

YORK COUNTY SCHOOL DIVISION SCHOOL DIVISION EFFICIENCY REVIEW

FINAL REPORT



Submitted by:



March 24, 2006

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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 that volunteer to participate. School division efficiency reviews, in conjunction with the Standards of Learning results, enable Virginians to see how well each school division is performing and ensure that ideas for innovative reform are made available to all divisions in the Commonwealth.

Since its creation in 2003 the program has expanded every year and will include more than ten school divisions in the 2005-06 school year. In August of 2005 MGT of America was awarded a contract to conduct an Efficiency Review of the York County School Division (YCSD). As stated in the Request for Proposals (RFP), the purpose of the study is to conduct an external review of the efficiency of various offices and operations within YCSD and a final report of the findings, recommendations, and projected costs and/or cost savings as recommendations. The object of the review is to identify ways that YCSD could realize cost savings in non-instructional areas in order to redirect those funds towards classroom activities.

Overview of York County School Division

York County School Division consists of four high schools, one secondary charter school, four middle schools, and 10 elementary schools. Division administrative functions are centrally housed in the administrative offices on 9300 G Route 17 in Yorktown.

Over 1,600 teachers, staff, and support personnel work together to meet the educational needs of nearly 12,500 students. Approximately fifteen percent (15) of YCSD students are minorities, and fifteen percent (15) qualify for free or reduced lunch. Eighteen YCSD schools are fully accredited.

Review Methodology

The methodology MGT used to prepare for and conduct the York County School Division Efficiency Review is described in this section. 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;
- specifically take into account the unique student body and environment within which the school division operates;
- 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 reference point;
- 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 both exemplary programs and practices as well as needed improvements;
- document all findings; and
- present straightforward and practical recommendations for improvements.

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. Each of the strategies we used is described below.

Review of Existing Records and Data Sources

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

More than 100 documents were requested from YCSD. Examples of materials MGT requested included, but were 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 were analyzed from each of these sources and the information was used as a starting point for collecting additional data during our on-site visit.

Diagnostic Review

A diagnostic review of York County School Division was conducted on October 12 and 13, 2005. An MGT consultant interviewed central office administrators, community leaders, school board members, and county board of supervisors concerning the management and operations of York County School Division.

Employee Surveys

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, three on-line surveys were prepared and disseminated in October 2005. Through the use of anonymous surveys, division staff were given the opportunity to express their views about the management and operations of York County School Division. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals/assistant principals, and teachers vary.

YCSD staff was given from October 3, 2005 through October 11, 2005 to respond. The YCSD response rates for the three surveys were excellent. Eighty-three (83) percent of central office administrators returned a survey, as did 84 percent of principals and assistant principals, and 55 percent of teachers. MGT compared all survey responses among the three employee groups and compared all YCSD administrators and teachers to those in the more than 30 districts where we have conducted similar surveys.

The surveys results are contained in Appendix A. Specific survey items pertinent to findings in the functional areas MGT reviewed are presented within each chapter.

Conducting the Formal On-Site Review

A team of eight consultants conducted the formal on-site review of York County School Division during the week of November 7, 2005. As part of our on-site review, we examined the following YCSD systems and operations:

- Division Administration
- Personnel and Human Resources Management
- Financial Management
- Purchasing, Warehousing, and Fixed Assets
- Education Service Delivery and Management
- Facilities Use and Management
- Transportation
- Technology Management

Prior to the on-site review, each team member was provided with an extensive set of information about YCSD operations. During the on-site work, team members conducted detailed reviews of the structure and operations of York County School Division in their assigned functional areas. All YCSD schools were visited at least once, and most schools were visited more than once.

Our systematic assessment of York County School Division included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. In addition, the Commonwealth of Virginia school efficiency review guidelines were used.

Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of York County School Division, and the input of administrators in the school division. Our on-site review included meetings with appropriate central office and school-level staff as well as York County officials, and reviews of documentation provided by these individuals.

Comparison Summary

MGT performed a data comparison between York Public Schools and other divisions in its Cluster-divisions that are close to the same size and the same part of the Commonwealth. When comparing data on the York County School Division to the other specified school divisions within the commonwealth of Virginia, York County has the lowest number of teachers and principals/assistant principals per 1,000 students; an above average number of technology instructors and teacher aides per 1,000 students; and the lowest number of guidance counselors and librarians per 1,000 students. York County has about the same student/teacher ratio for grades kindergarten through seventh as the division average, and an above average student/teacher ratio for grades eight through twelve.

The York County School Division reports the lowest instruction disbursements per pupil, but the second highest administration disbursements per pupil. In regard to receipts by fund source, the division reports that most of their funds come from state funds. When compared to the peer divisions, York County receives a higher percentage of state and federal funds, sales and use tax, and other funds than the division average. York County is lower than the average in local funds and loans, bonds, etc. receipts.

In terms of student demographics, York County has the third-highest student population and has the highest student population per 1,000 general population. York has the third-lowest number of schools and the lowest percentage of economically disadvantaged students.

Commendations

Detailed findings for each commendation for exemplary practices are found in the full report in Chapters 2 through 10. Among the major commendations for which York County Schools is recognized are:

- The YCSD Board is active in seeking and participating in appropriate training, has a history of earning awards, and receives high ratings from central office staff, principals, and teachers **(Chapter 2)**.
- The school board, Superintendent, and administration are commended for maintaining an appropriate and current Division Policy and Procedures Manual **(Chapter 2)**.

- The Superintendent and leadership team are commended for using a business process reengineering process to study and provide sound recommendations to address division issues **(Chapter 2)**.
- The division excels in effectively communicating with all stakeholders **(Chapter 2)**.
- York County School Division is commended for maintaining well structured, complete, and comprehensive job descriptions and for establishing a timetable for reviewing descriptions **(Chapter 3)**.
- York County School Division is commended for the process used in hiring certified staff, the instruments used in evaluating applicants and candidates, and the technology the division is using to reduce paperwork that saves time, energy, and money **(Chapter 3)**.
- York County School Division is commended for its use of an automated substitute caller system and for providing meaningful materials to substitutes such as the valuable *Substitute Teacher Handbook* **(Chapter 3)**.
- The York County School District is commended for its commitment to the professional development of all employees, the wide range of opportunities that are offered, the well-planned and structured Professional Development Academy, and the on-line capabilities to handle all processes for the activities of the academy **(Chapter 3)**.
- The Finance Department of the York County School Division is commended for serving its school principals in an efficient and satisfactory manner, providing them the tools they need for on-site financial management within their control **(Chapter 4)**.
- The York County School Division is commended for receiving Certificate of Achievement for Excellence in Financial Reporting Awards for each of the fiscal years 1998 through 2004 from both ASBO and GFOA. YCSD has applied for and expects to receive this certificate for fiscal year 2005 from both entities **(Chapter 4)**.
- The York County School Division is commended for receiving the Distinguished/Meritorious Budget Award for fiscal years 2000 through 2005 from the Association of School Business Officials International and Government Finance Officers Association. It has also received the award for fiscal year 2006 from GFOA and has submitted its application to ASBO for the same year **(Chapter 4)**.
- York County Public Schools is commended for maintaining a collaborative working relationship with the county that creates a mutually beneficial partnership with cost savings for both **(Chapter 4)**.

- The YCSD Human Resources and Information Services departments are commended for automating benefits enrollment and adopting a self-enrollment system. They are further commended for making kiosks and in-person help available to all employees **(Chapter 4)**.
- The York County School Division is commended on its move to a purchase card system **(Chapter 5)**.
- The Finance Department is commended for developing updated policies and operating manuals for purchasing and P cards and for making the manuals readily and easily accessible **(Chapter 5)**.
- The division is commended for issuing division-wide vending contracts. This action increased the financial benefits to individual schools, and saved many hours of school staff time **(Chapter 5)**.
- York County School Division is commended for providing staff development regarding research-based instructional strategies and holding administrators and teachers accountable for their implementation **(Chapter 6)**.
- YCSD is commended for the development and implementation of a wide array of academic and special programs aimed to address the individual needs of its students **(Chapter 6)**.
- YCSD is commended for the development of the Minority Student Achievement Task Force and the recommendations, rationale, and implementation strategies to close the achievement gap of minority students throughout the Division **(Chapter 6)**.
- YCSD is commended for the development and implementation of an exemplary school improvement and accountability framework **(Chapter 6)**.
- The York County School Division is commended for utilizing an effective capacity model and updating the capacity ratings of each of its schools on a regular basis **(Chapter 7)**.
- YCSD is commended for maintaining clean schools with staffing levels below best practice levels **(Chapter 7)**.
- YCSD is commended for maintaining a best practice change order rate in construction projects **(Chapter 7)**.
- YCSD is commended for having a best practice energy management program **(Chapter 7)**.

- The Bus Drivers and Special Needs Assistants are commended for their professionalism and performance. Parents during the Community Forum and the Principals interviewed praised their performance. Their ready response to the requirement for double runs shows their commitment to families and the community **(Chapter 8)**.
- The Associate Director of Transportation and Warehouse Operations (ADTWO) and his staff are commended for the innovative initiatives in recruiting and the double run pay supplement, plus the creation of a climate that enhances retention of full-time employees **(Chapter 8)**.
- York County Schools Division is commended for implementation and use of an effective routing and scheduling program for student transportation services. Special recognition is given to the Transportation Operations Specialist whose performance is outstanding **(Chapter 8)**.
- The YCSD Transportation Department mechanics are commended for the outstanding service they provide maintaining the fleet. Special recognition is given to the Manager of Vehicle Maintenance, whose leadership and dedication contribute immeasurably to commendable YCSD maintenance operations **(Chapter 8)**.
- The York County School Division Information Services unit is commended for implementing and maintaining an effective wide area network that provides excellent support to the schools and administrative offices **(Chapter 9)**.
- The York County School Division is commended for implementing a creative solution for technology infusion and replacement that offers the potential for increased productivity school-wide and lower maintenance costs over the lifecycle of the technology **(Chapter 9)**.
- York County School Division is commended for establishing technology acquisition standards by requiring that the Director of Information Services approve all such purchases **(Chapter 9)**.
- York County School Division is commended for implementing the five-year warranty requirement **(Chapter 9)**.
- YCSD Nutrition Services maintains an exceptional level of cleanliness and repair in its Nutrition Services facilities **(Chapter 10)**.

- YCSD Nutrition Services has maintained competitive pricing for school meals while implementing a steady increase in rates (**Chapter 10**).
- YCSD Nutrition Services has maintained consistently high levels of participation, particularly with regard to free/reduced lunches, especially at the elementary level (**Chapter 10**).
- YCSD Nutrition Services has implemented and maintained health-conscious meal choices (**Chapter 10**).

Major Findings and Recommendations

Although this executive summary briefly highlights key efficiency issues in York County Schools, detailed recommendations for improving operations are found throughout the main body of the full report. Key recommendations for improvement include the following:

- Develop and implement an annual School Board self-assessment system (**Chapter 2: Recommendation 2-1**).
- Adopt a School Board policy/procedure governing the use of the consent agenda and discussion of related items (**Chapter 2: Recommendation 2-2**).
- Create electronic links from titles of operating procedures/administrative regulations and other cited documents in the YCSD web-based Policy Manual to the actual documents (**Chapter 2: Recommendation 2-4**).
- Provide, following the implementation of the recommendations in this section, an electronic copy of the YCSD Policy and Procedures Manual to the State of Virginia to be used as a model for other school divisions (**Chapter 2: Recommendation 2-8**).
- Develop and implement a customer feedback system to assist the department in evaluating the nature and quality of its services and the satisfaction level of its employees (**Chapter 3: Recommendation 3-2**).
- Develop a formal recruitment plan, including a mission statement, goals, objectives, a needs assessment, and analysis and evaluation of past efforts and long-range plans for future recruitment efforts (**Chapter 3: Recommendation 3-4**).
- Eliminate the stipend of \$25 paid to substitute teachers for attending a training session (**Chapter 3: Recommendation 3-6**).

- Develop a comprehensive division wide Staff Development Master Plan **(Chapter 3: Recommendation 3-9)**.
- Improve the budget process to allow principals some discretion in requesting their school budgets and provide a formalized process for doing so **(Chapter 4: Recommendation 4-4)**.
- Continue offering the kiosks and in-person help in future years during the benefits open enrollment period and provide tech support, both onsite and via the help desk **(Chapter 4: Recommendation 4-7)**.
- Implement the use of the Data Exchange Pro so that leave accounting for teachers can be automated **(Chapter 4: Recommendation 4-9)**.
- Provide information on purchasing on the County Division Web site through a link to the County of York purchasing page **(Chapter 5: Recommendation 5-1)**.
- Increase the procurement card monthly limits from \$5,000 for high school principals **(Chapter 5: Recommendation 5-2)**.
- Conduct a feasibility study with a benefit cost analysis for deciding on building a new warehouse for Information Services for the storage of computers **(Chapter 5: Recommendation 5-3)**.
- Hire one Instructional Curriculum Specialist in the Department of Curriculum and Staff Development and four Middle School testing Coordinators in the Department of Academic Services and Accountability **(Chapter 6: Recommendation 6-1)**.
- Integrate learning strategies and differentiated instruction into the general education curriculum **(Chapter 6: Recommendation 6-2)**.
- Revise the YCSD guidance curriculum to be consistent with national standards as shown in the American School Guidance Association guidelines **(Chapter 6: Recommendation 6-6)**.
- Ensure that the adoption and purchase of textbooks is prioritized to avoid the use of out-of date textbooks **(Chapter 6: Recommendation 6-7)**.
- Task the Associate Director of Maintenance and Facilities Support with creating reporting mechanisms that will document the maintenance and construction history of YCSD's schools **(Chapter 7: Recommendation 7-1)**.

- Prepare a comprehensive five-year facilities master plan (**Chapter 7: Recommendation 7-2**).
- Develop educational specifications for the design of educational facilities (**Chapter 7: Recommendation 7-3**).
- Establish a cleaning supply budget for each school (**Chapter 7: Recommendation 7-6**).
- Review the supervision and span of control situation (**Chapter 8: Recommendation 8-2**).
- Initiate a study to determine the feasibility of obtaining secure parking areas for buses (**Chapter 8: Recommendation 8-3**).
- Hire the Transportation Secretary position (**Chapter 8: Recommendation 8-4**).
- Actively manage the content of the Division's public-facing and Intranet Web sites (**Chapter 9: Recommendation 9-4**).
- Fund the computer and software replacement schedule to maintain the three schools per year model as approved in the Technology Plan (**Chapter 9: Recommendation 9-5**).
- Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools (**Chapter 9: Recommendation 9-6**).
- Utilize existing remote-troubleshooting and communication technologies to improve help desk resolution within a single call (**Chapter 9: Recommendation 9-8**).
- Enforce the policy prohibiting non-Nutrition Services employees from entering food prep areas at all school sites (**Chapter 10: Recommendation 10-4**).
- Encourage Aramark to pursue uplink of software systems in order to create efficient cash-reporting processes. (**Chapter 10: Recommendation 10-6**).
- Increase participation rates for free-qualified students to 50 percent of eligibility (**Chapter 10: Recommendation 10-7**).
- Conduct regular customer satisfaction surveys (**Chapter 10: Recommendation 10-13**).

Fiscal Impact

Based on the analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in the York County School Division, the MGT team developed over 80 recommendations in this report. Twenty-two (22) recommendations have fiscal implications and are summarized in this chapter. **It is important to keep in mind that the identified savings and costs are incremental and cumulative.**

As shown below in Exhibit 1, full implementation of the recommendations in this report would generate a gross savings of \$5.2 million over five years and a total net savings of about \$1.6 million when one-time savings are added. It is important to note that costs and savings presented in this report are in 2004-05 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 1 below shows the total costs and savings.

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

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2006-07	2007-08	2008-09	2009-10	2010-11	
TOTAL SAVINGS	\$941,800	\$989,922	\$1,093,900	\$1,088,245	\$1,083,175	\$5,197,042
TOTAL (COSTS)	(\$715,670)	(\$715,670)	(\$715,670)	(\$715,670)	(\$715,670)	(\$3,578,350)
TOTAL NET SAVINGS (COSTS)	\$226,130	\$274,252	\$378,230	\$372,575	\$367,505	\$1,618,692
ONE-TIME SAVINGS (COSTS)						\$11,700
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$1,630,392

1.0 INTRODUCTION

In September 2005, the Commonwealth of Virginia contracted with MGT of America, Inc., to conduct a School Division Efficiency Review of York County School Division (YCSD). The review focused on the financial, organizational, and operational effectiveness of York County School Division. Exhibit 1-1 shows an overview of MGT's work plan and Exhibit 1-2 provides the timeline for the project activities.

1.1 Overview of York County School Division

York County School Division consists of four high schools, one secondary charter school, four middle schools, and 10 elementary schools. Division administrative functions are centrally housed in the administrative offices on 9300 G Route 17 in Yorktown.

Over 1,600 teachers, staff, and support personnel work together to meet the educational needs of nearly 12,500 students. Approximately fifteen percent (15%) of YCSD students are minorities, and fifteen percent (15%) qualify for free or reduced lunch. Eighteen YCSD schools are fully accredited.

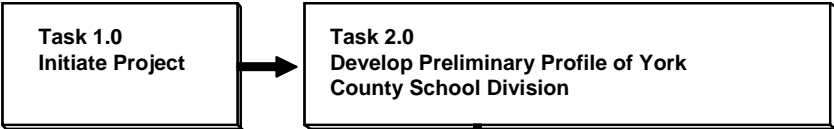
1.2 Methodology

The methodology MGT used to prepare for and conduct the York County School Division Efficiency Review is described in this section. Throughout our practice we have discovered that to be successful, an efficiency review of a school division must:

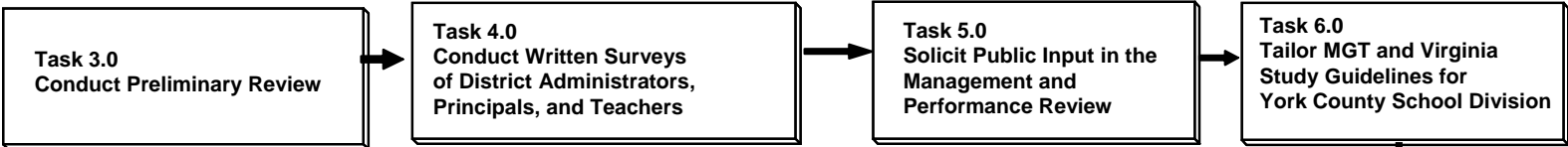
- be based upon a very detailed work plan and time schedule;
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- identify the existence, appropriateness, and use of specific educational objectives;
- contain comparisons to other similar school divisions to provide a reference point;
- follow a common set of guidelines tailored specifically to the division being reviewed;

EXHIBIT 1-1
OVERVIEW OF THE WORK PLAN FOR THE EFFICIENCY REVIEW
OF YORK COUNTY SCHOOL DIVISION

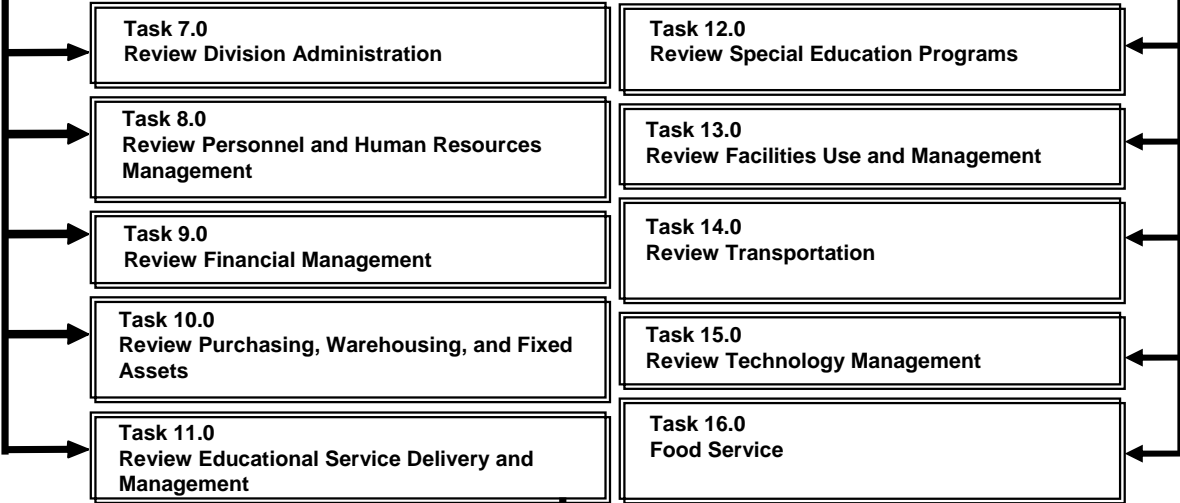
PHASE I - PROJECT INITIATION



PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW



PHASE III - IN-DEPTH EFFICIENCY STUDY



**PHASE V -
PROJECT REPORTING**



**PHASE IV -
COMPARISON TO OTHER
SCHOOL DIVISIONS**



**EXHIBIT 1-2
TIMELINE FOR THE EFFICIENCY REVIEW OF
YORK COUNTY SCHOOL DIVISION**

TIME FRAME	ACTIVITY
September 2005	<ul style="list-style-type: none"> ■ Finalized contract with the Commonwealth of Virginia.
October 12 and 13, 2005	<ul style="list-style-type: none"> ■ Conducted initial meeting with York County School Division officials. ■ Designed tailor-made, written surveys for central office administrators, principals, and teachers. ■ Collected and analyzed existing and comparative data available from the school division. ■ Produced profile tables of York County School Division.
October 2005	<p>Visited with York County School Division.</p> <ul style="list-style-type: none"> ■ Conducted diagnostic review. ■ Collected data. ■ Interviewed School Board members and County officials. ■ Interviewed central office administrators. ■ Interviewed business and community leaders.
October 2005	<ul style="list-style-type: none"> ■ Disseminated surveys to administrators and teachers.
Week of October 15, 2005	<p>Analyzed data and information which were collected.</p>
October 15-30, 2005	<p>Tailored review guidelines and trained MGT team members using findings from the above analyses.</p>
November 7-11, 2005	<p>Conducted formal on-site review, including school visits.</p>
November 2005	<p>Requested additional data from the school division and analyzed data.</p>
November 2005	<p>Prepared Draft Final Report.</p>
January 9, 2006	<p>Submitted Draft Final Report.</p>
January 2006	<p>Sought division feedback on draft report.</p>
January 2006	<p>Made changes to the Draft Report.</p>
TBA	<p>Submitted Final Report.</p>

- include analyses of the efficiency of work practices;
- identify the level and effectiveness of externally imposed work tasks and procedures;
- identify both exemplary programs and practices as well as needed improvements;
- document all findings; and
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More than 100 documents were requested from YCSD. Examples of materials MGT requested included, but were not limited, to the following:

- school board policies and administrative procedures;
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Diagnostic Review

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Employee Surveys

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1.3 Comparisons to Other School Divisions

To effectively facilitate ongoing, systemic improvement and to overcome the continual challenges of a changing environmental and fiscal landscape, a school division must have a clear understanding of the status of its internal systems and processes. One way to achieve this understanding is to compare the operations of one school division to others with similar characteristics. MGT has found that such comparisons with other school divisions yield valuable insights and often form a basis for determining efficient and effective practices for a school division interested in making improvements. For these comparisons to be meaningful, however, the comparison school divisions must be chosen carefully. Ideally, a school division should be compared with others that are not only similar in size and demographics, but also similar in operations and funding.

