 | 73/27 | 59/19 |
| f) Foreign Language | 24/19 | 36/9 | 27/20 |
| g) Basic Computer Instruction | 48/14 | 36/27 | 41/36 |
| h) Advanced Computer Instruction | 19/14 | 36/18 | 18/34 |
| i) Music, Art, Drama, and other Fine Arts | 48/10 | 45/18 | 45/29 |
| j) Physical Education | 48/10 | 82/9 | 54/18 |
| k) Career and Technical (Vocational) Education | 53/15 | 36/9 | 30/24 |
| l) Business Education | 52/10 | 45/0 | 28/22 |
| 13. The district has effective programs for the following: | | | |
| a) Special Education | 53/10 | 45/36 | 44/35 |
| b) Literacy Program | 24/10 | 18/18 | 20/31 |
| c) Advanced Placement Program | 33/15 | 45/18 | 26/29 |
| d) Drop-out Prevention Program | 48/15 | 55/18 | 14/22 |
| e) Summer School Programs | 47/14 | 45/18 | 48/20 |
| f) Honors and Gifted Education | 72/0 | 55/9 | 46/20 |
| g) Alternative Education Programs | 24/24 | 27/45 | 16/37 |
| h) Career Counseling Program | 19/19 | 27/18 | 9/27 |
| i) College Counseling Program | 10/29 | 18/9 | 9/25 |
| 14. The students-to-teacher ratio is reasonable. | 71/0 | 82/9 | 48/45 |
| 15. Our district provides a high quality education that meets or exceeds state and federal mandates. | 10/34 | 45/36 | 18/52 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

EXHIBIT A-6
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D2: CURRICULUM AND INSTRUCTION

| STATEMENT | (%G + E) / (%F + P) ¹ | | |
|---|----------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Teachers' work in meeting students' individual learning needs. | 19/62 | 63/36 | 66/33 |
| 2. Teachers' work in communicating with parents/guardians. | 15/53 | 63/36 | 61/38 |
| 3. How well students' test results are explained to parents/guardians. | 10/62 | 63/27 | 50/37 |
| 4. The amount of time students spend on task learning in the classroom. | 19/53 | 63/36 | 46/52 |

¹Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

EXHIBIT A-7
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E1: HUMAN RESOURCES

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|---|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Salary levels in this school district are competitive. | 10/90 | 0/100 | 7/86 |
| 2. Our district has an effective employee recognition program. | 5/81 | 0/100 | 7/79 |
| 3. Our district has an effective process for staffing critical shortage areas of teachers. | 10/57 | 18/72 | 4/77 |
| 4. My supervisor evaluates my job performance annually. | 62/15 | 82/9 | 71/20 |
| 5. Our district offers incentives for professional advancement. | 33/29 | 9/82 | 15/62 |
| 6. I know who to contact in the central office to assist me with professional development. | 48/19 | 81/18 | 45/39 |
| 7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc | 91/5 | 91/9 | 78/16 |
| 8. My salary level is adequate for my level of work and experience. | 29/57 | 18/72 | 11/84 |
| 9. Our district has an effective teacher recruitment plan. | 14/43 | 9/54 | 5/53 |
| 10. I have a professional growth plan that addresses areas identified for my professional growth. | 15/24 | 27/36 | 34/41 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

EXHIBIT A-8
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E2: HUMAN RESOURCES

| STATEMENT | (%G + E) / (%F + P) ¹ | | |
|--|----------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Staff development opportunities provided by this school division for teachers. | 62/29 | 36/64 | 53/46 |
| 2. Staff development opportunities provided by this school division for school administrators. | 48/33 | 45/54 | 27/16 |
| 3. Staff development opportunities provided by this school division for support staff. | 24/57 | 27/72 | 23/22 |

¹Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

EXHIBIT A-9
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART F: FACILITIES MANAGEMENT