The practice of benchmarking is often used to make such comparisons between and among school divisions. Benchmarking refers to the use of commonly held organizational characteristics in making concrete statistical or descriptive comparisons of organizational systems and processes. It is also a performance measurement tool used in conjunction with improvement initiatives to measure comparative operating performance and identify best practices.

With this in mind, MGT initiated a benchmarking comparison of the York County School Division to provide a common foundation from which to compare systems and processes within the school division with those of other similar systems. 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 by peer school divisions can be non-comparable.

The Virginia Department of Education has developed a cluster code to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to the cost per student for each major area, major drivers of costs, and ranking of costs. York County School Division is identified in Cluster 5. For that reason, MGT in conjunction with the Governor's Office and the YCSD leadership, selected a set of school divisions from Cluster 5 to try to capture the characteristics of comparable county school divisions. The Virginia public school divisions chosen for comparison were:

- Albemarle County Public Schools Division;
- Frederick County Public Schools Division;
- Fauquier County Public Schools Division;
- Roanoke County Public Schools Division; and,
- Montgomery County Public Schools Division.

Exhibit 1-3 illustrates how the comparison school divisions compare to the York County School Division in terms of enrollment, number of schools, and percent of students that are economically disadvantaged. As can be seen:

- YCSD (12,374) has 489 more students than the peer division average student population of 11,885;

- With 220 students per 1,000 people in the general population, YCSD has the highest student to general population ratio compared to the peer divisions;
- YCSD's percent of economically disadvantaged students (13.9%) is slightly lower than the peer division average (18.8%); and,
- YCSD, with 19 schools, is slightly lower than the peer division average.

**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	PERCENT ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
York County	5	12,374	220	13.9%	19
Albemarle County	5	12,420	157	18.2%	24
Frederick County	5	11,745	198	17.6%	16
Fauquier County	5	10,742	195	14.8%	18
Roanoke County	5	14,512	169	15.7%	27
Montgomery County	5	9,517	113	32.6%	20
Peer Division Average	N/A	11,885	175	18.8%	21

Source: Virginia Department of Education Web site, 2005; United States Census Bureau, 2000 Census Data; www.schoolmatters.com.

Exhibit 1-4 offers a comparison of classroom teachers per 1,000 students among the comparison school divisions. As shown in the exhibit:

- At 68.2, YCSD has the lowest number of teachers per 1,000 students of its peer divisions, much lower than the state average of 81.4;
- In grades K through 7, YCSD has a ratio of 14.6 students per classroom teaching position, which is above the peer divisions average, and above the state average; and,
- In grades 8 through 12, YCSD has a ratio of 14.7 students per classroom teaching position, the highest of all the peer divisions, and higher than the state average of 11.2;

**EXHIBIT 1-4
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2003-04 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
York County	68.2	14.6	14.7
Albemarle County	85.9	13.3	9.8
Frederick County	86.4	13.6	9.3
Fauquier County	83.5	13.8	9.9
Roanoke County	83.2	15.3	9.0
Montgomery County	87.7	15.1	8.1
Division Average	82.5	14.3	10.1
STATE AVERAGE	81.45	13.1	11.2

Source: 2003 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2005.

*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 displays revenue percentages by federal, state, and local funding sources. As is shown:

- YCSD received a lower percentage of its funds, 34 percent, from local sources, than the peer division average of 48 percent. Among the peers, YCSD had the lowest percent of local funding; (YCSD receives more impact aid and the Board of Supervisors looks upon those funds as inferred local support.)
- YCSD, at 37 percent, received the highest percentage of its funds from state sources than its peer divisions, and was higher than the peer division average; and,
- YCSD received the highest percentage of its funds, over 12 percent, from federal sources, than the peer division average of slightly less than six percent (5.7%). (YCSD receives more impact aid and the Board of Supervisors looks upon those funds as inferred local support. local support.)

**EXHIBIT 1-5
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2004 FISCAL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
York County	8.31%	37.24%	12.41%	33.88%	3.85%	4.33%
Albemarle County	6.78%	18.13%	4.39%	60.44%	4.79%	5.48%
Frederick County	6.21%	28.76%	3.55%	45.97%	2.53%	12.98%
Fauquier County	7.77%	21.59%	3.87%	63.45%	3.32%	0.00%
Roanoke County	7.24%	28.31%	3.69%	42.82%	2.72%	15.22%
Montgomery County	9.08%	37.08%	6.60%	44.39%	2.85%	0.00%
Division Average	7.56%	28.52%	5.75%	48.49%	3.34%	6.34%

Source: 2004 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2005.

Exhibit 1-6 displays the operating and administrative disbursements per pupil for a regular school day. As is shown:

- On regular operating-related items, YCSD spent \$4,951 per student, which was less than the peer division average of \$5,881, and the lowest of the comparison divisions.
- On administration-related items, YCSD spent \$201 per student, which was more than the peer division average of \$186, and second-highest among the comparison divisions.

**EXHIBIT 1-6
DISBURSEMENTS PER PUPIL FOR A REGULAR SCHOOL DAY
PEER SCHOOL DIVISIONS
2003 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL¹	ADMINISTRATION PER PUPIL²
York County	\$4,951.39	\$201.12
Albemarle County	\$6,327.42	\$328.72
Frederick County	\$6,028.13	\$166.20
Fauquier County	\$6,463.39	\$113.89
Roanoke County	\$5,864.40	\$148.69
Montgomery County	\$5,653.48	\$158.06
Division Average	\$5,881.37	\$186.11

Source: 2004 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2005.

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.

1.4 Overview of Final Report

MGT's final report is organized into 10 chapters. Chapters 2 through 10 present the results of the School Division Efficiency Review of York County School Division. Findings, commendations, and recommendations are presented for each of the operational areas of the school division which we were required to review. In each chapter, we analyze each function within the school division based on the current organizational structure. The following data on each component are included:

- description of the current situation in York County School Division;
- a summary of our study findings:

- findings from report and data sources which we obtained
- a summary of our on-site findings;
- MGT's commendations and recommendations for each finding;
- implementation strategies and a completion timeline for each recommendation; and
- a five-year fiscal impact for recommended costs or cost savings which are stated in 2004-05 dollars.

We conclude this report with a summary of the fiscal impact of our study recommendations in Chapter 11 (which will be included in the final report).

2.0 DIVISION ADMINISTRATION

In this chapter, the findings, commendations, and recommendations for the overall organization of YCSD are presented. The major sections of the chapter include:

- 2.1 Introduction and Legal Foundation
- 2.2 School Board Governance
- 2.3 Policies and Procedures
- 2.4 Legal Services
- 2.5 Organization and Management
 - 2.5.1 Division Organization
 - 2.5.2 Decision Making, Planning, and Accountability
 - 2.5.3 Community and Public Relations

CHAPTER SUMMARY

York County School Division is well managed by a veteran Superintendent and leadership team. In fact, MGT makes a recommendation that following the implementation of the minor recommendations related to the division's policy manual, an electronic copy of the YCDS Policy and Procedures Manual be provided to the State of Virginia to be used as an optional model for other school divisions.

The Superintendent has many effective forums for communication, including: creating a Key Communicators (selective community members) group; serving on many community organizations such as the Kiwanis Club, Chamber of Commerce, and WHRO Governing Board; organizing a Teacher council; and also meeting regularly with principals, board members, and students. Additionally, he routinely writes a column in the local newspaper and has a news program broadcast regarding accomplishments in the division. Also, the Superintendent frequently visits schools and classrooms to interact and communicate with school staff and students.

Several central office staff, board members, and school staff were asked to describe the Superintendent's leadership style. Adjectives/phrases used to describe the Superintendent's leadership style include, but are not limited to, *visionary, leads by example, focused on students' needs, follows through on commitments, actively listens, not afraid to make tough decisions that may not be popular, has a memory like an elephant, and is an excellent public relations "tool" for the division.*

The commendations in the chapter include:

- The YCSD Board is active in seeking and participating in appropriate training, has a history of earning awards, and receives high ratings from central office staff, principals, and teachers.
- The board conducts an annual comprehensive evaluation of the Superintendent.

- The school board, Superintendent, and administration are commended for maintaining an appropriate and current Division Policy and Procedures Manual.
- YCSD School Board and administration are commended for containing legal expenses.
- The Superintendent and leadership team are commended for using a business process reengineering process to study and provide sound recommendations to address division issues.
- The division excels in effectively communicating with all stakeholders.

While the board, Superintendent, and the division's organization and management of the school system is one of the most outstanding that MGT consultants have audited, several recommendations are warranted. Among these recommendations are the following key suggestions that should assist the division in their journey from "good to great." The division should:

- develop and implement an annual school board self-assessment system;
- adopt a school board policy/procedure governing the use of the consent agenda and discussion of related items;
- consider employment of the successor to the Superintendent at least two months prior to the effective last day of employment of the current Superintendent;
- develop a subject matter index for inclusion in all hard copy policy manuals and a subject search;
- create electronic links from titles of operating procedures/administrative regulations and other cited documents in the YCSD web-based Policy Manual to the actual documents;
- provide special education specialization, IDEA, and Section 504 of the Americans with Disabilities act (1973) training for the county-assigned attorney; and
- eliminate the communications assistant, create a department plan that includes the transfer of the Employee Recognition and Wellness Program to the Human Resources Department, involve the Education Foundation in the department goals, and adhere to the MOU with the county.

2.1 Introduction and Legal Foundation

Education of students is reserved to the states by the Constitution of the United States of America. Historically, states have adopted provisions that place the governance and day-to-day management of schools in the hands of local authorities—typically local school boards. These boards generally have broad powers to establish policy, enter into contracts, develop budgets, and employ personnel. Among the 50 states there is considerable variation in the legal structure of school divisions. Some school divisions are fiscally independent (do not have to depend upon the state or another body politic for fiscal resources), while others are totally dependent upon other entities for their resources. Some divisions must rely on city councils, county board of supervisors, or like bodies and the state for budget approval and funds. Some school divisions must take budget proposals or operating tax levies to the public for approval, and other boards have latitude to set budgets and approve revenue levies within the constraints of law. The legal foundation of school divisions is critical to the overall functioning of the organization as it defines the locus of power that determines how school boards and executive personnel may carry out their assigned responsibilities.

The primary state laws controlling the governance and operation of schools in Virginia are found in Title 22.1 of the Virginia Code. These laws give the school board broad powers to adopt policies, fix contracts, approve the appointment of personnel, develop a budget for further review and approval by the county, and other actions designed to ensure secure, safe, and proper schools for York County.

**EXHIBIT 2-1
YORK COUNTY SCHOOL BOARD MEMBERS
JANUARY 2005**

	PROFESSION	INITIAL APPOINTMENT DATE	TERM EXPIRATION
<u>District 1</u> Barbara S. Haywood	Nurse Practitioner	7-1-89 16 years	January 1, 2008
<u>District 2</u> Linda S. Meadows	Retired teacher	1-1-04 1 ½ years	January 1, 2008
<u>District 3</u> Mark A. Medford, Chair	York County Deputy	1-1-2000 5 years	January 1, 2008
<u>District 4</u> R. Page Minter	Senior Designer Machinery	1-1-96 9years	January 1, 2008
<u>District 5</u> Barrent M. Henry	Retired Superintendent	6-27-95 10 years	January 1, 2008

Source: York County Superintendent's Office, 2005.

2.2 School Board Governance

The educational system in YCSD is the result of state legislation authorizing the establishment of county school divisions. The residents of established member districts within York County elect members of the school board for four-year (nonstaggered) terms. Exhibit 2-1 provides an overview of the members of the board.

Regular school board meetings are held once a month at 7:00 p.m. on the fourth Monday of each month. The meetings are held at York Hall and are televised. The regular board meetings average approximately two hours. The public is welcome to attend, and citizens wishing to address the board have a three-minute time limit in which to do so. In addition to regular meetings, the board can hold closed meetings for certain purposes such as personnel matters, student matters, or other matters as permitted under the Commonwealth of Virginia law.

The board has five key goals for fiscal year 2006: Increase academic achievement; promote high expectation and career opportunities for all students; recruit, hire, and retain highly qualified, diverse staff reflecting the composition of the community; provide a safe, secure, healthy, and well-disciplined environment for all students and staff; and utilize effective communications techniques to engage community members in the decision-making process.

Minutes of all regular meetings are recorded by the Superintendent's executive assistant, who also serves as the school board clerk. Minutes from 1932 through 2002 are on microfilm or microfiche in a fire-proof metal file cabinet in the school board clerk's office. Duplicates are stored by the Library of Virginia in Richmond.

FINDING

The YCSD School Board members are well-informed participants in ongoing professional development, and are highly regarded by the YCSD staff as being a competent, caring, and forward-thinking board.

MGT's survey shows that when compared with other school divisions, the board members in York County receive high marks. As shown in Exhibit 2-2, YCSD central office administrators, principals, and teachers show a more favorable rating than other school divisions when asked about the level of the board's knowledge of the educational needs and operations in the school division, and about the board's work at setting or revising policies for the school division.

**EXHIBIT 2-2
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DIVISIONS/DISTRICTS**

PART C	(% G+ E) / (% F + P) ¹	
	YORK COUNTY SCHOOL DIVISION ADMINISTRATORS	OTHER SCHOOL DIVISION ADMINISTRATORS
1. Board of Education members' knowledge of the educational needs of students in the school district.	70/16	40/51
2. Board of Education members' knowledge of operations in York County School Division.	70/17	36/58
3. Board of Education members' work at setting or revising policies for the school district.	77/7	44/48
PART C	(%G+ E) / (%F + P) ¹	
	YORK COUNTY SCHOOL DIVISION PRINCIPALS	OTHER SCHOOL DIVISIONS
1. Board of Education members' knowledge of the educational needs of students in the school district.	79/21	39/57
2. Board of Education members' knowledge of operations in the school district.	82/16	41/56
3. Board of Education members' work at setting or revising policies for the school district.	85/11	50/47
PART C	(%G+ E) / (%F + P) ¹	
	YORK COUNTY SCHOOL DIVISION TEACHERS	OTHER SCHOOL DIVISIONS
1. Board of Education members' knowledge of the educational needs of students in the school district.	47/26	24/64
2. Board of Education members' knowledge of operations in the school district.	54/19	29/55
3. Board of Education members' work at setting or revising policies for the school district.	53/19	27/58

¹ Percentage responding *Good* or *Excellent* / Percentage responding *Fair* or *Poor*. The *don't know* responses are omitted.

The Superintendent provides a pre-learning/training session for all prospective board members to ensure each person running for the office is fully informed of his/her responsibilities.

Board members unanimously agreed that they have sufficient board packets and information given in a timely manner (both hard copy and electronically) with which to make data-driven decisions. An MGT review of a sample of board packets indicates the thoroughness of the information

Additionally, each year the Virginia School Boards Association (VSBA) presents awards that board members have earned during the period of July 1, 2004, through June 30, 2005, as certified through the VSBA Academy Verification form. This year, 2005, two YCSD Board members received the VSBA Excellence level; two other board members received the Distinction Award; and one board member received the Honor level of award. The board has a history of receiving many VSBA awards for participating and excelling in training opportunities.

COMMENDATION

The YCSD Board is active in seeking and participating in appropriate training, has a history of earning awards, and receives high ratings from central office staff, principals, and teachers.

FINDING

The board conducts an annual evaluation of the Superintendent using one of the most comprehensive evaluation instruments MGT has found in its many reviews of school divisions. The instrument has five key components:

- the annual review, which has 20 job responsibilities grouped into five categories;
- the summary evaluation, which is used to rank the progress of the Superintendent in the accomplishment of his goals;
- the evaluation summary, which is used to provide for a narrative summary of the scores;
- the annual goals statement, which is a mutually agreed upon list (board and Superintendent) of the Superintendent's most important goals for the next evaluation period; and
- the progress in achieving annual goals, which is used by the Superintendent to assess his progress in achieving the jointly agreed upon goals.

Although the board does conduct a comprehensive Superintendent evaluation process and does conduct a full internal review of their operating budget once every four years, they do not conduct self-assessments of their own performance, which results in no formal method for determining their effectiveness and a process for establishing board performance goals.

COMMENDATION

The board conducts an annual comprehensive evaluation of the Superintendent.

RECOMMENDATION

Recommendation 2-1:

Develop and implement an annual school board self-assessment system.

Providing feedback, both formally and informally, is fundamental in any improvement process. Structured feedback, in the form of an evaluation instrument can supplement honest, ongoing dialogue and discussion. Governing boards in any organization can improve their performance through a formal self-evaluation in addition to an informal feedback process. Implementing this recommendation can be a significant step toward

supporting board accountability, providing a medium for reporting governance activity, and setting governance improvement goals.

Exhibit 2-3, Sample Board Self-Assessment Instrument, provides one example of a self-assessment instrument used by some boards of control.

FINDING

While a consent agenda is developed and included in the regular school board agenda items, board members frequently initiate related discussion during the meeting, therefore minimizing the value of the consent agenda concept.

Some board members and the Superintendent commented that the process for the consent agenda could be improved from the current process.

RECOMMENDATIONS

Recommendation 2-2:

Adopt a school board policy/procedure governing the use of the consent agenda and discussion of related items.

The implementation of this recommendation should result in a procedure for withdrawing item(s) from the consent agenda for appropriate discussion prior to the school board meeting. The policy/procedure should establish a deadline for withdrawal so that the school board clerk can take needed actions to ensure that the withdrawn item is placed as an item for discussion.

The implementation of this recommendation should contribute to reducing unnecessary board meeting time discussion and result in the approval of consent agenda items approval without time-consuming discussion.

Superintendent Staples is anticipating retirement within the foreseeable future. His leadership style has permitted him to manage the division effectively without the establishment of excessive committee organization and to maintain operations with appropriate formal procedural documents. Because of his extensive history with the division, there is cause for reasonable concern regarding the transition from Dr. Staples' administration to that of a newer professional.

Many staff members interviewed expressed a concern that a transition to new leadership in the division will be challenging given the proven track record of the current Superintendent and the fact that many senior level staff are contemplating retirement in the next few years.

The school board and the Superintendent share this concern and have taken steps to prepare for this transition. These steps include YCSD volunteering for this review and reviewing the current organizational structure in light of upcoming retirements. However, additional steps may be needed to ensure a full, smooth, and effective transition to new leadership.

**EXHIBIT 2-3
SAMPLE BOARD SELF-ASSESSMENT INSTRUMENT**

Meeting Evaluation

DIRECTIONS: By evaluating our past meeting performance, we can discover ways to make future meetings shorter and more productive. Check each item "Adequate" or "Needs Improvement." If you check "Needs Improvement," include suggestions for improvement.

Adequate Needs Improvement

- | | | |
|-------|-------|--|
| _____ | _____ | Our meeting was businesslike, results-oriented and we functioned like a team. |
| _____ | _____ | Our discussion was cordial and well balanced (not Dominated by just a few members). |
| _____ | _____ | We confined our discussion to agenda items only. |
| _____ | _____ | Our agenda included positive issues as well as problems. |
| _____ | _____ | We discussed policy issues rather than day-to-day management issues. |
| _____ | _____ | We followed parliamentary rules and consulted legal or professional counsel when needed. |
| _____ | _____ | The president or chairperson controlled and guided the meeting. |
| _____ | _____ | We dealt successfully with controversial items and attempted to develop solutions acceptable to all members. |
| _____ | _____ | Everyone contributed to the meeting. |
| _____ | _____ | All members were prepared to discuss material that was sent to them in advance. |
| _____ | _____ | Reports were clear, well prepared and provided adequate information for decision making. |
| _____ | _____ | Printed materials given to us were easy to understand and use. |
| _____ | _____ | Our meeting room was comfortable and conducive to discussion and decision making. |
| _____ | _____ | All members were in attendance and on-time - - and the meeting began and concluded on time. |
| _____ | _____ | For committees and ad hoc groups: There was adequate reason for us to meet. |
- My best suggestion for improving our next meeting is...

Source: Created by MGT of America, 2005.

Recommendation 2-3:

Consider employment of the successor to the Superintendent at least two months prior to the effective last day of employment of the current Superintendent.

Implementation of this recommendation should result in a sufficient period of time for orientation of the new Superintendent to the division, personnel, and important procedural matters. Permitting the two superintendents to work side-by-side should allow the new CEO to be properly introduced into the community and an opportunity to begin assessing how he/she plans to initiate their leadership.

FISCAL IMPACT

The implementation of this recommendation should cost the division the additional salary and fringe benefits for the new Superintendent for a period of two months. The cost is estimated to be approximately \$39,000 (which includes 28 percent benefits). This figure is calculated based on the Superintendent's current salary. This cost could be reduced, since the current Superintendent has numerous years of experience and the new Superintendent's beginning salary may be less. Since the date of the Superintendent's resignation/retirement has not been established, this fiscal impact will not be included in the fiscal impact chapter summary.

2.3 Policies and Procedures

The development of policies and procedures constitutes the means by which a school division can communicate expectations. In addition, adopting policies and establishing related procedures provide the mechanism for:

- establishing the school board's expectations and what may be expected from the school board;
- keeping the school board and administration out of trouble;
- establishing an essential division between policy-making and administrative roles;
- creating guidelines within which personnel operate;
- providing reasonable assurances of consistency and continuity in decisions;
- providing the legal basis for the allocation of funds, facilities, and other resources;
- facilitating and guiding the orientation of the board members and employees; and
- acquainting the public with and encouraging citizen involvement within structured guidelines.

Policy and procedures, therefore, reveal the philosophy and position of the school board and should be stated clearly enough to provide for executive or staff direction.

FINDING

The YCSD policy manual is available in hard copy in each school's media center and the central office, and on-line through the division web site. The overall coordination of policy development and updating is conducted through the Superintendent's office with specific departments or administrators providing recommendations for consideration. The Superintendent's secretary collects information from the various departments and, in concert with the Superintendent, places recommendations on school board agendas for

review and ultimate adoption. This process is consistent with the Commonwealth of Virginia Code requirements.

The division policy manual is up-to-date and appropriately organized. The overall manual is organized into two primary parts: the policy chapters and the Standard Operating Procedures portion. Where appropriate, policies are implemented by Superintendent regulations. Policies are organized within 12 chapters (see Exhibit 2-4) with Chapter 8 reserved for labor negotiations provisions, which are not a part of the Commonwealth of Virginia Code. Consequently, there are no adopted policy provisions. The manual contains an overall table of contents with individual tables of contents fronting each chapter. Each policy title listed in the table of contents that is followed by an asterisk (*) denotes that a detailed Division Superintendent-issued regulation exists. Each policy contains appropriate supporting legal citation(s) reference and adoption/revision/restatement dates.

An appendix containing a detailed grievance procedure follows the policy chapters. Superintendent Regulations and Standard Operating Procedures are listed separately on the internet following the heading for School Board Policies. Regulations are numbered to mirror the policy number which they implement. Standard Operating Procedures are grouped into seven sections and 107 detailed operating procedures and organized under the following titles:

- Community and Public Relations
- Finance
- Human Resources
- Information Services
- Instruction
- Operations
- Student Services

Exhibit 2-4, Revision Status of YCSD Board Policies (October 2005), shows the number of policies revised by selected years.

**EXHIBIT 2-4
REVISION STATUS OF YCSD BOARD POLICIES
OCTOBER 2005**

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED/RESTATED IN:			
			PRIOR to 2000	2000-01	2002-03	2004-05
1	Foundations and Basic Commitments	5				4
2	School Board Governance and Operations	18				18
3	School Division Administration	14			14	
4	Fiscal Management	25		1		24
5	Safety, Support Services, Conservation	50		43	6	1
6	Planning and Maintaining the School Division's Physical Plant	9		9		
7	Personnel	77			73	4
8	Negotiations *	1			1	
9	Instruction	51			49	2
10	Students	45		37	4	4
11	Communications	19			18	1
12	Education Agency Relations	3	3			
TOTALS		316	3	90	165	58

Source: YCSD Board Policy Manual, November 2005.

* The Supreme Court of Virginia has stated that neither Virginia Constitution nor statutory authority exists for school boards to enter into collective bargaining agreements with their employees.

Exhibit 2-4 shows that:

- 316 policies were examined by MGT;
- all policies except 3 in Chapter 12 have been adopted, revised, or restated within the five-year period of 2000-2005;
- policy chapters are placed on five-year revision cycle with Chapters 1, 2, and 4 most recently included; 3, 7, 9, and 11 during 2002-03; and 5, 6, and 10 during 2001-02; and
- a total of 58 policies have been developed, revised, or restated to date during the 2004-05 period.

An examination of the manual reveals a document that is current and reflects appropriate provisions for guiding the Division's activities.

COMMENDATION

The school board, Superintendent, and administration are commended for maintaining an appropriate and current Division Policy and Procedures Manual.

FINDING

The location of procedural or administrative regulations and other important documents can be difficult or impossible to locate if using the web-based policy manual.

The existing policy manual contains references to numerous procedural documents. The table of contents for each chapter lists the title of each policy and, if there exists a Superintendent's operating procedure or administrative regulation, the title is followed by an asterisk (*). The text of the policy may contain a reference to the procedure or regulation. While many of the procedures or administrative regulations are contained in Part 2 of the hard copy of the manual, the web site refers only to the sexual harassment policy (7.1.21) and does not have the other 106 detailed procedures or regulations. Additionally, many policies refer to procedural documents that could be of interest or necessary to the reader. For example, the policies on Student Handbook (3.4), Organizational Structure (3.2.2), and Use of Grounds/Fields, other than County-Sponsored Purposes (11.2.5.2), contain references to related documents.

RECOMMENDATION

Recommendation 2-4:

Create electronic links from titles of operating procedures/administrative regulations and other cited documents in the YCDS web-based Policy Manual to the actual documents.

Implementation of this recommendation should result in the establishment of hotlinks from the text of policy provision cited documents to the actual document. This action should serve to increase the accessibility to the documents and improve personnel efficiency when needing to review such information. Additionally, this action should make this information more readily available to the general public and other interested persons.

FISCAL IMPACT

This recommendation could be implemented by the current web master with assistance from division department leadership. The actual cost cannot be ascertained until a complete listing of needed documents is created and an estimate of the time required to complete the task is developed.

FINDING

The YCDS Policy Manual does not contain a detailed topic or subject index to facilitate location of topics addressed by various policy provisions. Inspection of the hard copy manual shows that no index is included.

MGT consultants requested a particular policy from staff, and staff had difficulty locating it in the on-line policy manual. Searches for specific topics or subjects are aided only by the titles of specific policies and this process requires that the person have prior knowledge of policy subject contents. While there is an electronic search tool, such may

not be useful to the layperson who is attempting to identify needed information, or using a hard copy version.

RECOMMENDATION

Recommendation 2-5:

Develop a subject matter index for inclusion in all hard copy policy manuals and a subject search.

It is a common practice to develop a subject or topic matter index to assist the manual user in location of needed information. If searching the manual in Microsoft Word format, the process can be accomplished using the Word Program search capability; however, if in hard copy form a regular index should be developed and placed in the policy manual loose-leaf binder. The web-based policy manual requires that the web master develop a word search tool.

Implementation of this recommendation should make the manual more user friendly and contribute to more efficient and rapid location of topics or subjects by eliminating section-by-section manual search.

FISCAL IMPACT

This recommendation can be implemented in the web-based manual by the current web master. A hard copy manual index can be prepared by the secretary to the Superintendent using Word search capabilities. The recommendation can be implemented with existing resources.

FINDING

School board policies are codified in an alphabetical system. The Commonwealth of Virginia Statute 22.1-253.13:7 provides, as previously stated, a variety of policy provisions that the school board must address and include in its policy manual. Exhibit 2-5 shows samples of required state provisions that are addressed in the updated policy manual along with the specific code.

Additionally, federal law and related regulations require that local boards of education include other provisions. Some relate to IDEA, labor standards, *No Child Left Behind*, Family Medical Leave, and other topics. However, at present, school board members and school division personnel cannot easily identify in the policy manual those policies that are a result of these requirements. If a school board member or division staff are not specifically familiar with the state, federal, or other requirements, they cannot easily refer to the policy manual to see if the particular policy or issue is included.

RECOMMENDATION

Recommendation 2-6:

Code, by assigning an identifying plus (+), School Board policies that are required by Commonwealth of Virginia law and other controlling regulations.

**EXHIBIT 2-5
SAMPLE COMMONWEALTH OF VIRGINIA REQUIRED POLICY TOPICS
AND RELATED YCSD SCHOOL BOARD POLICY**

REQUIRED TOPIC	APPLICABLE POLICY
Selection and evaluation of all instructional materials	9.7.2
Process for parents to address concerns related to the division	11.2.6
System of two-way communication between employees and school board	7.1.5
Cooperatively developed personnel evaluation procedures	7.1.16
Grievance, dismissal, and other procedures	7.1.4; 7.1.19; 7.2.13; 7.3.5
Standards of student conduct and attendance	10.5; 10.6
School-community communications and involvement	11.2.1
Guidelines encouraging parents to provide instructional assistance to their children	3.4
Procedures for handling challenged and controversial materials	9.7.2

Source: YCSD School Board Policy Manual, November 2005.

The implementation of this recommendation should result in placing a plus sign by the numerical section code of each policy that is required by state statutes and other controlling regulations. This designation should enable School Board members, central office personnel, and school-level employees, as well as other stakeholders, to know which policies must be developed and adopted by the School Board. Furthermore, this coding system should make it easier for staff to readily identify important provisions that must be kept up-to-date and consistent with all requirements, thus increasing employee efficiency in this process.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to YCDS.

FINDING

Most policies are organized appropriately within the policy manual with the exception of the technology policies, which are scattered in various places in the manual in Sections 3.4, 5.2, and others. Staff interviewed found it frustrating that the technology policies are not located in one consolidated chapter.

RECOMMENDATION

Recommendation 2-7:

Revise the policy manual to include the appropriate grouping of all technology policies into one chapter.

The implementation of this recommendation should facilitate the quick location of all the division’s technology policies and procedures.

FINDING

The YCDS Policy Manual, when modified as recommended in Recommendations 2-1, 2-2, and 2-3, can serve as an exemplar of policy and procedure documents. The numerically codified provisions are easily identified, systematically organized, and with the recommended changes, provide the user easy access to related documents and identification of needed topics.

RECOMMENDATION

Recommendation 2-8:

Provide, following the implementation of the recommendations in this section, an electronic copy of the YCDS Policy and Procedures Manual to the State of Virginia to be used as a model for other school divisions.

The implementation of this recommendation should provide other Virginia divisions that do not use the NSBA alphabetical codification system a model policy and procedures manual to guide their revision/updating processes. YCSD could provide services to other districts in assisting in these processes and generate revenue to offset costs of maintaining the manual.

FISCAL IMPACT

This recommendation can be implemented at no additional cost.

2.4 Legal Services

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 with outside firms or attorneys. In the latter situation, some school systems, particularly those in urban areas, can secure the services of a single, large, diversified firm while other systems must depend on more than one firm. In the Commonwealth of Virginia it is not unusual for divisions to secure primary services from either municipal or county serving agency, depending on the local governance structure. The fees for services vary greatly, with some funding municipalities or county entities charging for services while others do not. Depending on the locale and the specialization required, outside services can cost from a low of \$100 to as high as \$400 per hour plus expenses.

Costs for legal work have increased dramatically over the past three decades due to a number of factors. These factors 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 the relationship to local and state regulations coupled with the school division's need to maintain an orderly educational environment.

Commonwealth of Virginia code (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

Legal services are obtained through the cooperative use of York County Board of Supervisors' legal counsel and other private firms only when their specific expertise is required.

The city attorney's office has provided school law training to division personnel and offers legal orientation to new school board members. Services for special education are obtained through a private firm, Reed Smith, LLP, recommended by the Virginia School Boards Association; however, the county counselor is currently involved in training related to special education law and services. The county attorney's office attends student IEPs when the parent is represented by counsel.

Exhibit 2-6 shows the expenses as reported to MGT consultants for a three-year period.

**EXHIBIT 2-6
LEGAL EXPENSES
2002-2005**

DIVISION	ENROLLMENT	2003	2004	2005	3-YEAR AVERAGE	COST PER PUPIL
York County PS	12,374	\$18,129	\$83,454**	\$81,880**	\$61,154	\$4.94
Dinwiddie County PS	4,572	\$44,751*	\$47,518*	\$8,657* +	\$33,642	\$7.36
Roanoke City PS	13,655	\$85,763	\$60,973	\$29,168	\$68,635	\$5.02
York County PS	12,374	\$18,129	\$83,454**	\$81,880**	\$61,154	\$4.94

Source: MGT of America records and YCSD Fiscal Services Department, November 2005

* Includes costs for special education and 3 years of litigation on the Dinwiddie Elementary renovation project.

** Includes costs for special education litigation through the Federal Courts and the loss settlement costs.

+ Through August 2005.

While comparison data for peer districts was not available, comparisons with two other Virginia divisions shows a \$4.94 per student average expenditure for a three-year period. MGT's experience indicates that this is a very good record overall and that costs are appropriately contained.

COMMENDATION

YCSD School Board and administration are commended for containing legal expenses.

FINDING

The school board has not developed a policy or procedures to govern the selection and use of legal services. Additionally, there is no record of the school board having evaluated legal services. The records of use of outside legal services shows that the following firms invoiced for legal and related services to YCSD during the period 2003, 2004, and 2005:

- Zahn, Hall and Zahn, LTD
- Trapani, Bernard and Lloyd
- Troutman Sanders, LLP
- Reed Smith, LLP
- Peter Wright, ESQ
- Schneider and Associates, LC
- McGuire, Woods, Battle, et al.

Records of the cost of services was provided for review during the on-site visit; however, the MGT consultant's review of legal services was complicated by the search for details describing the services rendered, as no one person is assigned responsibility for maintaining a record of all activity.

RECOMMENDATION

Recommendation 2-9:

Develop and implement a policy governing the selection, use, and assessment of legal services, including the assignment of monitoring responsibilities.

Implementation of this recommendation should provide the school board with valuable information to determine the effectiveness of legal services. This should result in the assignment of monitoring responsibilities to one position within the division's central office. Developing and adopting a selection and use policy should provide the administration with specific guidelines in preparing recommendations for use of outside counsel when the board of supervisors' legal services cannot meet the division's needs.

Implementation of this recommendation represents a sound business practice and should result in providing the board and administration with information regarding the effectiveness of legal services rendered.

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost.

FINDING

The school board has not developed contracts or written agreements with outside legal firms for their services, therefore limiting the board's control over services rendered and the extent of cost that may be incurred. Interviews with central office administration indicate that to date this situation has not created major problems; however, MGT

believes that establishing service contracts between the School Board and serving entities is a prudent business practice that should be utilized with all service providers.

RECOMMENDATION

Recommendation 2-10:

Establish a contractual relationship with legal services firms.

The implementation of this recommendation represents a good business practice and helps protect the school board from unexpected legal fee rates and charges for expenses for which they might not ordinarily compensate a firm.

Such contracts should address the type of services desired, including reporting on progress, attendance at school board or other meetings, and approved expenses. The contract should include rates for various members of the firm such as partners, staff attorneys, paralegals, clerical, and others as indicated. Additionally, the school board may wish to include provisions for periodic review and assessment of services, including the type information desired for these reviews.

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost.

FINDING

The county counselor is currently involved in training related to special education law and services. The local attorney attends student IEPs when the parent is represented by counsel so as to minimize the expenses associated with bringing outside counsel (Reed Smith, LLP) in for services.

Although the division pays expenses for some professional development activity for the attorney, an overall plan for developing in-house specialized legal services for special education, IDEA, and Section 504 matters has not been implemented.

RECOMMENDATION

Recommendation 2-11:

Provide special education specialization, IDEA, and Section 504 of the Americans with Disabilities Act (1973) training for the county-assigned attorney.

Developing and adopting this recommendation should serve to increase the capacity of the county attorney's office to serve the school division more effectively at a cost less than securing outside counsel. Also, developing this expertise should result in the attorney being able to provide rapid and efficient responses to legal queries.

FISCAL IMPACT

This cost of this recommendation cannot be estimated until the actual training needs are identified along with expenses for participation.

2.5 Organization and Management

Section 2.5 reviews the division's organization, decision making, management, planning and accountability, and public relations functions.

2.5.1 Division Organization

FINDING

With a few exceptions (See Section 2.5.3, Community and Public Relations), the overall organizational structure of the YCSD is efficient and effective. Exhibit 2-7 shows the organization as it existed during the on-site visit. Exhibit 2-8 shows the current assignment of functions within the central office.

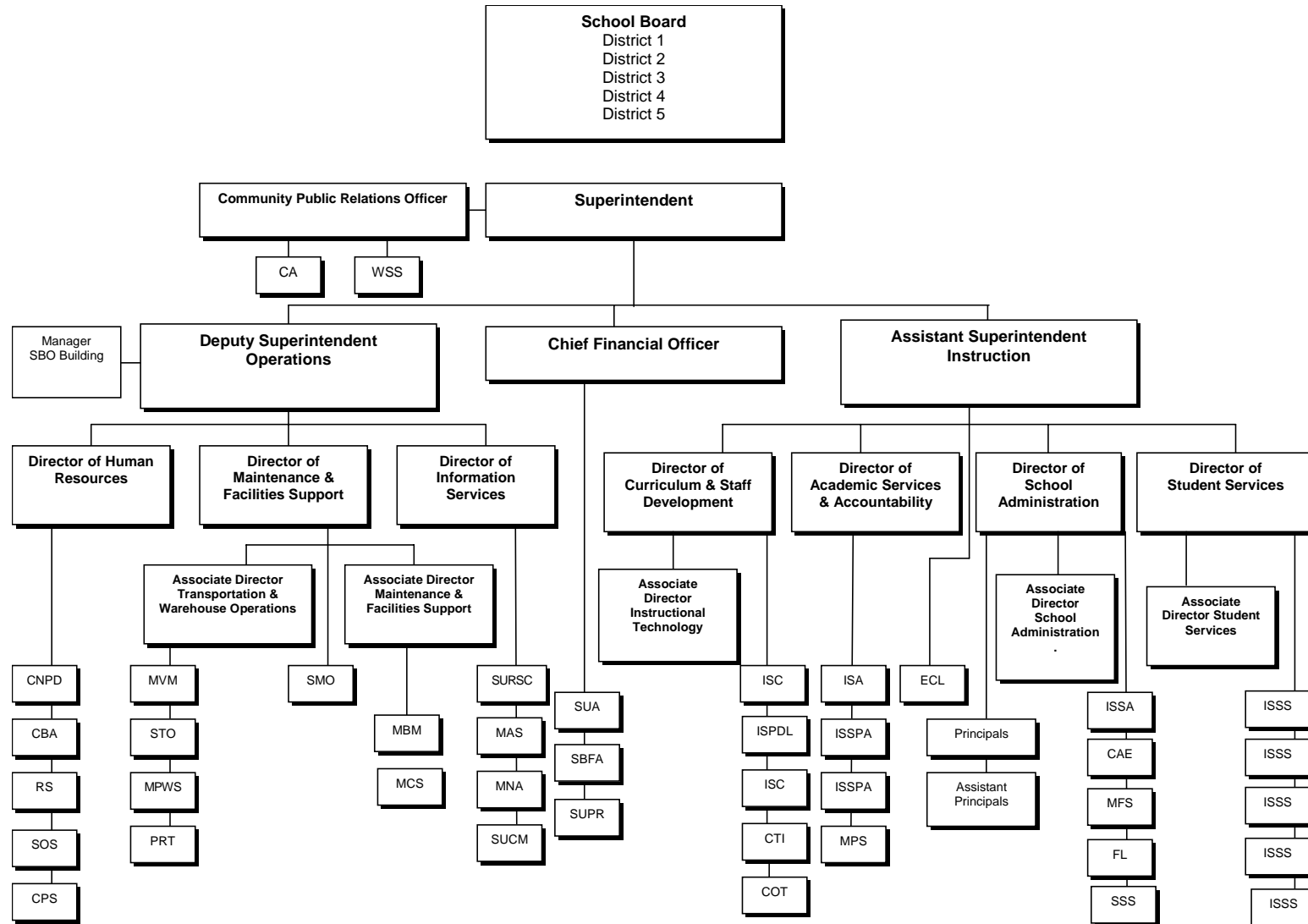
As shown, the Superintendent has five direct reports (the Deputy Superintendent, Assistant Superintendent for Instruction, the Chief Financial Officer, Community and Public Relations Officer, and the Secretary to the Superintendent/Board Clerk). The deputy superintendent has four direct reports (Director of Human Resources, Director of Facilities and Maintenance, Director of Information Services, and Office Manager). The CFO has no direct reports. The Assistant Superintendent for Instruction has four direct reports (Director of Student Services, Director of School Administration, Director of Curriculum and Staff Development, and the Director of Academic Services and Accountability).