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|--|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Our school buildings provide a healthy environment in which to teach. | 48/10 | 64/36 | 36/43 |
| 2. Our schools have sufficient space and facilities to support the instructional programs. | 53/10 | 27/64 | 38/45 |
| 3. Our facilities are clean. | 62/0 | 54/27 | 39/35 |
| 4. Our facilities are well maintained. | 53/10 | 27/63 | 27/42 |
| 5. Our district plans facilities in advance to support growing enrollment. | 24/10 | 27/63 | 16/43 |
| 6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning. | 29/14 | 45/27 | 29/26 |
| 7. Our school buildings and grounds are free of hazards that can cause accidental injury. | 48/10 | 55/36 | 32/36 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

EXHIBIT A-10
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|---|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Funds are managed wisely to support education in this school district. | 33/28 | 18/45 | 7/53 |
| 2. The budgeting process effectively involves administrators and staff. | 29/38 | 45/36 | 7/52 |
| 3. School administrators are adequately trained in fiscal management techniques. | 14/43 | 18/63 | 5/22 |
| 4. My school allocates financial resources equitably and fairly. | 24/20 | 73/18 | 9/37 |
| 5. The purchasing department provides me with what I need. | 62/15 | 54/27 | 15/41 |
| 6. The purchasing process is easy. | 47/15 | 45/27 | 11/40 |
| 7. Textbooks are distributed to students in a timely manner. | 24/15 | 64/27 | 42/40 |
| 8. The books and resources in the school library adequately meet the needs of students. | 29/19 | 36/27 | 23/45 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

EXHIBIT A-11
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART H: TRANSPORTATION

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|--|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Students are often late arriving at or departing from school because the buses do not arrive at school on time. | 34/33 | 72/18 | 71/13 |
| 2. The district has a simple method of requesting buses for special events and trips. | 72/0 | 73/9 | 38/31 |
| 3. Bus drivers maintain adequate discipline on the buses. | 29/5 | 27/54 | 16/32 |
| 4. Buses are clean. | 39/0 | 45/36 | 18/9 |
| 5. Buses arrive early enough for students to eat breakfast at school. | 38/5 | 55/27 | 18/55 |
| 6. Buses are safe. | 77/5 | 45/9 | 25/20 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-12
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I1: TECHNOLOGY**

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|--|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Our school district provides adequate technology-related staff development. | 29/43 | 27/63 | 25/50 |
| 2. Our school district requests input on the long-range technology plan. | 29/39 | 27/27 | 18/59 |
| 3. Our school district provides adequate technical support. | 10/53 | 18/63 | 15/64 |
| 4. I have adequate equipment and computer support to conduct my work. | 48/29 | 45/45 | 34/61 |
| 5. Administrative computer systems are easy to use. | 57/14 | 64/18 | 35/27 |
| 6. Technology is effectively integrated into the curriculum in our district. | 34/29 | 9/63 | 16/63 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-13
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I2: TECHNOLOGY**

| STATEMENT | (%G + E) / (%F + P) ¹ | | |
|--|----------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. The school division's job of providing adequate instructional technology. | 19/62 | 9/90 | 20/78 |
| 2. The school division's use of technology for administrative purposes. | 19/67 | 27/63 | 20/63 |

¹Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

**EXHIBIT A-14
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART J: FOOD SERVICES**

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|---|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. The food services department provides nutritious and appealing meals and snacks. | 53/24 | 36/54 | 21/57 |
| 2. The food services department encourages student participation through customer satisfaction surveys. | 33/19 | 9/81 | 7/48 |
| 3. Cafeteria staff are helpful and friendly. | 77/0 | 81/0 | 61/13 |
| 4. Cafeteria facilities are clean and neat. | 81/0 | 82/0 | 68/9 |
| 5. Parents/guardians are informed about the menus. | 53/5 | 54/9 | 37/24 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-15
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART K: SAFETY AND SECURITY**