The division is staffed equitably and is comparable to the peer divisions that provided organizational information to MGT consultants. For example, Fauquier County Public Schools Superintendent has two direct reports (an associate superintendent and an assistant superintendent) plus all of the principals.

The majority of central office staff and board members interviewed expressed satisfaction in the effectiveness and efficiency of the central office organizational structure. MGT surveys show that when asked if YCSD has too many layers of administration, 90 percent of the central office administrators either disagreed or strongly disagreed with the statement, 68 percent of the principals either disagreed or strongly disagreed, and 23 percent of the teachers disagreed or strongly disagreed with the statement. Survey results also show that overall staff believe that central office administrators are responsive to school needs.

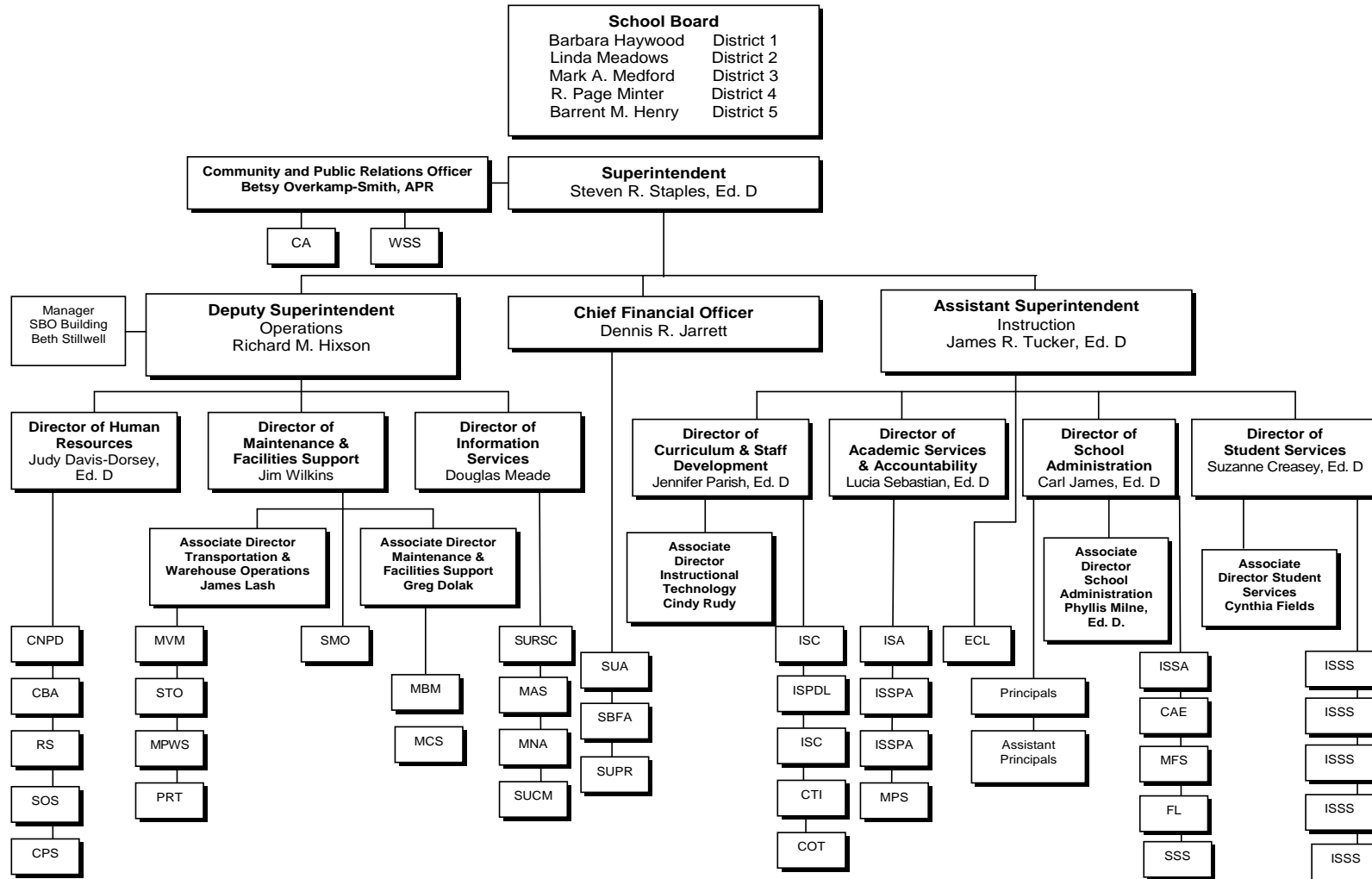
One area of concern, however, is the reporting structure of principals. The organizational chart shows the principals reporting to the Director of School Administration, but interviews with principals indicate that principals also report to (and are evaluated by) the Associate Director for School Administration as well. There is a lack of clarity in reporting structure and principal evaluation processes. Several principals interviewed indicate the need for a revised principal evaluation process and instrument.

**EXHIBIT 2-7
YORK COUNTY SCHOOL DIVISION
ORGANIZATIONAL CHART
NOVEMBER 2005**



Source: York County School Division, 2005.

**EXHIBIT 2-8
YORK COUNTY SCHOOL DIVISION
ASSIGNMENT OF FUNCTION
NOVEMBER 2005**



Source: York County School Division, 2005.

The current process lacks specificity and does not provide for the appropriate feedback to ensure that principals are leading/managing their schools effectively and efficiently. Some principals stated they fill out information on the quality of their accomplishments and this report is turned around and placed in their evaluation without true input from superiors.

Last, as noted previously, the Superintendent and his executive staff should begin preparing a proposed organizational structure based on the noted upcoming retirements. Some staff noted that organizational changes upon the retirement of the Deputy Superintendent of Operations should include that this position be eliminated and replaced with an Executive Director of Support Operations. This position, they state, would oversee the current Director of Human Resources, Director of Facilities and Maintenance, the Associate Director of Transportation and Warehouse Services, and the Director of Information Services

RECOMMENDATION

Recommendation 2-12:

Clarify the reporting structure of principals, revise the principal evaluation process and evaluation instrument, and begin preparing an organizational structure transition plan.

Implementation of this recommendation should serve to accomplish the following:

- clarification of the reporting sequence for principals by designating a single position responsible for their overall coordination and assembling and delivering annual performance assessments;
- development of a principals performance instrument that is designed to hold principals accountable for the management of their schools and is based on established goals and objectives with assessable benchmarks that are agreed upon;
- preparation of a organizational structure transition plan that can serve as a portion of the orientation of the new Superintendent upon his/her appointment; and
- as a result of the formalization of most of its management and administrative processes, consideration that the need for a Deputy Superintendent for Operations may not be warranted in the future.

2.5.2 Decision Making, Planning, and Accountability

FINDING

The school board, in conjunction with senior level staff, conducts a yearly retreat to set division goals and update the strategic plan. Using the goals and the strategic plan, the Superintendent and cabinet divide the strategies among the three departments. Each

department establishes objectives, timelines, and a budget to accomplish the goals. At the school level, principals are provided various data sources to assess their school's progress and to ensure the school's Educational Operating Plan (EOP) is in alignment with the division's goals.

A review of the division's plan indicates a solid plan that has been created representing extensive and thorough planning and is supported by extensive data. While the plan is solid and periodic checkpoints are conducted on progress through board meetings and the Superintendent's evaluation, many staff are uncertain what the current status of progress is for each goal, objective, and strategy. The progress for each goal/strategy is reported informally at meetings, but cannot be found in one central location/document or systematically distributed. The board is formally briefed every two years on the progress of the strategic plan.

The Superintendent has an Executive Leadership Team (Cabinet) consisting of each of his four direct reports (the Deputy of Superintendent for Operations, the Chief Financial Officer, the Assistant Superintendent for Instruction, and the Community and Public Relations Officer). The Cabinet meets with the Superintendent each Monday morning. A Coordinating Committee meeting follows the Cabinet meeting and includes the directors of each department. The entire staff (principals and the school division office staff) meet monthly as well.

The Superintendent has and meets regularly with a Council of Teachers. The Council of Teachers meets five times a year and there is one teacher representative from each school. However, he does not have a similar council for principals. While the Superintendent meets with principals and also has periodic luncheons with the principals, there is no forum for principals to formally participate in decision making. Many principals expressed interest in being involved with the Superintendent's Cabinet or minimally having a council similar to that of the teachers.

Examples of decisions that were made without principal input are the new walk-through process and palm pilot process. Since principals are the primary users of the processes, they should be involved in the related decision-making processes.

RECOMMENDATIONS

Recommendation 2-13:

Develop and implement a systematic process for informing personnel of the status of the implementation of strategic plan initiatives and recognize departments and individuals for important successes.

Implementation of this recommendation should provide information to all involved personnel concerning the status of important initiatives that are included in the division's strategic plan. Additionally, this should afford the executive leadership and school board an opportunity to recognize personnel and departments that may have made significant contributions to achievement of important objectives.

Recommendation 2-14:

Include principal representation on the Superintendent's Coordinating Committee.

Implementation of this recommendation should result in the appointment or selection of three principals' representatives to the Superintendent's Coordinating Committee. These principals should represent elementary, middle, and high school levels.

Through this mechanism, principals should be able to provide important input into decisions that potentially may affect schools, assuring the division's executive leadership that they have effectively considered school-level impact.

FINDING

YCSD leadership staff use a business process reengineering process to effectively address issues facing the school division. Five staff members attended a four-day business process reengineering course offered by Learning Tree. For the past four years, executive staff members have used this measured approach to solve issues that have been surfaced by principals or other staff.

Examples of studies conducted (with accompanying recommendations) include:

- Study of Special Education Administrative Processes in YCSD
- Study of Annual Enrollment Process in YCSD
- Study of High School SOL Testing Procedures
- Report of Administrators' Network Study Team
- Study of Grants Management
- Study of the Teacher Re-Certification Process
- Textbook Management Practices

The Superintendent and leadership staff seek divisionwide issues and tackle them with internal evaluations, including recommendations for improvement.

COMMENDATION

The Superintendent and leadership team are commended for using a business process reengineering process to study and provide sound recommendations to address division issues.

2.5.3 Community and Public Relations

Community involvement programs are essential for bringing financial resources and community support to schools and school divisions. Involved schools and divisions strive to build and maintain effective partnerships with parents, businesses, civic and faith-based organizations, and other citizens who provide valuable support for each student's academic success.

FINDING

York County School Division has a variety of processes in place to ensure clear, effective communication among all stakeholders. For example, YCSD has a standard operating procedure (SOP) regarding all division administrators responding to parent/community phone calls within a 24-hour period. The SOP states, "A response within a designated time frame lets the parent know (1) the message reached the correct party, and (2) York County School Division administrators are responsive to parent concerns."

Other effective means of communication include (but are not limited to) the following:

- **Connect-ED.** This system was implemented this year (2005-06) and enables the administrators to record, schedule, send, and track personalized voice messages. The web-based service allows administrators the flexibility to send messages to the entire division and to all students in a particular math class. Since the system was initiated, messages have been sent out regarding PTA meetings, bomb threats, field trips, picture retakes, and return of federal impact aid cards, for example. There are also plans to add the attendance notification portion of the system in the near future.
- **y-Line.** This system is an e-mail notification system that has been in existence since the 2004-05 school year. To date, five schools have the full service and 14 schools have the basic service. This system enables each school and the division to send out targeted e-mail messages about topics the subscriber has selected. The division has used the system to send out inclement weather notices, special education information, and other messages. During the 2004-05 school year, 212 messages were delivered to 149,169 in-boxes.
- **Superintendent Staples.** The Superintendent has many effective forums for communication, including: creating a Key Communicators (selective community members) group; serving on many community organizations such as the Kiwanis Club, Chamber of Commerce, and WHRO Governing Board; organizing a Teacher Council; and also meeting regularly with principals, board members, and students. Additionally, he routinely writes a column in the local newspaper and has a news program broadcast regarding accomplishments in the division. Also, the Superintendent frequently visits schools and classrooms to interact and communicate with school staff and students. Additionally, the division uses a Microsoft program to establish all division meetings.
- **Director of Community and Public Relations Officer.** The director develops public relations "punch lists" and media minutes monthly to assist staff in effective public/media relations.

MGT survey results show that overall staff in the York County School Division are more satisfied than other school districts in the quality of community relations. When asked how well relations are maintained with various groups in the community, 61 percent of

the York respondees stated that the relations are excellent or good compared to only 43 percent in other school districts.

COMMENDATION

The division excels in effectively communicating with all stakeholders.

FINDING

Although the division is commended for effective communication and public relations practices, the division is overstaffed when compared to most peers, and does not have a formal communications plan. Also, there are a few other efficiency and effectiveness issues that should be addressed.

Exhibit 2-9 shows the total student population, number of schools, and number of staff in the public relations departments for two of York’s peer divisions. As shown, York County has the highest number of staff within the department. The department consists of a Community and Public Relations Officer, one Communications Assistant, one Web Support Specialist, and one full-time secretary. Recently, the department subcontracted with a photographer to assist in publications photos. Fauquier County has one Coordinator of School and Community Information. This coordinator shares a secretary and has no additional staff. In Montgomery County, there is no set position for the department; however, the School Board Clerk serves as the coordinator for public relations.

Interviews and a review of job descriptions indicate that the Community Public Relations Officer and the Communications Assistant share many of the same responsibilities. The Communication Assistant primarily oversees publications and the television productions.

**EXHIBIT 2-9
OVERVIEW OF PUBLIC RELATIONS DEPARTMENTS
PEER PUBLIC SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	TOTAL NUMBER OF SCHOOLS	NUMBER OF STAFF IN PUBLIC RELATIONS DEPARTMENT
York County	5	12,374	19	4
Fauquier County	5	10,742	18	1
Montgomery County	5	9,517	20	1

Source: Virginia Department of Education, Web site, 2005, United States Census Bureau, 2000 Census Data, www.schoolmatters.com.

The department does not have a unified strategic or communications plan, but rather operates various programs and services (e.g., crisis plan, Healthy YCSD, television stations). Most school districts have a specific plan with a set of strategies, timelines, budget, and staff responsible for the outcomes and measure of success.

Some functions are housed in this department that may be better served in other departments. For example, the Employee Recognition Program and the Wellness Programs functions reside in the Community and Public Relations Departments. Generally, these two types of programs are operated from the Human Resources Department. Also, the Education Foundation is housed in the Curriculum Department, whereas most school divisions house this function in the Community/Public Relations Department. The staff in YCSD were not familiar with any specifics of the Education Foundation, which is a critical component of the public relations/volunteer/business partners aspect of the division.

Last, the department has a memorandum of understanding (MOU) with the county to use the television/video station and services. Interviews indicate issues of control between the division and county regarding these services and that the specifics in the MOU are not being followed.

RECOMMENDATION

Recommendation 2-15:

Eliminate the Communications Assistant, create a department plan that includes the transfer of the Employee Recognition and Wellness Program to the Human Resources Department, involve the Education Foundation in the department goals, and adhere to the MOU with the County.

The implementation of these recommendations will further enhance the existing successes in the department and should ensure an appropriately staffed department.

FISCAL IMPACT

The Communications Assistant position's salary is \$37, 217 plus a 28 percent benefits rate of \$10, 420 for an annual savings of approximately \$47,000.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Eliminate the Communications Assistant Position	(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)

3.0 PERSONNEL AND HUMAN RESOURCES

The York County School Division's (YCSD) management of personnel and human resources is reviewed in this chapter. The chapter is divided into the following six sections.

- 3.1 Organization and Management
- 3.2 Personnel Policies and Procedures
- 3.3 Job Descriptions
- 3.4 Employment of Personnel
- 3.5 Employee Compensation
- 3.6 Professional Development

CHAPTER SUMMARY

York County School Division places great importance on hiring highly qualified employees. The use of an on-line application process to prescreen certified applicants and the prescreening interview that all certified applicants are afforded is noteworthy. Nearly all of the division's 804 teachers are "highly qualified" and all of the para-educators (239) meet the requirements of "highly qualified" status. At the start of the 2005-06 school year, nearly every teaching position was filled, a tribute to the work of human resources staff and recruiters. In an effort to recruit more minorities and increase the diversity of the division's staff, recruiters have attended the New York Minority Job Fair, with results that are promising. The turnover rate of teachers for a division this size is high and greater effort needs to be made to understand the reasons for teachers' departure to reduce future turnover.

YCSD has made great effort to stay competitive with salaries in their market areas and awarded an average seven percent salary increase to staff on the certified pay plan and an average of almost six percent to staff on the classified plan. An increase in pay is not provided for teachers earning doctorate degrees as in most school systems.

The division places great emphasis on professional development for not only certified staff, but also classified staff. A great array of activities and programs are offered to employees at no cost through site-based activities and through the Professional Development Academy. A mentorship program for new teachers is school-based and is well established at each division school. Registration and tracking of hours for all professional development activities is maintained on-line. YCSD provides a tuition allowance to certified and classified employees and provides awards to employees at the end of the school year for contributions made in the advancement of the educational goals of the division.

To ensure continued success in human resource management, the Human Resources Department should:

- develop a procedural manual for the Human Resources department;
- conduct a "customer satisfaction" survey of employees;
- develop a recruitment plan;
- reduce the number of days teachers are "absent from duty"; and
- develop a professional development master plan.

3.1 Organization and Management

The Department of Human Resources is responsible for planning, implementing, and maintaining a sound system of personnel and human resources management that complies with the Commonwealth of Virginia laws and is consistent with York County School Division’s policies and mission.

FINDING

For the number of division employees (1,725), the Department of Human Resources is staffed with more individuals than school districts that are similar in number of employee and student enrollment.

Exhibit 3-1 provides a comparison of staff in the YCSD Human Resources Department to staff in HR departments in five peer divisions that are similar in size to YCSD. As shown, Montgomery County has the next lowest ratio of division employees to HR staff; however, payroll staff resides under the HR departments in Montgomery County as well as in Fauquier County. York County has the lowest ratio of division employees to HR staff, approximately 108 employees to every staff member. However, of the 16 staff positions in the York County HR Department, three staff members do not perform directly related personnel functions. The staff members include the Occupational Safety and Regulatory Compliance Specialist, the receptionist and the Coordinator of the Lifelong Learning Center.

The highest ratio to staff is in Bedford County with 465 employees for each Human Resources staff member. The only division that comes close to the same ratio as York County is Fauquier County at 170 employees to each HR staff member, although Fauquier has fewer students but approximately the same number of employees.

**EXHIBIT 3-1
YORK COUNTY SCHOOL DIVISION
HUMAN RESOURCES DEPARTMENT
COMPARED TO HUMAN RESOURCES DEPARTMENTS
IN FIVE OTHER SCHOOL SYSTEMS**

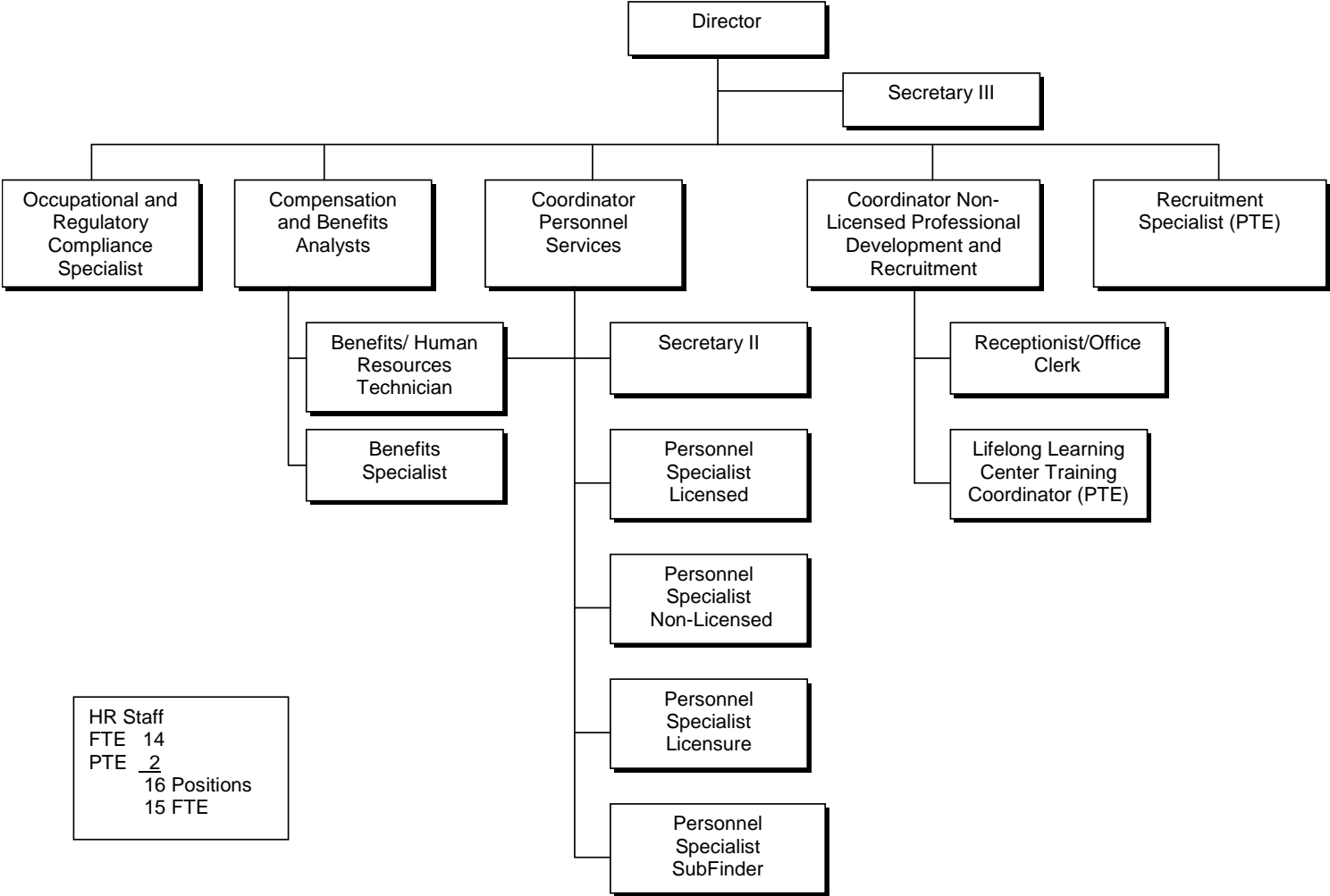
SCHOOL DIVISION	STUDENTS	EMPLOYEES	HUMAN RESOURCE STAFF ¹	RATIO EMPLOYEES TO HR STAFF
York County School Division	12,652	1,725	16.0	107.8
Bedford County Public Schools	11,000	1,860	4.0	465.0
Fauquier County Public Schools	10,000	1,700	10.0	170.0
Frederick County Public Schools	12,208	2,139	10.5	225.2
Montgomery County School Division	9,423	1,146	12.0	95.5
Roanoke County Public Schools	14,833	2,314	8.0	330.6
AVERAGE	11,686	1,814	10.0	216.0

Source: Student figures for York County are taken from YCSD's *At a Glance*. All other figures are from YCSD's Human Resources Department and from a survey conducted by the consultant of Bedford County, Fauquier County, Frederick County, Montgomery County, and Roanoke County.

¹HR staff in Fauquier County and Montgomery County includes payroll staff.

The current organizational structure of the Department of Human Resources is shown in Exhibit 3-2.

**EXHIBIT 3-2
YORK COUNTY SCHOOL DIVISION
DEPARTMENT OF HUMAN RESOURCES**



Source: York County, School Division, Human Resources Department, 2005.

A director oversees the HR Department. Five of the six higher ranking (senior) staff members report directly to the director: an Occupational and Regulatory Compliance Specialist; a Compensation and Benefits Analyst (a newly hired analyst was scheduled to begin work in November); a Recruitment Specialist (PTE); and two coordinators, one of whom heads Personnel Services and the other Noncertified Professional Development and Recruitment. The other senior member of the department is a part-time coordinator overseeing the Lifelong Learning Center. Three senior staff members are administrators overseeing compensations and benefits, personnel services, and professional development for noncertified staff. Five staff members serve as Personnel Specialists and four members serve as support staff—an office clerk, technician, and two secretaries.

The 16 staff members are responsible for the following department functions:

- hiring of employees;
- recruitment of staff;
- licensing and relicensing of staff;
- employee benefits and compensation;
- new employee orientation;
- employee handbooks;
- electronic time and attendance system (Kronos);
- employee performance evaluations;
- employee relations and grievance procedures;
- occupational and regulatory compliance;
- Employee Assistance Program;
- substitutes and the SubFinder System;
- professional development for noncertified staff; and
- the training lab at the Lifelong Learning Center.

The salaries of the director and the five senior staff members range from a low of around \$50,000 to a high of \$105,000. The cost to the school division for staffing the 16 positions in the department at their current rate of pay is close to \$700,000. (Benefits are not included, and the beginning salary of \$46,566 was used for the newly hired analyst.)

As shown in Exhibit 3-3, York County has the largest number of administrative positions of all five comparison divisions, but is followed closely by Frederick County with its three administrative positions and Roanoke County with two. However, York County has the least number of total employees of these three school divisions: York County with 1,725 employees; Frederick County with 2,139 employees; and Roanoke County with 2,314 employees. York County has more HR staff (16) than any of the other five divisions. Montgomery County has the next largest department with 12 staff, but payroll staff is part of the department.

RECOMMENDATION

Recommendation 3-1:

Reduce the number of staff in the Human Resources Department by one full-time senior staff position and one half-time position of remaining positions.

**EXHIBIT 3-3
YORK COUNTY SCHOOL DIVISION
HUMAN RESOURCES DEPARTMENT
COMPARED TO HUMAN RESOURCES DEPARTMENTS
IN FIVE OTHER SCHOOL DIVISIONS**

SCHOOL DIVISION	NUMBER DIVISION EMPLOYEES	HUMAN RESOURCES DEPARTMENT				TOTAL HR STAFF
		ADMINISTRATIVE POSITIONS	SENIOR STAFF POSITIONS	PERSONNEL SPECIALISTS	SUPPORT STAFF	
York County School Division	1,725	4	3	5	4	16
Bedford County Public Schools	1,860	1	0	0	3	4
Fauquier County Public Schools	1,700	1	1	7	1	10
Frederick County Public Schools	2,139	3	0	4	3.5	10.5
Montgomery County School Division	1,146	1	2	0	9	12
Roanoke County Public Schools	2,314	2	1	0	5	8

Source: Human Resources Department for York County and a survey conducted by the consultant for Bedford County, Fauquier County, YCSD's Human Resources Department, Frederick County, Montgomery County, and Roanoke County public schools, November 2005.

NOTE: Indicated below are personnel functions that may or may not fall under the listed HR departments.

SCHOOL DIVISION	EMPLOYEE BENEFITS	RISK MANAGEMENT	EMPLOYEE RELATIONS	PROFESSIONAL DEVELOPMENT	EMPLOYEE ASSISTANCE	PAYROLL
York County School Division	yes	no	yes	yes (non-lic)	yes	no
Bedford County Public Schools	no	no	yes	no	yes	no
Fauquier County Public Schools	yes	no	yes	no	yes	yes
Frederick County Public Schools	yes	yes	yes	no	yes	no
Montgomery County School Division	yes	yes	yes	no	yes	yes
Roanoke County Public Schools	yes	no	yes	yes	yes	no

Source: Data gathered by MGT of America, 2005.

NOTE: One administrative position in YCSD (Occupational and Regulatory Compliance Specialist), one senior staff member (Lifelong Learning Center Training Coordinator), and one support staff member (receptionist) do not perform personnel functions.

The number of staff in Human Resources far exceeds what one would normally find in HR departments for a school division this size. The department is commended for carrying out many of its functions in an effective and efficient manner, but these functions can be accomplished without the number of staff that YCSD is supporting. The reduction in staff should be the prerogative of the Director of Human Resources after a careful examination is made of duties and responsibilities of each staff member. In light of the technology that YCSD and the HR possess—especially in regard to automated time-keeping, the on-line application process, the new Human Resources Management System, and the prescreening interviews conducted by Instructional Specialists—there is no need for the current number of staff in the HR department. During high peak hiring days, the department should rely on temporary help to assist in scanning, filing, and filling in where necessary.

Reductions in staff should be accomplished no later than August of 2007.

FISCAL IMPACT

Cost savings to YCSD are estimated because the positions that are to be eliminated are unknown at this time. Thus, cost savings could be higher or lower depending on the salary of the position that is eliminated.

The estimate is based on taking the average salary (including benefits of 28 percent) of the six senior staff members (director excluded) and the average salary (including benefits of 28 percent) of the remaining nine staff at one-half time.

One Full-Time Position Calculation:

Senior Staff Members (6)—current salaries including benefits total \$375,924 divided by six senior staff members equals an average salary of \$62,654, the cost savings to the division.

One Half-Time Position Calculation

Remaining Staff Members (9)—current salaries including benefits of the other nine staff members total \$296,060 divided by the nine members equals an average salary of \$42,106 which at half-time would amount to \$21,053, the cost savings to the division.

The total cost savings for the reduction in staff is \$83,707 a year, and over five years the cost savings amounts to \$418,535.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Reduce the Number of Staff in the Human Resources Department by 1.5 Positions	\$83,707	\$83,707	\$83,707	\$83,707	\$83,707

FINDING

The Human Resources Department does not have a process in place to survey all school system staff to evaluate the nature and quality of its services. No feedback system is in place to assess the quality of personnel services delivered to employees.

The HR Department surveys all new hires (certified and classified) in October of each school year to obtain feedback about HR's hiring practices. The results from the survey conducted in October 2005 were positive, with new hires responding that the level of satisfaction with the hiring process and conduct of HR staff was high.

Since 1997, the office of the Deputy Superintendent for Operations has conducted a *Satisfaction Survey* of principals soliciting feedback in regard to the following areas:

- communications
- human resources
- information services
- building maintenance and facilities support
- transportation
- warehouse and property services
- food services

While both surveys provide valuable information to the two departments, only principals and new hires are surveyed. The feedback regarding other personnel issues is limited. For instance, the work satisfaction of teachers and other employees as it relates to retention efforts is not included. These issues should be of particular concern to HR staff as it relates to the high turnover of teachers annually, which is discussed in Section 3.4 of this chapter.

RECOMMENDATION

Recommendation 3-2:

Develop and implement a customer feedback system to assist the department in evaluating the nature and quality of its services and the satisfaction level of its employees.

The Human Resources Department should design an internal staff survey that focuses on a series of questions designed to elicit feedback on issues, including:

- What went well in 2005-06 in staffing, employee relations, leadership development and/or professional development?
- What services should be improved or changed?
- What are the expectations of staff in Human Resources for staffing, employee relations, leadership development, and/or professional development?
- What suggestions are given for improving services to schools and employees?

- What are some ideas for improving recruitment and retention of quality personnel?
- What issues are of concern as an employee of the division?

Survey results will serve as an effective means for the department to evaluate its performance and provide insight into the high turnover rate discussed later in this chapter. In turn, the department may increase its retention efforts.

The director and coordinators of Human Resources should develop an instrument to survey all employees beginning June 2006. Once the survey is completed, the director should share the results with human resources personnel and design strategies for making improvements in the delivery of services.

FISCAL IMPACT

This recommendation does not require additional funding and can be accomplished by HR staff. To develop the survey, calculate results, and analyze and share with HR staff, it will take approximately five hours of the director's and coordinator's time.

FINDING

YCSD recognizes employees for outstanding contributions to the division. For over 10 years, YCSD has held an *Employee Recognition Banquet* at the end of the school year in honor of employee achievements. Nearly 200 recipients of awards as well as administrators and guests attend. The office of Communications and Public Relations administers the event.

YCSD itself has received numerous awards for its contributions to education in York County. Exhibit 3-4 lists some of the awards that the division presents to employees in honor of their services to YCSD and some of the awards that YCSD has received.

COMMENDATION

York County School Division is commended for the awards that the division has received for its outstanding contributions in public education and for its efforts in providing the means to recognize employees for their various contributions to YCSD.

3.2 Personnel Policies and Procedures

Policies and regulations guiding the Department of Human Resources in the delivery of services to York County School Division (YCSD) employees are set forth in Chapter 7, Personnel of the *York County School Division Policy Manual*, the *Superintendent's Regulations*, and the division's *Standard Operating Procedures*. Within these three documents are policies and regulations for the division's personnel functions, including the employment of staff, compensation and benefits, employee leave, personnel records, sexual harassment, nepotism, and substance abuse.

**EXHIBIT 3-4
DIVISION AND EMPLOYEE AWARDS**

EMPLOYEE AWARDS

- **Apple Award** – employees are nominated by their peers for their outstanding work with the division. A committee selects the winners. For 2004-05, twenty-four (24) employees were recognized.
- **25+ Years of Service Award** – certificates and a catalog gift are presented to employees serving in the school division for 25 or more years.
- **Retirees** – each retiree receives a plaque, a catalog gift, and free admission to all YCSD school performances.
- **YCSD Teachers of the Year** – one teacher is selected from each school to present the school as a candidate for Teacher of the Year. Each school candidate is presented with a marble plaque. A trophy goes to each teacher selected as the Teacher of the Year for the elementary, middle, and high schools. The Division Teacher of the Year receives a memento and represents the division in the state competition.
- **Pathfinder Awards** – awards are presented to division schools selected for their contributions in technology, volunteer programs, school spirit, instruction, and community outreach. The winning schools receive \$1,000 and a memento with runner-ups receiving \$500.
- **Superintendent's Award** – employees are nominated for this award and one is selected by the Superintendent in recognition of the employee's contribution to the division for overcoming an adversity or obstacle on the job. The recipient is awarded a plaque and has fees waived for professional development activities.
- **Spirit of Education Award** is awarded to an employee who epitomizes the spirit of public education and has made noteworthy contribution to the division. An instructional staff member is typically awarded this honor. The employee receives a wood plaque, \$100 savings bond, and payment of fees and time off for any professional development activities.

DIVISION AWARDS

- **School Board Awards** – an award bestowed by the Virginia School Boards Association annually. For the past three years several board members have received awards for Recognition, Excellence, Honor and/or Distinction.
- **What Parents Want Award** – YCSD has received this award from School Match for 13 years.
- **Budget and Financial Awards:**
 - Meritorious Budget Award* from the Association of School Business Officials International for the past five years;
 - Distinguished Budget Presentation Award* from the Government Finance Officers Association of the United State and Canada for the past five years;
 - Comprehensive Annual Financial Report Award*;
 - Certificate of Excellence in Financial Reporting Award* by the Association of School Business Officials International from 1998 through 2004; and
 - Certificate of Achievement for Excellence in Financial Reporting* from 1998 through 2004.Note: YCSD is one of only four school divisions in the Commonwealth of Virginia receiving all five of the above awards.
- **National School Public Relations Association (NSPRA) Awards of Excellence** for 2003 and 2004, the **Golden Achievement Award** for 2001, 2002, 2004, and 2005, and an **Honorable Mention** for 2005.
- **EPA Energy Star Leader Award** – the EPA recognized YCSD as one of the top 18 organizations for achieving significant energy savings and leading the field in response to the EPA's Energy Star Building Challenge
- **Blue Ribbon School District** – in 2002 *Expansion Management* magazine named YCSD a Blue Ribbon school District in its December issue. A total of 1,500 districts were rated that year. *Expansion Management* is a monthly business magazine for company executives that are actively looking for a place to expand or relocate their facilities.

Source: Community and Public Relations, November 2005.

FINDING

The Department of Human Resources (HR) does not have a procedures manual to ensure effective and efficient implementation of district HR policies and procedures.

Procedures that relate to the daily work of staff are not contained in one document. Staff members in HR assist each other with duties and are knowledgeable about each other's positions, and in fact are effectively cross-trained; however, if any staff member is absent for a length of time or several members are out at the same time, some crucial day-to-day work is hampered.

An HR manual provides standardized HR activities, serves as a tool for training, minimizes staff errors, and allows for accountability. Specific experience and knowledge are required to maintain and keep current the electronic personnel system that HR uses to maintain records of each employee. The tracking of teachers' certification is also a crucial area that requires knowledge of how records are maintained and processed.

Many districts utilize a procedures manual with guidelines and, in many cases, step-by-step instructions for HR staff regarding:

- criteria for hiring and processing new employees and substitutes;
- personnel actions such as applications, assignments, transfers, and exit interviews;
- orientation of new employees;
- facts about the equal employment opportunity laws;
- performance appraisal tools;
- procedures for maintaining personnel records; and
- legal requirements.

RECOMMENDATION

Recommendation 3-3:

Develop and maintain a comprehensive procedures manual for the Department of Human Resources.

The district should develop and maintain a personnel procedures manual for HR staff to standardize personnel practices in human resources. The division's *Standard Operating Procedures*, if necessary, should be incorporated into this manual as well. The manual should be reviewed on a regular basis to improve HR procedures and should have the residual benefit of compelling personnel staff to carefully review present practices. This process can assist HR in identifying inefficiencies in using or carrying out particular procedures and should include as assessment of current office procedures and a reengineering of current technology tasks.

The director, coordinators, and secretaries should meet in June 2006 to develop an outline of all HR procedures. Once a list is developed, each staff member should then take responsibility for writing up a designated number of detailed procedures. The director should allow at least a month for the procedures to be written. Each procedure detailed should include a step-by-step process for performing the activity and should include a copy of all forms that relate to the activity. Once accomplished, the director should pull the manual together, editing and checking for accuracy.

The procedures should be maintained in a hardback binder with copies made available for the desks of each HR staff member and several others in reserve for additional or temporary staff members. The manual should include the department's mission statement and goals. The procedure manual should be ready for use beginning August 2006 and should be annually reviewed and updated.

FISCAL IMPACT

Staff in human resources can accomplish this recommendation. Each staff member will take approximately one to two hours to write-up detailed procedures for his/her position. The director, coordinators, and secretaries will then pull together all procedures, edit, copy, and place in binders, taking approximately four to eight hours. This recommendation does not require additional funding to implement. If the diversion places the manual online, the monetary costs would be eliminated.

3.3 Job Descriptions

A well-written job description is a necessary and vital instrument in hiring qualified and competent staff. Job standards for particular types of jobs are set when good job descriptions are developed. The assignment of pay grades to job positions is more easily accomplished when a job description has all necessary crafted elements. Job descriptions can serve as a basis for annual performance evaluations and are becoming increasingly important in defending workers' compensation and civil lawsuits.

FINDING

YCSD maintains well-developed job descriptions for all its employees and has a timetable in place for reviewing them periodically. After many visits to school districts across the country, the consultant has not seen job descriptions written as well as those in YCSD.

Job descriptions are reviewed every five years on a rotating basis according to employee category. The HR office of Compensation and Benefits announces a review will take place and each department then initiates the review. Job descriptions that are edited or revised go eventually to the Superintendent's office for final approval.

All job descriptions are on the division's web site and are easily accessible by alphabetical or departmental listing. The layout of the descriptions is standardized and contains the most necessary elements of an effective job description.

As a suggestion, the department should consider adding work environment and physical demands to the descriptions as well as pay grades and the school or department in

which the position is located. Although job descriptions were dated, dates when the description was first written and follow-up revision dates were not noted. Keeping a historical record of the job description's development and revisions is an effective practice.

COMMENDATION

York County School Division is commended for maintaining well structured, complete, and comprehensive job descriptions and for establishing a timetable for reviewing descriptions.

3.4 Employment of Personnel

The Department of Human Resources is responsible for maintaining an adequate workforce by ensuring that all available employee positions are filled. To maintain appropriate staffing levels, the department monitors the positions allocated to schools and departments, and ensures that personnel are recruited, hired, and processed to fill vacant positions.

Exhibit 3-5 provides an overview of personnel employed full-time by YCSD by employee category as of November 2005. As shown, there are 1,725 full-time employees. An additional 49 employees are considered part-time. Approximately 69 percent of total employees are school-based, while auxiliary employees make up approximately 25 percent. The other 6 percent of employees are either located at central office or work out of central office with the schools; most of these positions are administrative. As shown, there are 804 full-time teachers with approximately another 10 part-time.

FINDING

YCSD has in place an efficient process for hiring certified staff. Applicants for certified positions apply on-line through SearchSoft—automated application system. Human resources does not accept hard copy applications for certified staff. The process once an applicant applies on-line is illustrated in Exhibit 3-6.

The HR Recruitment Specialist reviews on-line applications by using a *Credential Screening* instrument for scoring applicants to determine if the applicant is qualified to be recommended for a prescreening interview. The Instructional Specialist in conducting the prescreening interview uses a *Total Quality Indicator Screening Interview* instrument. And the principal or the principal's interview committee use an instrument titled *Total Quality Indicator (TQI) Interview*. One of the positive results of both the screening of applicants and the prescreening interview is that they allow those staff to provide valuable information about the candidate on the application or, in some cases, direct contact with the principal.

After the prescreening interview, applicants are sent a letter of appreciation for applying, and those applicants interviewed for a position receive a letter of thanks for their interest. Both gestures are excellent ways to maintain effective relations with those seeking employment in the division.

**EXHIBIT 3-5
YORK COUNTY SCHOOL DIVISION
FULL-TIME EMPLOYEES
2005-06**

EMPLOYEES	# EMPLOYEES	SUBTOTAL
Central Office		106
Superintendent	1	
Deputy Superintendent	1	
Assistant Superintendent	1	
Chief Financial Officer	1	
Community & Public Relations Officer	1	
Directors	6	
Associate Directors	3	
Coordinators	5	
Specialists	20	
Analysts	9	
Managers	4	
Supervisors	2	
Senior Network Administrators	2	
Network Administrators	4	
Technicians	8	
Psychologists	7	
Social Workers	3	
Physical Therapists	1	
Occupational Therapist	4	
Speech-Language Pathologists	10	
Interpreter/Transliterators	2	
Para-Educators	6	
Others	5	
School-Based		1,183
Principals	19	
Assistant Principals	24	
Assessment & Compliance Coord.	4	
Instructional Technology Facilitator	12	
Community Outreach Coordinator	1	
Program Coordinator	3	
Teacher - Assistant to Principal	1	
Teacher Facilitator	1	
Athletic Directors	4	
Guidance Directors	8	
Guidance Counselors	24	
Media Specialist	18	
Nurses	17	
Teachers	804	
NJROTC Instructors	4	
Para-Educators	239	

EMPLOYEES	# EMPLOYEES	SUBTOTAL
Secretarial		71
Secretaries and Office Clerks	71	
Technology		13
Supervisors	2	
Assistant Supervisor	1	
Specialists	2	
Technicians	8	
Maintenance		120
Director	1	
Associate Director	1	
Head Custodian	16	
Custodians	73	
Other Positions	29	
Transportation		161
Associate Director	1	
Manager	1	
Bus Drivers	152	
Other Positions	7	
Food Services		62
School Cafeteria Managers	13	
School Cafeteria Workers	49	
Warehouse	8	8
Print Shop		1
Printer	1	
TOTAL EMPLOYEES		1,725

Source: Human Resources Department, November 2005.