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|---|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Our schools are safe and secure from crime. | 52/10 | 54/36 | 31/43 |
| 2. Our schools effectively handle misbehavior problems. | 29/29 | 82/9 | 18/59 |
| 3. There is administrative support for managing student behavior in our schools. | 39/5 | 72/9 | 36/48 |
| 4. If there were an emergency in my school/office, I would know how to respond appropriately. | 71/15 | 91/9 | 63/21 |
| 5. Our district has a problem with gangs. | 14/19 | 18/45 | 37/23 |
| 6. Our district has a problem with drugs, including alcohol. | 14/19 | 27/36 | 36/23 |
| 7. Our district has a problem with vandalism. | 15/43 | 36/27 | 47/24 |
| 8. Our school enforces a strict campus access policy. | 29/19 | 45/9 | 30/41 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-16
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

| STATEMENT | (%A + SA) / (%D + SD) ¹ | | |
|---|------------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. In general, parents/guardians take responsibility for their children's behavior in our schools. | 14/53 | 55/45 | 13/72 |
| 2. Parents/guardians in this school district are satisfied with the education their children are receiving. | 24/38 | 45/27 | 27/43 |
| 3. Most parents/guardians seem to know what goes on in our schools. | 19/53 | 45/45 | 23/57 |
| 4. Parents/guardians play an active role in decision making in our schools. | 10/57 | 36/45 | 13/57 |
| 5. This community really cares about its children's education. | 33/24 | 64/9 | 29/34 |
| 6. Our district works with local businesses and groups in the community to help improve education. | 57/19 | 73/18 | 49/19 |
| 7. Parents/guardians receive regular communications from the district. | 48/10 | 73/18 | 54/18 |
| 8. Our school facilities are available for community use. | 86/0 | 100/0 | 57/9 |

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-17
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY**

| STATEMENT | (%G + E) / (%F + P) ¹ | | |
|--|----------------------------------|--------------------------------|---------|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| 1. Parent/Guardians/guardians' efforts in helping their children to do better in school. | 10/81 | 27/73 | 20/75 |
| 2. Parent/Guardians/guardians' participation in school activities and organizations. | 5/85 | 36/64 | 15/78 |
| 3. How well relations are maintained with various groups in the community. | 34/57 | 55/36 | 23/56 |

¹Percentage responding *good* or *excellent* / Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

**EXHIBIT A-18
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART M: SCHOOL DISTRICT OPERATIONS**

| SCHOOL DISTRICT PROGRAMS AND FUNCTIONS | %(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹ | / | %(ADEQUATE + OUTSTANDING) ¹ |
|--|--|--------------------------------|--|
| | CENTRAL OFFICE ADMINISTRATOR | PRINCIPAL/ ASSISTANT PRINCIPAL | TEACHER |
| a. Budgeting | 62/29 | 82/9 | 78/4 |
| b. Strategic planning | 62/29 | 91/9 | 73/7 |
| c. Curriculum planning | 48/33 | 81/18 | 67/23 |
| d. Financial management and accounting | 62/29 | 63/36 | 68/11 |
| e. Grants administration | 52/29 | 63/18 | 58/20 |
| f. Community relations | 67/29 | 72/18 | 68/16 |
| g. Program evaluation, research, and assessment | 62/24 | 72/27 | 68/14 |
| h. Instructional technology | 71/19 | 90/9 | 76/16 |
| i. Administrative technology | 62/19 | 81/18 | 63/16 |
| j. Internal Communication | 76/19 | 91/9 | 77/16 |
| k. Instructional support | 62/24 | 64/36 | 79/18 |
| l. Coordination of Federal Programs (e.g., Title I, Special Education) | 43/38 | 63/27 | 49/29 |
| m. Personnel recruitment | 76/19 | 82/18 | 75/16 |
| n. Personnel selection | 77/14 | 81/18 | 69/18 |
| o. Personnel evaluation | 66/24 | 81/18 | 59/32 |
| p. Staff development | 67/24 | 72/27 | 59/34 |
| q. Data processing | 53/24 | 63/27 | 52/21 |
| r. Purchasing | 43/53 | 36/64 | 50/20 |
| s. Safety and security | 52/38 | 73/27 | 68/23 |
| t. Plant maintenance | 57/34 | 81/18 | 61/18 |
| u. Facilities planning | 57/29 | 91/9 | 61/16 |
| v. Transportation | 43/53 | 82/18 | 72/20 |
| w. Food service | 58/34 | 91/9 | 64/29 |
| x. Custodial services | 57/34 | 73/27 | 57/39 |
| y. Risk management | 33/24 | 72/18 | 50/18 |

¹Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.