**EXHIBIT 3-6
PROCESS FOR HIRING CERTIFIED STAFF**

STEPS TAKEN IN HIRING CERTIFIED STAFF	ACTION TAKEN
An applicant for a teaching position applies on-line.	A Recruitment Specialist reviews the application to determine if the application is complete and if the person is qualified to teach in YCSD. If so, the specialist indicates on the application that the applicant is "recommended or not recommended" for a prescreening interview.
An HR secretary pulls up those names "recommended for a prescreening interview" and schedules an interview with an Instructional Specialist.	An Instructional Specialist in the Department of Instruction conducts a prescreening interview with the applicant and makes a determination on the on-line application whether the applicant is "highly recommended" or "recommended."
As a teaching vacancy occurs in a school, the principal can review on-line those applicants who have been recommended for an interview. The principal then chooses the candidates to interview.	The principal arranges interviews with the candidates he/she selects. Once a candidate is chosen, the principal makes a "recommendation to hire" with the HR Department.
The Director of HR forwards the recommendation to the Associate Superintendent for Instruction and to the Superintendent for approval.	The candidate is contacted and is instructed to bring references, transcripts, and license to HR for processing. A letter of intent to hire is sent to the candidate for signature. The candidate is processed by HR and issued a badge once the candidate is fingerprinted and a criminal background check is made and testing for TB is conducted. Issuing a contract to the candidate is contingent upon final approval by the School Board.

Source: Created by MGT, November 2005.

Classified applicants submit hard copy applications, but beginning in January applicants will have the option to apply on-line and will be encouraged to do so. The processing of all classified staff recommended for hire is done in much the same way as certified employees, except for food services, which is outsourced to ARMARK.

COMMENDATION

York County School Division is commended for the process used in hiring certified staff, the instruments used in evaluating applicants and candidates, and the technology the division is using to reduce paperwork that saves time, energy, and money.

FINDING

YCSD does not have a recruitment plan to guide its efforts in the recruitment of almost 100 teachers annually.

YCSD student enrollment has increased about one to two percent over the past three years according to the YCSD FY 2006 Annual Budget. The number of teachers increased almost three percent from fiscal years 2003 to 2004 (about 21 additional teaching positions) and a little over two percent from fiscal years 2004 to 2005 (about 18 additional teaching positions).

The number of teachers leaving the division due to resignations, retirements, and terminations over the past three school years is anywhere between 113 to 118 teachers as shown in Exhibit 3-7. For 2005-06, the current school year, the number of teachers leaving the division stands at around 99 as of November 2005, but includes teachers who left the previous school year from the middle of March through June as is noted at the bottom of the exhibit.

**EXHIBIT 3-7
TEACHER TURNOVER RATE
2002-03, 2003-04, 2004-05**

REASON	2002-03		2003-04		2004-05		2005-06	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
RESIGNATIONS	70	9.0%	80	10.0%	85	10.4%	78	9.7%
Retirements	35	4.5%	32	4.0%	25	3.1%	21	2.6%
Terminations ¹	8	1.0%	6	0.8%	4	0.5%	0	0.0%
Total	113	14.5%	118	14.8%	114	13.9%	99	12.3%
Total Teacher Per Year²	779	800.0%	800		818		804	

Source: Human Resources Department, November 2005 and the YCSD *Approved Annual Budget - FY 2006*.

Note: Each of the school years includes resignations, retirements, and terminations made from the middle of March through June of the previous school year.

¹ Terminations include teachers who are terminated because of nonrenewal of license or teachers on a provisional license who did not complete requirements for full licensure.

² YCSD 2006 budget was used for total teachers for 2002-03, 2003-04, 2004-05. For 2005-06, the figure of 804 teachers came from the salary database provided by the Human Resources Department.

The turnover rate for 2002-03 and 2003-04 is around 14.5 percent, high for a district of this size. The turnover rate drops in 2004-05 and again in the current school year, which of course can change depending on the number of teachers leaving the division in the coming months.

In Exhibit 3-8, the number of resignations, retirements, and termination at each school is shown. Those schools showing the most resignations over the four school years are Bethel Manor Elementary with 22 resignations, Yorktown Middle School with 22, Bruton High School with 22, and Grafton Bethel High School with 32. Mt. Vernon Elementary and Waller Mill Elementary show the fewest resignations of the elementary, middle, and high schools.

YCSD requests that employees who leave the school division complete an exit survey. The survey results are valuable indicators on what the division is doing well and what might be addressed to reduce the number of teachers leaving each year. Further efforts to determine the reasons teachers leave the division can be accomplished through a customer satisfaction survey recommended in Section 3.1 of this chapter.

The most critical need areas reported by human resources are for teachers in higher education math and science, earth science, and special education. Interpreters and library media specialists are also in great need. YCSD has been fortunate over the years to find staff to teach in the division. However, filling over 100 teaching positions each year is a daunting task.

**EXHIBIT 3-8
RESIGNATIONS, RETIREMENTS, AND TERMINATIONS
BY YCSD SCHOOLS**

SCHOOL	2002-03			2003-04			2004-05			2005-06		
	RESIGNED	RETIRED	TERM. ¹	RESIGNED	RETIRED	TERM.	RESIGNED	RETIRED	TERM.	RESIGNED	RETIRED	TERM.
Elementary Schools												
Bethel Manor	5	0	0	4	1	0	6	1	0	7	0	0
Coventry	3	2	0	2	1	0	2	2	0	4	2	0
Dare	7	0	0	3	0	0	3	1	0	4	3	0
Grafton Bethel	3	0	0	5	3	0	2	0	0	4	1	0
Magruder	2	2	0	4	1	0	5	1	0	3	2	0
Mt. Vernon	1	3	1	3	0	0	1	1	0	2	1	0
Seaford	0	3	0	7	0	0	1	2	0	2	0	0
Tabb	1	3	0	3	3	0	3	1	0	0	0	0
Waller Mill	5	1	0	4	2	0	4	1	0	5	0	0
Yorktown	6	0	1	3	0	0	5	0	0	4	3	0
Extended	1	0	0	1	0	0	2	0	0	0	0	0
Middle Schools												
Grafton Bethel	5	0	1	6	2	0	2	2	1	3	2	0
Queens Lake	1	0	0	7	5	0	7	0	1	4	0	0
Tabb	6	3	1	5	0	1	5	5	0	4	0	0
Yorktown	3	0	0	2	1	0	8	1	0	9	1	0
High Schools												
Bruton	9	8	0	1	2	0	6	1	1	6	2	0
Grafton Bethel	2	1	0	8	5	1	12	2	0	10	1	0
Tabb	5	1	0	4	5	0	4	4	0	6	1	0
York	4	2	4	7	1	4	6	0	1	1	1	0
York River Academy	1	6	0	1	0	0	1	0	0	0	1	0
School of the Arts	0	0	0	1	0	0	0	0	0	0	0	0
TOTAL	70	35	8	81	32	6	85	25	4	78	21	0

Source: Human Resources Department, November 2005.

Note: Each of the school years includes resignations, retirements, and terminations made from the middle of March through June of the previous school year.

¹ Terminations include teachers who are terminated because of nonrenewal of teacher's license or teachers on a provisional license who did not complete requirements for full licensure.

While the consultant was provided with several documents illustrating various aspects of recruitment efforts such as job fairs attended and recruitment expenditures, there was no report or document illustrating goals, strategies, long-range plans, needs assessment, or an analysis and evaluation of past efforts. The director reported that she, the Assistant Superintendent for Instruction, and the Director of School Administration meet during the summer months to plan for the upcoming school year. While the consultant was provided with several documents illustrating various aspects of recruitment efforts such as job fairs attended and recruitment expenditures, there was no report or document illustrating goals, strategies, long-range plans, needs assessment, or an analysis and evaluation of past efforts. The director reported that she, the Assistant Superintendent for Instruction, and the Director of School Administration meet during the summer months to plan for the upcoming school year.

The most successful job fairs over the past three years attended by YCSD recruiters are shown in Exhibit 3-9. The Massachusetts Educational Recruitment fair was dropped from the list since the number of interested applicants was low. The New York City Minority, the Pittsburgh Educational Recruitment, and the Virginia Department of Education job fairs are the most successful in attracting applicants.

One of YCSD’s goals states that the school division “*will recruit, hire, and retain highly qualified diverse staff reflecting the composition of the York County community.*” Exhibit 3-10 provides an overview of the number of teachers hired for this school year by ethnicity, race, and gender. YCSD’s attendance at the New York City Minority Fair is a step toward fulfilling the division goal and is attended not only by the recruiters but also by the Superintendent.

**EXHIBIT 3-9
JOB FAIRS
ATTENDED BY YCSD RECRUITERS**

YEAR	LOCATION OF JOB FAIR	NUMBER OF APPLICANTS
2002-03	New York City Minority Fair	11
	Massachusetts Educational Recruitment Consortium	2
	Pittsburgh Educational Recruitment Consortium	50
	Total	63
2003-04	New York City Minority Fair	100
	Pittsburg Education Recruitment Consortium	81
	Virginia Department of Education ¹	137
	Virginia School Personnel Administrators	33
	Total	351
2004-05	New York City Minority Fair	67
	Pittsburgh Educational Recruitment Consortium	94
	Virginia Department of Education	127
	Virginia School Personnel Administrators	12
	Total	300

Source: Human Resources Department, November 2005.

¹ The Virginia Department of Education sponsors an annual job fair grant funded.

**EXHIBIT 3-10
NEW HIRE DEMOGRAPHICS
FOR 2005-06**

INSTRUCTIONAL PERSONNEL	ASIAN		BLACK		HISPANIC		WHITE		TOTAL	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	HIRED	PERCENT
Male Teachers	1	0.8%	3	2.4%	0	0.0%	19	15.1%	23	18.3%
Female Teachers	1	0.8%	11	8.7%	1	0.8%	90	71.4%	103	81.7%
TOTAL	2	1.6%	14	11.1%	1	0.8%	109	86.5%	126	100.0%

Source: Human Resources Department, November 2005.

The division offers several incentives to candidates interested in teaching in YCSD. They include:

- relocation assistance up to a maximum of \$1,500;
- reimbursement for trip expenses for top-rated candidates invited to YCSD for an interview; and
- a portion of closing costs for some newly hired teachers who purchase a house.

RECOMMENDATION

Recommendation 3-4:

Develop a formal recruitment plan, including a mission statement, goals, objectives, a needs assessment, and analysis and evaluation of past efforts and long-range plans for future recruitment efforts.

The development of a formal recruitment plan would help guide efforts of recruitment now and in the future, when more teachers will be retiring and the competition for qualified and quality teachers will intensify. The HR Director should appoint a Recruitment Advisory Committee to develop the plan and assist with future recruitment efforts.

An evaluation of past efforts should be conducted and decisions made as to what might be best accomplished in the years to come—especially in the hiring of minority staff. Along with the plan, reporting documents and report formats should be developed and formalized so that periodic reports can be submitted to the Superintendent, Deputy Superintendent of Operations, the Assistant Superintendent of Instruction, the Director of Schools, and the School Board.

The Advisory Committee, once appointed, should begin developing the plan in June 2006.

FISCAL IMPACT

This recommendation can be accomplished by the Recruitment Advisory Committee, appointed by the director of HR. The committee should meet regularly at least bi-monthly for several months until the plan is developed and then on an on-going monthly basis.

FINDING

The fee that YCSD pays to the York County sheriff’s office for fingerprinting and criminal background checks on new hires is an operating expense that the division should avoid. All personnel hired by YCPS must be fingerprinted as a condition of employment. According to Commonwealth of Virginia policy regarding employment, *“School boards of Virginia in the employment of full-time or part-time, permanent or temporary personnel must require an applicant for hire to submit to fingerprinting and to provide personal descriptive information for the purpose of obtaining criminal history.”*

New hires are directed to the York County Sheriff’s office for fingerprinting and personal descriptive information. Once the fingerprinting and personal identification is completed, the data are forwarded electronically to the Virginia Central Criminal Records Exchange, which processes the information for state and federal criminal activity. The Sheriff’s office and YCSD share in the cost of the electronic equipment.

The turnaround time is reasonably short and the report may be returned to the HR Department in a matter of hours. Thus, the usual wait for background criminal reports often taking up to a month that many school districts experience does not occur and new hires are not working in the school system awaiting clearance.

The cost to YCSD for the processing of fingerprints and the criminal records check is \$37 per each new hire. According to Commonwealth of Virginia law of the Code of Virginia 22.1-296.2, *“The school board may (i) pay for all or a portion of the cost of fingerprinting or criminal records check or (ii) in its discretion, require the applicant to pay for all or a portion of the cost of such fingerprinting or criminal records check.”*

As shown in Exhibit 3-11, four of five peer districts require the new hire to pay all or half of the fee for fingerprinting and criminal background check.

**EXHIBIT 3-11
FINGERPRINTING AND BACKGROUND CRIMINAL HISTORY CHECKS
COST INCURRED BY YCSD AND PEER SCHOOL DIVISIONS**

SCHOOL DIVISION	COST
York County	Division pays for fingerprinting and background check.
Albermarle County	New hire pays \$24 toward the total cost.
Bedford County	Division pays for fingerprinting and background check.
Fauquier County	Division pays for fingerprinting and background check.
Frederick County	New hire (substitutes only) pays \$20 toward the total cost
Montgomery County	New hire pays \$42 for fingerprinting and background check.
Roanoke County	New hire pays \$21 toward the total cost.

Source: Human Resources Department for York County and phone calls to the school divisions of Albermarle County, Bedford County, Fauquier County, Frederick County, Montgomery County, and Roanoke County, November 2005.

RECOMMENDATION

Recommendation 3-5:

Require new hires to pay a fee of \$37 for processing fingerprints and obtaining a criminal background check.

Since it is not a Commonwealth of Virginia requirement that divisions incur the cost of fingerprinting new hires, the annual savings to the division would help to defray costs in other financial need areas. For example, the savings in this recommendation could help to increase the pay to degreed teacher substitutes, whose pay at present ranks below other districts as is shown in Exhibit 3-12. While such a benefit to new hires is admirable, this recommendation provides additional revenue for YCSD to use areas of need. New hires are afforded other benefits upon hire and this fee is a cost that should be borne by the person who has been chosen to work in YCSD. For positions in the non-licensed category at the low end of the pay scale, the division may wish to consider the fee schedule used in Roanoke County where the new hire pays \$21.00 toward the total cost.

The director should draft a policy and regulation that states new hires are to pay for the cost of fingerprinting beginning July 2006. The regulation should establish the procedure and the School Board should proceed to allow public review of the new policy in accordance with required law. Upon proper notice, the updated policy should be distributed according to School Board guidelines, and reference to this change should be made in the employee handbook and related publications.

FISCAL IMPACT

The basic cost for fingerprinting and background check is \$37. Since the number of new hires for fiscal 2005-06 is unknown at this time, the number of new hires for 2004-05 is used to calculate the estimated cost to YCSD on an annual basis. In 2004-05, there were 526 new hires (includes substitutes). Thus, if each new hire were responsible for the cost of fingerprinting and the criminal background check, the total savings annually to the division is \$19,462 (526 times \$37) or \$97,310 over a five-year period.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Require New Hire to Pay \$37 for Fingerprinting and Background Criminal Check	\$19,462	\$19,462	\$19,462	\$19,462	\$19,462

FINDING

YCSD effectively maintains and uses an electronic calling system, SubFinder, to obtain substitutes for teachers, para-educators, health personnel, and secretaries. Of the 504 substitutes currently in the automated calling system, approximately 442 are instructional (teachers) substitutes. Of those, approximately 130 are actively filling in for teachers “absent from duty” on a daily basis.

The SubFinder system was purchased approximately five years ago and has effectively been in use since then. On occasion the system cannot locate a substitute who is willing to fill in for the day and the principal is responsible for finding ways to cover classes for the missing teacher. Each school receives a current list of substitutes monthly from an HR Specialist.

Beginning in January 2006, applicants for substitute teaching will be able to apply on-line, resulting in less paperwork for the department. Each applicant who applies for a position as a substitute is provided a 10-15 minute interview with HR staff.

Substitutes are required to attend a half-day orientation and training session where safety issues, classroom management, and the use of SubFinder are presented. Substitutes receive a well-designed and structured *Substitute Teacher Handbook* with valuable information such as substitute responsibilities, teaching strategies, and supplemental instructional materials.

COMMENDATION

York County School Division is commended for its use of an automated substitute caller system and for providing meaningful materials to substitutes such as the valuable *Substitute Teacher Handbook*.

FINDING

YCSD pays each substitute \$25 for attending the orientation and training session, which is an unnecessary cost. The consultant phoned the five peer school divisions, none of which reimbursed substitutes for attending orientation. And in fact, the consultant has not seen such a practice in any of the many school systems visited.

Substitute teachers are paid \$65 a day with a Bachelor’s degree and \$55 if the substitute has completed 50 semester hours of course work. An additional \$5 is paid for substituting on a Friday. Exhibit 3-12 provides a salary comparison for several of YCSD peer divisions and several other nearby divisions.

**EXHIBIT 3-12
YORK COUNTY SCHOOL DIVISION
SUBSTITUTE TEACHERS
SALARY COMPARISONS
2004-05**

DIVISION	TEACHER (Degreed)	TEACHER (Non-degreed)
York County School Division	\$65.00	\$55.00
Frederick County Public Schools	\$88.40	\$69.70
Montgomery County Public Schools	\$71.50	\$71.50
Newport News Public Schools	\$65.00	\$65.00
Norfolk Public Schools	\$70.00	\$70.00
Roanoke County Public Schools	\$75.00	\$75.00
Williamsburg-James City County Public Schools	\$70.00	\$60.00

Source: Human Resources Department for York County; Web sites for Norfolk County, Montgomery County, Frederick County and Roanoke County; and e-mails to Newport News and Williamsburg-James City County, November 2005.

Frederick County pays degreed substitutes the highest daily rate of all the comparison school divisions—almost 18 percent more than the next highest paid substitute in Roanoke County. All of the other school divisions, with the exception of York County and Newport News, pay \$70 or more per day. York County pays the lowest of all the divisions.

RECOMMENDATION

Recommendation 3-6:

Eliminate the stipend of \$25 paid to substitute teachers for attending a training session.

YCSD should not pay a stipend to substitutes for attending a training session when they may or may not even substitute during the school year. This practice could inadvertently be interpreted as a way to compensate oneself when never intending to substitute. The benefit of substituting is work that has fewer responsibilities, fewer demanding hours, and the choice to choose the days on which to work. The money saved from not awarding this stipend could be put toward raising the pay of degreed substitutes comparable to other school systems in the area.

The Director of Human Resources should present to the Superintendent in June 2006 a proposal for his approval to eliminate the stipend now paid to substitutes who attend an orientation and training session. Beginning with the 2006-07 year, this stipend would no longer be awarded and the money could be earmarked for an increase in substitute pay.

FISCAL IMPACT

If, on average, 178 substitutes are trained each year and each receives a stipend of \$25, YCSD could save \$4,450 annually (178 times \$25) for a savings over five years of \$22,250.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Eliminate the \$25 Stipend Paid to Substitutes for Attending a Training Session	\$4,450	\$4,450	\$4,450	\$4,450	\$4,450

3.5 Employee Compensation

Competitive salaries and employee benefits (such as sick leave, health and life insurance, and retirement) are essential to attracting and retaining highly qualified and competent professional and support staff. Effective salary administration ensures that school division employees are treated equitably and understand how their salaries are determined.

FINDING

YCSD does not offer an increase in salary for teachers attaining a doctorate degree. Exhibit 3-13 shows the salary schedule for teachers in YCSD.

As noted in the exhibit, once teachers earn a master's degree plus 30 semester hours of credit, no further increase is provided other than moving up a step for teaching experience. The time and expense that a teacher incurs in furthering his/her education

**EXHIBIT 3-13
YORK COUNTY SCHOOL DIVISION
TEACHER SALARY SCALE
2005-06**

STEP	BA	MA	MA+30
0	34,913	36,663	38,252
1	35,311	37,279	38,854
2	36,129	37,771	39,722
3	36,947	38,647	40,530
4	37,827	39,251	41,132
5	38,210	39,743	41,734
6	38,592	40,246	42,335
7	38,975	40,738	42,937
8	39,749	41,231	44,189
9	40,132	42,267	44,791
10	40,514	42,760	45,405
11	40,897	43,252	46,008
12	41,280	43,743	46,609
13	41,753	44,236	47,463
14	42,348	44,791	48,344
15	42,948	45,614	49,207
16	43,777	46,540	50,059
17	44,611	47551	50,932
18	45,481	48531	51,794
19	46,355	49,729	52655
20	47,314	50,715	53,518
21	48,274	51,625	54,257
22	48,911	52,487	54,996
23	49,551	53,423	59,184
24	50,189	54,129	59,924
25	50,902	55,090	59,924
26	51,614	56,215	59,924
27	52,323	57,045	59,924
28	53,999	58,918	61,202
29	53,999	58,918	61,202
30	53,999	60,050	62,448

Source: York County School Division Pay Plan 2005-06.

for the highest possible degree is not rewarded. In comparison with three of YCSD peer divisions and two other Virginia school systems, York County and Fauquier County are the only two divisions where an increase in salary is not seen. Exhibit 3-14 shows the six school systems.

Step 15 on each of the school divisions' salary schedules was used since a teacher most likely will have some years of experience as a teacher before attaining a doctorate; however, the attainment of such a degree could be captured at any point in the teacher's career. Bedford and Roanoke counties offer the largest increase in salary at 10 and 9 percent, respectively. A 3 percent increase is awarded to teachers who attain doctorate degrees in Roanoke City and Newport News.

Currently, YCSD has 22 certified employees with a doctorate degree, three of whom are teachers.

**EXHIBIT 3-14
TEACHER SALARY SCHEDULES
SIX VIRGINIA SCHOOL DIVISIONS
2005-06**

DIVISION	MASTER'S DEGREE SALARY STEP 15	MA +30 SALARY STEP 15	PERCENT INCREASE IN PAY	DOCTORATE SALARY STEP 15	PERCENT INCREASE IN PAY
York County	\$45,614	\$49,207	7.9%	NA	NA
Bedford County	\$39,962	\$42,959	7.5%	47,255	10.0%
Fauquier County	\$50,233	\$51,223	2.0%	NA	N/A
Newport News	\$47,760	\$49,432	3.5%	51,162	3.5%
Roanoke City	\$41,700	\$42,300	1.45	43,625	3.7%
Roanoke County ¹	\$41,581	\$43,909	5.5%	47,789	8.8%

Source: Human Resources Department for York County and 2005/06 Salary Schedules on the WEB for Bedford County, Fauquier County, Newport News, Roanoke City and Roanoke County.

¹ For Roanoke County, at MA+24, 1 percent increase is awarded.

RECOMMENDATION

Recommendation 3-7:

Provide a supplement to salary for teachers attaining a doctorate degree.

YCSD should determine an increase in a teacher's salary when a doctorate degree is earned. The Director of HR should work with the Deputy Superintendent of Operations and the Chief Financial Office to prepare a proposal to the Superintendent for the increase. Once approved, the budget request should go to the School Board for final approval and the increase should take effect in 2006-07.

MGT suggests that a supplement of \$2,500 be provided to a teacher earning a doctorate degree with a commitment from the teacher to remain in the classroom for at least three years to avoid teachers receiving a supplement and then going into administrative positions.

FISCAL IMPACT

Since the number of teachers who will attain doctorates in the coming years is unknown and the division was unable to provide the number of teachers that have an MA +30, the fiscal impact is based on an estimated number of classroom teachers who will earn a doctorate in the next five years. Since there are at present only three teachers with doctorates, MGT conservatively estimates that at least one additional teacher will earn a Doctorate each year for the next five years. Providing a supplement of \$2,500 to a teacher's base salary would cost the district \$12,500 over the next five years.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Provide a Supplement to a Teacher's Salary for Earning a Doctorate Degree	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)

FINDING

The sizeable number of days that YCSD teachers are out of the classroom for sick, personal, professional development, and other types of leave such as family medical, administrative, and bereavement may impact student learning and performance. The continuity of learning is interrupted when a substitute must stand in for a teacher. Further, the division must ensure that there are enough substitutes hired and trained to fill positions that are left vacated for one or more days.

YCSD compensates a degreed substitute \$65 a day, \$55 a day (50 semester hours of course work required), \$75 a day if the substitute works 11-20 consecutive days for the same teacher, and \$92 for 21+ consecutive days. YCSD teachers are allotted 13 days of leave each year: ten sick leave days and three personal leave days.

Exhibit 3-15 provides the number of leave days taken by teachers for the past two years and the number taken from September through October of this school year (2005-06).

**EXHIBIT 3-15
TEACHER LEAVE**

REASONS FOR LEAVE	SCHOOL YEARS ¹		
	2003-04	2004-05	2005-06
Sick - Personal Illness	4,264.5	4,386.0	1,177.5
Sick - Family Illness	1,381.5	1,539.5	395.0
Personal Leave	1,703.0	1,782.5	453.5
Family Medical Leave	1,637.5	872.0	535.5
Administrative Leave	495.5	750.5	125.5
Bereavement	157.0	210.0	44.5
Professional Development	1,245.5	1,127.5	407.0
Civil Leave	43.0	32.0	10.5
Leave without Pay	85.0	66.0	7.0
Military Reserve Duty	0.0	3.0	0.0
Total Days	11,012.5	10,769.0	3,156.0

Source: Department of Human Resources, November 2005.

¹ The figures shown begin with the first day of school for students (September) through the last day of school for students (June) except for 2005-06; figures shown are from the first day of school through October 2005.

By far the most leave used is for personal illness, personal leave, family medical leave, and professional development. The number of leave days dropped from 11,012.5 in 2003-04 to 10,769 in 2004-05. However, if the 3,156 days already taken for the first two months of the school year continue at this rate of 78.9 teachers out per day (based on the current number of teachers – 814), by the end of the year over 14,000 days of leave will result.

While the SubFinder automated system has made it easier for teachers to report absences from duty and for HR to locate substitutes, HR still at times finds that principals are unable to reach a substitute and fall short of the number required for the day. The school is then left to arrange for other staff members to cover those classes.

RECOMMENDATION

Recommendation 3-8:

Reduce the number of days teachers are absent from duty by at least 10 percent.

YCSD should examine ways in which they can reduce then number of teachers absent per year due to sickness and personal leave.

To being the process, the Department of Human Resources should conduct a short survey of teachers to gather information on teacher absenteeism. The survey should allow the teachers to express their views anonymously. Included in the survey should be statements such as “I use personal/sick leave, seldom, sometimes, often.” Reasons could then be listed in such a way to include, “stress,” “working conditions,” “ongoing illnesses,” “morale,” or entitlement” that the teachers feel they deserve. From this survey, the division should have insight on ways that will enable them to find ways to reduce the number of days “teachers are absent from duty.”

Some school districts encountering large teacher absentee rates implement incentives for reducing teacher leave such as stipends or awards. United Independent School District in Texas provides \$500 per school year to a teacher with perfect attendance or \$250 per semester.

Other ways to reduce absenteeism might include honoring teachers at the annual “*Employee Recognition Banquet*” with an award or stipend—teachers with a perfect attendance a stipend and teachers absent five days or less a plaque or fees waived for some professional development activity. Other such awards might include a \$100 savings bond or a \$20 bonus at the end o the school year for each sick and personal leave earned above the earned days not taken during the year.

Reducing substitute costs could assist in providing monetary awards or other types of recognition as mentioned above. YCSD might locate a sponsor to subsidize incentives given the excellent relationships they have developed over the years in the community.

Re-titling personal days may also assist in reducing the number of days teachers take for personal leave. Since personal leave days expire each school year, attitudes such as “use it or lose it” abound. The division should monitor these days more closely as these days are to be taken for reasons of urgency. For instance, in Roanoke City Public Schools, personal days were re-titled *Urgent Personal Leave*.

Few public or private work sectors have as high an absentee rate as found in school districts. Such absenteeism due to sickness or personal leave would be of particular concern in many workplaces and steps taken to alleviate the problem.

FISCAL IMPACT

If the division can develop strategies to reduce the number of days teachers take leave, the district can realize a financial savings that could be used for stipends or awards. For instance, an estimated cost savings of \$286,780 could be realized over the next five years if the division reduced the teacher absenteeism rate by just 10 percent each year.

For the purpose of calculating the cost savings, MGT used the 2004-05 total leave days of 10,769 days, since the number of absentee days for 2005-06 is not known at this time. The savings could be higher or lower depending on the total leave days actually taken for this year and whether the substitute employed is degreed (\$65), nondegreed (\$55), or working 11 to 20, or 21+ consecutive days at \$75 or \$92, respectively.

YEAR	CALCULATION	SAVINGS
2006-07	Using total days absent in 2004-05 as a basis, 10,769 days absent times 10% equals 1,077-day reduction times \$65.	\$70,005
2007-08	Previous year's total of 9,692 days absent times 10% equals 969-day reduction times \$65.	\$62,985
2008-09	Previous year's total of 8,723 days absent times 10% equals 872-day reduction times \$65.	\$56,680
2009-10	Previous year's total of 7,851 days absent times 10% equals 785-day reduction times \$65.	\$51,025
2010-11	Previous year's total of 7066 days absent times 10% equals 707-day reduction times \$65.	\$45,955
TOTAL		\$289,650

RECOMMENDATION	2006-07	2007-08	2008-09	2009-10	2010-11	TOTAL
Reduce the Number of Days Teachers are Absent from Duty by at Least 10 Percent.	\$70,005	\$62,985	\$56,680	\$51,025	\$45,955	\$289,650

3.6 Professional Development

Comprehensive professional development programs enhance the knowledge, expertise, and performance of employees. Professional development programs should encourage continued professional growth throughout an employee's career. Effective programs are those that are coordinated and articulated to all employees, aligned with division goals, and assessed regularly to measure outcomes.

FINDING

YCSD strongly supports professional development activities for certified and classified staff. An Instructional Specialist in the Department of Instruction coordinates professional development opportunities for certified staff and the Coordinator of Noncertified Professional Development in the HR Department oversees programs for noncertified staff. Both offices offer an array of opportunities to promote employees' growth and careers within YCSD.

Classified staff members are offered an array of staff development opportunities. Exhibit 3-16 provides an overview of the opportunities for various categories of staff.

The Transportation Department provides training to bus drivers, and ARMARK, the food service provider, trains food service workers.

**EXHIBIT 3-16
STAFF DEVELOPMENT OPPORTUNITIES
NONCERTIFIED STAFF**

EMPLOYEE CATEGORY	TYPE OF TRAINING
Clerical	Training is offered at the Lifelong Learning Center (LLC) throughout the year for clerical staff to become more proficient in relevant computer software. Over six sessions are offered but the clerical employee must attend three sessions, one of which is mandatory. Each session is 2.5 hours long and the employee is excused from work for the mandatory sessions. The LLC offers many other technology classes to YCSD employees and offers courses to the community on a space-available basis.
Custodial Academy	One week before the school session begins an in-service is held for custodians.
Para-Educators	Para-educators (teaching assistants) are offered in-service training one week before the school session begins. The No Child Left Behind act requires that all teacher assistants in Title I schools attain high qualified status by either passing the Para-Educators test, completing 48 semester hours of course work, or have an Associate degree. All 239 para-educators in YCSD are highly qualified.
Front-line Supervisors	Managers and supervisors attend sessions on legal updates, file management, use of the Employee's Assistance Program, performance evaluations, and an array of other topics. The sessions are conducted every other month.
Substitute Teachers	Orientation sessions are held once a month for new substitutes. Substitutes are required to attend a session before taking a job as a substitute.
New Employees	Orientations are held once a month for new employees. Various administrators cover general policies, sexual harassment, safety, and benefits.

The Superintendent in consultation with instructional staff has set forth annual professional development initiatives. Schools and divisionwide professional development programs are to be directly connected to these initiatives. Professional development is provided to certified staff through three areas:

- **Site-based Professional Development**

Funds are allocated to each school in the division for the principal to use for professional development activities. The funds allow for each teacher at the school to secure a substitute for one school day. The Principal's Professional Development EOP (school improvement plan) must clearly state all the school's professional development

activities for the school year. Principals are required to record professional development data in a central database as the activities occur.

- **Divisionwide Professional Development**

Divisionwide opportunities are offered through the Professional Development Academy. Teachers are required to accumulate 18 hours of professional development per year attained through session offerings from April through August planned by the office of Curriculum and Staff Development and monitored by the Instructional Specialist for Professional Development. Twelve of the 18 hours required must come from conferences that are offered by the division either during two days in June or two days in August.

A myriad of sessions are also offered during April through August that the certified employees may also choose, but those hours are not counted as part of the 12 mandatory hours but can be used toward the other six required hours or counted towards relicensure. The Virginia Department of Education requires teachers to earn 180 points attained through approved course work or professional development activities to have their license renewed every five years.

An evaluation survey is conducted after each session that the Professional Development specialist uses to adjust or make improvements to future offerings.

- **Administrative Professional Development**

Additional money to individual division schools is allocated to cover cost of professional development or conferences for principals and assistant principals. Professional development is also provided for administrators at the Leadership Academy held for two days in August and throughout the year at administrative meetings.

All processes in the administration of the Professional Development Academy are fully automated from registering on-line for sessions to maintaining records of each teacher's attendance at the sessions. Even requests for approval for professional development activities outside of the division can be accomplished on-line. The Professional Development Specialist monitors the computerized program, but all certified staff are able to access the on-line program. All division offerings are at no cost to the employee. Teachers who do not fulfill the requirement of the 12 mandatory hours are docked pay. Effective and attractive publications accompany all the activities of the Professional Development Academy and the Leadership Academy.

To illustrate the satisfaction of division staff to the professional development programs in the school division, Exhibit 3-17 shows the results of a survey, conducted by MGT of America, of division administrators, principals, and teachers.

As shown in Exhibit 3-17, Part C, about 83 percent of YCSD administrators rate staff development opportunities good to excellent as compared to administrators in other divisions (only 63 percent of those administrators thought that staff development opportunities were good to excellent). Principals in YCSD rate staff development opportunities very highly as compared to those principals in other divisions. YCSD teachers, on the other hand, are not quite as positive about staff development opportunities as administrators and principals, but still over 60 percent rate staff development opportunities as good to excellent. Teachers in other districts feel about the same way as YCSD teachers.

When administrators, principals, and teachers were asked about staff development programs and functions, YCSD administrators rated staff development higher than did administrators in other divisions. Principals rated staff development programs and functions even higher, with only three percent of YCSD principals reporting that staff development programs needed some to major improvements. Teachers again were less favorably impressed with YCSD staff development, and only 61 percent rated professional development as adequate to outstanding. Fifty-two percent of teachers in other districts rated their professional development programs as adequate to outstanding.

**EXHIBIT 3-17
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION
OCTOBER 2005**

PART C	(%G + E) / (%F + P) ¹					
	YCSD ADMIN.	ADMIN. IN OTHER DISTRICTS	YCSD PRINCIPALS	PRINCIPALS IN OTHER DISTRICTS	YCSD TEACHERS	TEACHERS IN OTHER DISTRICTS
18. Staff development opportunities provided by the school district for teachers.	83/7	63/32	94/5	68/31	33/8	32/22
PART G SCHOOL DISTRICT PROGRAM/FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT			/	% ADEQUATE ² + OUTSTANDING	
	(%G + E) / (%F + P)					
	YCSD ADMIN.	ADMIN. IN OTHER DISTRICTS	YCSD PRINCIPALS	PRINCIPALS IN OTHER DISTRICTS	YCSD TEACHERS	TEACHERS IN OTHER DISTRICTS
O. Staff development	13/83	48/49	3/97	43/57	30/61	42/52

Source: MGT Survey of YCSD administrators, principals, and teachers, October 2005.

¹ Percentage responding *Good* or *Excellent*/Percentage responding *Fair* or *Poor*.

² Percentage responding *Needs Some Improvement* or *Needs Major Improvement* / Percentage responding *Adequate* or *Outstanding*.

COMMENDATION

The York County School District is commended for its commitment to the professional development of all employees, the wide range of opportunities that

are offered, the well-planned and structured Professional Development Academy, and the on-line capabilities to handle all processes for the activities of the academy.

FINDING

YCSD has a well-established mentorship program. The mentorship program was developed in 1991 and was fully implemented in 1996-97. The program is school-based but overseen by the Instructional Specialist for Professional Development.

A teacher from each division school is assigned by the principal to serve as Lead Mentor; all schools choose a lead mentor whether or not there are new teachers at the school to maintain consistency in the program. School mentors are selected by the Lead Mentor and the principal and are assigned one-on-one to new teachers without experience. Teachers new to the division but have acquired experience are also provided a mentor, but one mentor might serve up to four more experienced teachers.

Lead Mentors are paid \$550 a year, less if there are any not new teachers at the school. All new mentors are trained at William and Mary College in the fall and spring by a well-known figure and author in mentorship programs. Currently, there are approximately 100 mentors in the division.

The mentorship program has built into it money available for substitute teachers for mentors who want to observe a mentee or for a mentee who wants to observe an experienced teacher. At the end of the school year, the mentor evaluates the mentee and returns the evaluation to the Instructional Specialist for overall program improvements.

COMMENDATION

The York County School District is commended for its excellent mentorship program and the publication *Mentor Handbook*, which provides valuable information and instructions for the mentor.

FINDING

Professional development programs for employees are not managed or coordinated by two divisions with no comprehensive divisionwide professional development master plan to guide the division in its efforts to deliver professional development. While both professional development offices in the Department of Instruction for certified employees and the Department of Human Resources for classified employees are commended for their efforts, no evidence was provided that a master plan existed to coordinate all professional development efforts of the division.

Many school districts develop a master plan to clarify their mission and goals, coordinate and evaluate their efforts, set timelines, and designate staff to carry out goals. As part of the master plan, one division office serves as a clearinghouse for all activities planned throughout the school division and develops a comprehensive guide to activities that take place. A process for evaluating all staff development programs and activities can determine the impact of these activities on job performance and school improvement.

RECOMMENDATION

Recommendation 3-9:

Develop a comprehensive divisionwide Staff Development Master Plan.

A Professional Development Master Plan should be written to guide the efforts of the division in providing professional development to all employees. The master plan should link the school division's priorities and initiatives for instructional improvement with the opportunities provided in staff development. The plan should include a mission statement, goals, initiatives, strategies, and provision for coordinating the professional development activities of the school division.

The Director of Curriculum and Staff Development and the Director of Human Resources should appoint a committee of certified and classified representatives to write the plan. The Coordinator of Classified Professional Development and the Instructional Specialist for Professional Development should be appointed to the committee as co-chairs. The committee should begin writing the plan in June 2006 and submit it for approval to the directors no later than October 2006; once approved by the Superintendent, the plan should be ready for implementation January 2007.

The consultant suggests that the division examine whether or not all professional development activities offered to certified and noncertified employees should be brought under one office, preferable in human resources. In writing the master plan, the division should take this under consideration. Such a move would allow more effective coordination of all staff development activities.

FISCAL IMPACT

This recommendation does not require additional funding to implement. A committee appointed by the director of Curriculum and Staff Development and the director of Human Resources should meet at least two hours once a month for at least five months to write a Staff Development plan.

4.0 FINANCIAL MANAGEMENT

This chapter reviews the financial management functions at York County School Division (YCSD). The major sections of this chapter are:

- 4.1 Financial and Accounting Services
- 4.2 Budget Management
- 4.3 Benefits
- 4.4 Payroll
- 4.5 Fixed Assets Management
- 4.6 Risk Management
- 4.7 Shared Services and Cooperative Agreements

CHAPTER SUMMARY

In most respects, the York County School Division does an excellent job of managing its financial affairs. The division has developed clear and effective standard operating procedures and makes them available to those who need them. Principals have the tools they need to manage school finances, and both principals and school board members receive monthly financial statements. The division has in fact received awards since the late 1990s for its financial reporting and budgeting systems. Benefits enrollment is automated, and annual self-enrollment is now available. Benefits are offered at competitive rates and respond to employee needs and demands. Fixed assets are well managed, and the division has adopted a proactive approach to risk management. The division's financial personnel maintain a good working relationship with their counterparts in York County, sharing many services.

A few changes, mostly small with low fiscal impact, can help to make this good financial system better. Most recommendations involve financial reporting and budgeting. Monthly financial reports should include data on the previous year and an explanation for any deviations. Teachers and principals should be more involved in developing the instructional budget. Principals need more discretion in developing school budgets, and a needs assessment should be conducted on each campus to assist schools in setting priorities. Information Services should include more budgetary information in its technology plan, providing the school board with sufficient information to make informed decisions.

Additional changes could assist users of the benefits and payroll systems. Data on annual leave and other absences for teachers are still manually entered by payroll staff, a time-consuming and error-prone practice. Data on benefits are entered twice—once by human resources personnel into a spreadsheet, and again by payroll personnel into the AS 400 system. Leave accounting for teachers can be automated easily by implementing a module available on the current SubFinder system at the division; Human Resources personnel should make the transition to the Kronos® HRMS Benefits module as quickly as possible.

None of MGT's recommendations have a significant fiscal impact or would be disruptive to current practices.

This chapter will focus on financial services provided by the Finance Department and benefits management provided by the Human Resources Department. Purchasing, which is also under the Finance Department, is covered in Chapter 5.0. Extensive information about types of funds and expenditures for the school division will not be included in this chapter since this information is readily available in the division's annual adopted budget in a well-laid out format. The budget can be found on the school division's web site at <http://yorkcountyschools.org/schoolBoard/finance.html> and on readily available CDs.

The Chief Financial Officer heads the Department of Finance in YCSD, as shown in the organizational chart in Exhibit 4-1. Three supervisors oversee the three major areas of accounting, budgeting, and payroll. Grants management is handled by Accounting.

4.1 Financial and Accounting Services

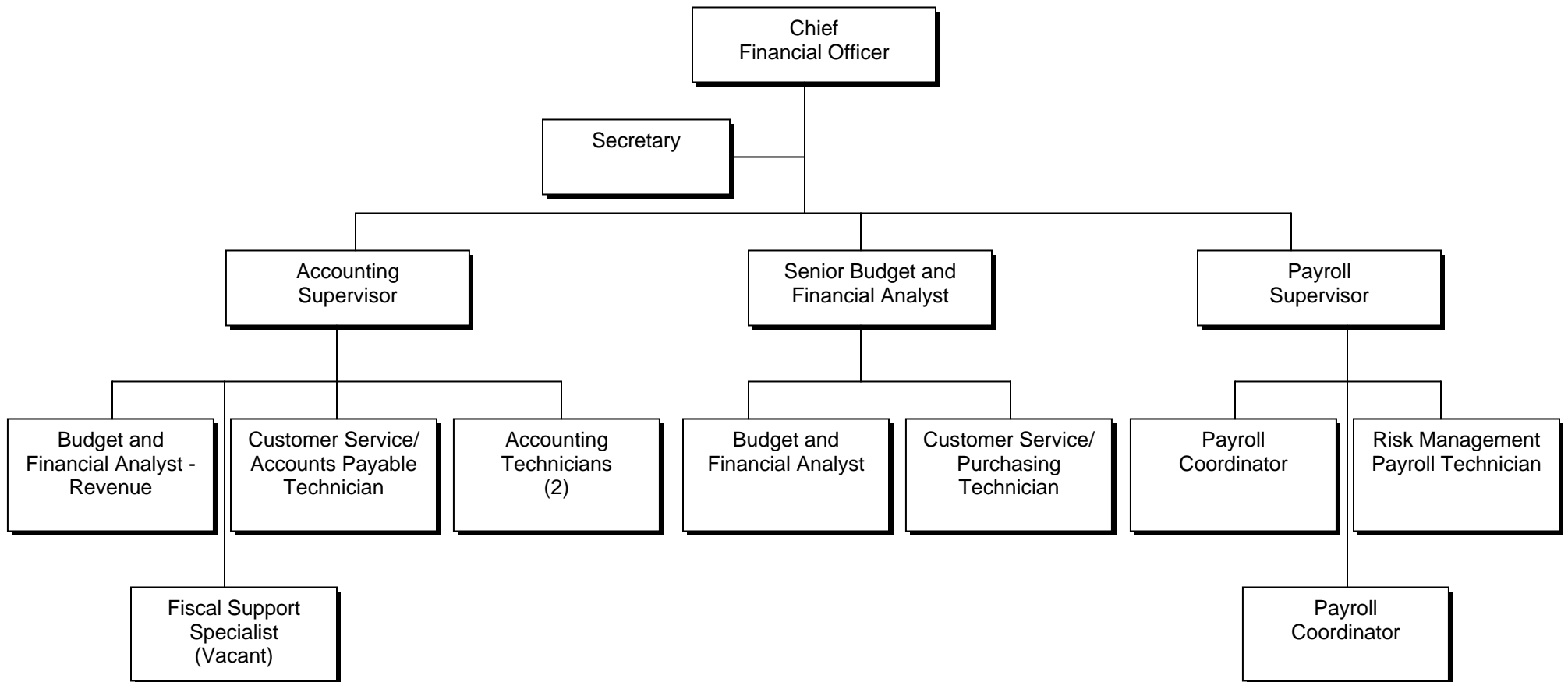
Efficiently run school divisions require sound financial practices to support the delivery of educational services. Sound financial management includes:

- 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;
- internal controls;
- 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;
- favorable audits from external auditors;
- credible and accurate projections; and
- readily available reports on an ongoing basis for revenues and expenditures.

YCSD, 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 County of York 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.

Under this fiscal dependency, YCSD undertakes its own budget process and has a proposed Superintendent's budget that the school board deliberates on and approves. This approved budget is sent to the County of York, where the Board of Supervisors adopts the budget for the school division as part of its total county budget.

**EXHIBIT 4-1
YORK COUNTY SCHOOL DIVISION
FINANCE DEPARTMENT ORGANIZATIONAL CHART**



Source: York County School Division, Finance Department, 2005.

The school food service funds are not appropriated by the county but rather are made up of cafeteria sales and federal free and reduced lunch funds and state funds, and in fiscal year 2006 were budgeted at \$4.2 million. Chapter 10.0, Food Services, covers this area.

Exhibit 4-2 compares receipts for peer school divisions by funding sources. York County received higher than average amounts in state and federal funds but lower than average amounts in local funds during fiscal year 2004. The federal funds are attributed mainly to YCSD receiving Federal Impact Aid funds. York County, unlike others in the peer group, receives federal impact aid funding for federally funded students.

**EXHIBIT 4-2
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2004 FISCAL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
York County	8.31%	37.24%	12.41%	33.88%	3.85%	4.33%
Albemarle County	6.78%	18.13%	4.39%	60.44%	4.79%	5.48%
Frederick County	6.21%	28.76%	3.55%	45.97%	2.53%	12.98%
Fauquier County	7.77%	21.59%	3.87%	63.45%	3.32%	0.00%
Roanoke County	7.24%	28.31%	3.69%	42.82%	2.72%	15.22%
Montgomery County	9.08%	37.08%	6.60%	44.39%	2.85%	0.00%
Division Average	7.56%	28.52%	5.75%	48.49%	3.34%	6.34%

Source: 2004 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2005.

The York County Treasurer is the locally elected constitutional officer who performs the banking functions for the division. The treasurer manages cash and investments for YCSD. The function is, therefore, beyond the scope of this review. However, a review of these functions to the extent of the school division's responsibilities did not raise any areas of concern.

4.1.1 Financial Reporting

Financial reporting for governmental entities occurs on two levels:

- an audited annual financial report that must comply with Generally Accepted Accounting Principles (GAAP); and
- interim financial reports, which are provided to principals and administrators and track the school division's adopted budget against expenditures and revenues. Periodic interim reports are also provided to the school board.

FINDING

The Finance Department has prepared detailed operating manuals for various operations. Areas covered are General Accounting, Accounts Payable, Budget Process,

Payroll, Fixed Assets, and Workers' Compensation. These manuals list the appropriate policies as adopted by the Board or the Superintendent, applicable statutes, and School Division Standard Operating Procedures (SOPs), as well as detailing processes for each function. The manuals present specific, step-by-step instructions on how to perform the various finance-related activities, providing a sound basis for staff training and ensuring consistency in the performance of the activities managed by this department.

COMMENDATION

The Finance Department of the York County School Division is commended for developing explicit policies and operating manuals for each major activity it performs.

FINDING

The Finance Department and the school division provide easily available and accessible policies and procedure manuals to all school principals. A Finance Department customer satisfaction survey of all 20 principals of the school division had a 100 percent response rate of fair or better. The majority of the responses were in the "very good" to "excellent" category for each of the eight functions or processes surveyed, which included purchase requisition processing; usefulness of the Student Activity Funds Manual; accuracy and timeliness of payroll checks (100 percent at "excellent" and "very good" categories); and convenience of purchasing items using a Purchase Card.

COMMENDATION

The Finance Department of the York County School Division is commended for serving its school principals in an efficient and satisfactory manner, providing them the tools they need for on-site financial management within their control.

FINDING

The Government Finance Officers Association (GFOA) and the Association of School Business Officials (ASBO) provide recommended standards for Comprehensive Annual Financial Reports (CAFR). A governmental entity that meets these standards can receive a Certificate of Achievement for Excellence in Financial Reporting. The requirements for a CAFR include:

- an introductory section with an organizational overview, summary of fiscal operations, and a strategic plan of the division;
- a financial section that includes independent auditor reports, basic financial statements as required by GASB 34, and Combining and Individual Fund Information; and
- a statistical section that presents certain financial and demographic information on a multiyear basis.

The processes that lead to developing and compiling the data for the CAFR allow a division to use the same data for planning in both the short term and the long term, and can also augment internal control functions. Applying for and receiving GFOA and ASBO certificates and awards each year demonstrates the division's commitment to excellence in financial reporting. As Exhibit 4-3 shows, the York County School Division has received CAFR awards from both ASBO and GFOA.

**EXHIBIT 4-3
CAFR AWARDS FROM BOTH ASBO AND GFOA**

VIRGINIA SCHOOL DIVISIONS RECEIVING ALL FOUR AWARDS	FIRST FY RECEIVED AWARD			
	GFOA		ASBO	
	BUDGET	CAFR	BUDGET	CAFR
York County Public Schools	2000	1998	2000	1998
Fairfax County Public Schools	1997	1994	1997	1994
Prince William County Public Schools	2002	1999	1997	2002
Virginia Beach City Public Schools	1998	1997	2000	1997

Sources: York County School Division, Finance Department, 2005; Government Finance Officers Association, 2005; Association of School Business Officials International, 2005.

Note: All four school divisions have received these awards annually.

COMMENDATION

The York County School Division is commended for receiving Certificate of Achievement for Excellence in Financial Reporting Awards for each of the fiscal years 1998 through 2004 from both ASBO and GFOA. YCSD has applied for and expects to receive this certificate for fiscal year 2005 from both entities.

FINDING

The YCSD Finance Department provides detailed monthly budget-to-actual expenditure reports, including encumbrances, to all principals and department directors with budget responsibilities. These reports include details on individual payments and outstanding purchase orders. School board members are provided summary financial reports at their monthly meetings for the division operating budget and the food service budget. According to the GFOA:

Regular monitoring of budgetary performance provides an early warning of potential problems and gives decision makers time to consider actions that may be needed if major deviations in budget-to-actual results become evident. It is also an essential input in demonstrating accountability.

As Exhibit 4-4 shows, these monthly reports provide budget-to-actual revenue and expenditure information to school board members. This allows the school board to compare budgeted amounts against revenues and expenditures.

**EXHIBIT 4-4
YORK COUNTY SCHOOL DIVISION
OPERATING BUDGET
MONTHLY FINANCIAL REPORT SUBMITTED TO THE SCHOOL BOARD
MONTH OF OCTOBER 2005**

REVENUE	BUDGETED FY06	RECEIVED TO DATE	UNCOLLECTED BALANCE	PCT REC'D
Local Sources	\$94,5800	\$327,285	\$61,8515	35%
State	\$4,296,2575	\$12,733,844	\$3022,8731	30%
State Sales Tax	\$1,013,3054	\$2,452,012	\$768,1042	24%
Federal	\$1,319,6585	\$6,131,914	\$706,4671	46%
Trnsfr/Approp	\$3,615,5631	\$36,155,631	\$0	100%
Trnsfr/Local Appn-Grds	\$102,0270	\$510,135	\$510,135	50%
Total Revenue	\$10,441,3915	\$58,310,821	\$46103,094	56%
Prior Year	\$394,4046	\$3,944,046	\$0	100%
Total Fund O50	\$10,835,7961	\$62,254,867	\$46103,094	57%

EXPENDITURES	BUDGETED FY06	EXPENDITURES TO DATE	ENCUMB	UNENCUMB BALANCE	PCT ENCUMB
Instruction	\$80,433,341	\$14,466,721	\$2,460,045	\$63,506,575	21%
Admin/Attend/Health	\$7,258,061	\$2,005,604	\$30,104	\$5,222,353	28%
Pupil Transportation	\$5,871,303	\$1,107,622	\$702,773	\$4,060,909	31%
Operations & Maint	\$10,851,210	\$3,270,971	\$2,273,982	\$5,306,257	51%
Total Operating Fund	\$104,413,915	\$20,850,918	\$5,466,903	\$78,096,094	25%
Prior Year	\$3,944,046	\$1,990,624	\$2,018,273	(\$64,851)	102%
Total Fund O50	\$108,357,961	\$22,841,542	\$7,485,176	\$78,031,243	28%

Source: YCSD, Chief Financial Officer, 2005.

COMMENDATION

The York County School Division is commended for providing comprehensive monthly financial reports to principals and administrators to help them manage their allocated budgets and for providing school board members with monthly financial reports so that they can administer appropriate oversight.

FINDING

The school board should be able to further assess the significance of deviations in revenues and expenditures so that they better understand whether these are expected to be one-time events or to have longer-term consequences.

Federal Impact Aid funding is one such example. Impact Aid from the U.S. Department of Education comes in two categories: for the loss of tax revenue for land acquired by the federal government after 1938, and for the loss of tax revenue for students whose

parents live or work on federal property. Whereas Impact Aid has increased in dollar amount over several fiscal years, it has remained about 10 percent of the school division's total funding. As Exhibit 4-2 shows YCSD receives more than twice the federal funds, as a percentage of its total, received by peer divisions. Fluctuations and changes at the federal level, including delays in federal appropriation adoption, can have major implications for the school division providing written explanations in the monthly report would keep the school board aware of any deviations and help it plan and act accordingly.

RECOMMENDATION

Recommendation 4-1:

Improve the division's financial reporting to the school board by providing prior year data for comparison.

Providing these data would simply mean adding columns for the prior year for similar information for that month. Any deviations should be explained with written analysis, including any significant differences in the data from year to year.

FISCAL IMPACT

There will be no significant fiscal impact for adopting this recommendation since it would require no more than an additional hour of staff time each month to provide the additional information.

4.1.2 School Activity Funds

YCSD has 18 schools—four high schools, four middle schools, and 10 elementary schools—each of which has its own school activity fund. School activity funds comprise funds for numerous extracurricular school activities, groups, and clubs at each school for the benefit of that school. The principal at each school has authority and oversight over these funds. The bookkeeper/secretary at each school assists the principal in managing the school activity funds.

At YCSD, principals and bookkeepers have extensive standard operating procedures and a Student Activities Fund Manual guiding management of these funds. The division contracts with an outside independent auditor each year to audit the summary statement of cash receipts and disbursements by school and the accompanying statements of cash receipts and disbursements for each school. In fiscal year 2004, cash receipts for school activity funds ranged from a low of nearly \$75,000 for Waller Mill Elementary to a high of over \$855,000 at Tabb High, and cash disbursements ranged from almost \$72,000 at Waller Mill Elementary to almost \$736,000 at Tabb High.

FINDING

In 2002, a bookkeeper at York High School was accused and subsequently convicted of embezzling from the School Activity Fund. In fiscal year 2004, York High had 115 individual accounts with cash receipts of nearly \$600,000, cash disbursements of over

\$576,000, and a fiscal year cash balance of over \$227,000. The school now follows all the requirements for the proper handling of school activity funds. Some of these include:

- providing receipts and recording each cash receipt in the receipt book;
- providing training to teachers and coaches at the beginning of the school year;
- including a section on handling School Activity Funds in the teachers' handbook;
- requiring that coaches not keep more than \$25 in cash;
- following the procedures manual; and
- making all records available to the independent auditor each fiscal year.

In addition, the accounting manager, as part of the internal audit function of the Finance Department, audits School Activity Funds. With the improved controls, detailed procedures and accountability processes that the division uses, along with the annual independent audit, the division has appropriate internal controls over a process that is problematic for many school divisions.

COMMENDATION

The division is commended for adopting appropriate internal controls and processes for the administration of School Activity Funds.

4.1.3 Grants Management

In April 2001, the division conducted a business process reengineering study of grants management and made several recommendations. These included simplifying processes to remove duplication and inefficiencies in the administration of grants and improving coordination with the Finance Department. The current review did not include a follow-up review for the recommended implementation at the grants administration level. Some of the recommendations were very specific to identifying reassignment of named personnel and positions.

FINDING

The grants management process, administered by two accounting technicians in the Finance Department, is a well-managed and efficient process that results in effective reimbursements of grant funding, even within a dollar of the total grant funding amount. The majority of the grants for the division, both state and federal, are administered through the Virginia Department of Education (VDOE). Currently, no one staff member is assigned to help identify other potential sources of funding and grants. Principals,

teachers, and division staff generally identify their own sources of funding from governmental and private sources.

COMMENDATION

The division is commended for having an efficient grants management system.

RECOMMENDATION

Recommendation 4-2:

Provide a centralized system of identifying available grants, for both one-time and ongoing initiatives and funding.

As the school division realizes efficiencies from the new and vastly improved Virginia DOE OMEGA grants administration system, it should consider having one of the two accounting technicians provide a centralized system of identifying grants for all division personnel. These would include smaller amounts of funding from local nonprofit and private sources.

FISCAL IMPACT

There should be no significant fiscal impact from implementing this recommendation since the accounting technician would use the time saved from working with the improved OMEGA system to work on the centralized system of identifying grants.

Grants at the local level are often small in dollar amounts, ranging from a few hundred to a few thousand. However, they can help bring more funding to the school division and make a considerable difference at the classroom and school level for financing special projects, initiatives, and extracurricular activities.

4.2 Budget Management

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 county board of supervisors—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.

FINDING

GFOA has a Distinguished Budget Award Program that reflects the best practices regarding budget presentation and issuance for local governments. The following are the minimum requirements consideration for this award:

- The budget, as a policy document includes entity-wide long-term financial policies and a budget message that articulates priorities and issues for the budget for the new fiscal year.
- The budget, as a financial plan, provides a summary of revenues and expenditures for the prior year, the current year (both budgeted and estimated actual), and the proposed budget year. It should describe major revenue sources, explain the underlying assumptions for revenue estimates, and discuss significant revenue trends. It should include financial data on current debt obligations, describe the relationship between current debt levels and legal debt limits, and explain the effects of existing debt levels on current and future operations. It should explain the basis of budgeting for all funds and the activities, services or functions carried out by organizational units. It should also include an organization chart for the entire organization, and a summary of personnel or position counts for prior, current, and proposed years.
- The budget, as a communication device, describes the process for preparing, reviewing, and adopting the budget for the coming fiscal year. It also should describe the procedures for amending the budget after adoption.

Similarly, the Association of School Business Officials grants a Meritorious Budget Award.

The York County School Division has a well-defined budget process with clear guidelines and a calendar set for each year. The division's efforts in meeting the many requirements of both the GFOA and ASBO demonstrate a commitment to an effective budget process. In fiscal year 2005, only six public school systems in Virginia received this award from both GFOA and ASBO (two school systems received the award from just one). As Exhibit 4-3 previously showed, YCSD is one of only four school divisions in Virginia to receive all four awards, and for each year since 2000.

COMMENDATION

The York County School Division is commended for receiving the Distinguished/Meritorious Budget Award for fiscal years 2000 through 2005 from the Association of School Business Officials International and Government Finance Officers Association. It has also received the award for fiscal year 2006 from GFOA and has submitted its application to ASBO for the same year.

FINDING

The York County School Division budget is transparent and well laid out and provides sufficient information to its stakeholders. The planning process for the budget adoption incorporates substantial school board involvement through work sessions throughout the year. These range from a session on revenue projections to sessions on the proposed budget. The school division includes the statutorily required public hearing.

In the GFOA publication “Best Practices in Public Budgeting,” a budget planning process includes “a budget calendar, specific guidelines and instructions for each participant, a mechanism for coordinating the budget preparation and review, discussion, modification, and adoption, and opportunities for stakeholder input.”

YCSD meets all the above criteria except providing opportunities for stakeholder input within the school division community. According to the GFOA, “A government should develop mechanisms to identify stakeholder concerns, needs, and priorities.” Teachers and principals need to play an active role in stakeholder discussion.

The current budget process does not effectively include the teachers, principals, and staff. As the stakeholders responsible for educating the students, teachers and principals have firsthand experience of the needs at the classroom level and at the school level. The instructional budget for the division comprises 77 percent of the total operating budget. The majority of this is for personnel and benefits—in other words, teaching salaries and benefits. Teachers and principals would provide beneficial input as to how these funds are allocated, to what programs, and at what level.

The budget instructions to all department directors and principals, as provided in the Superintendent’s Regulatory Memo No. FY06-16, require full disclosure and detailed justification for budget requests. Three specific areas in this memo need to be noted:

- **Staff Input.** All administrations should involve their entire staff in budget preparation in order to meet the division’s needs more effectively and promote support for the budget.
- **Professional Development.** The Director of Curriculum and Staff Development will prepare the instructional professional development budget request. Instructional staff, including principals, should contact the Director of Curriculum and Staff Development regarding suggestions for any staff development needs.
- **School Supply Forms.** The Director of School Administration will be responsible for requesting the per pupil student allocations for

supplies and equipment for the schools. The Director of School Administration will work collaboratively with the principals in preparing this request and review all requests with the Assistant Superintendent for Instruction for inclusion in the instructional budget. The Chief Financial Officer will provide the Director of School Administration with the forms to be completed.

The MGT survey results of teachers and principals, shown in Exhibit 4-5, provide further information on the perceptions of these two groups. Whereas the majority of administrators and principals are satisfied with the budgeting, strategic planning, curriculum planning, and financial management and accounting, a greater percentage of teachers think that some or major improvements are necessary. More than 83 percent of administrators and principals participated in the surveys, compared with 55 percent of teachers (498 in total).

**EXHIBIT 4-5
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT		/	% ADEQUATE ¹ + OUTSTANDING
	ADMINISTRATORS	PRINCIPALS		TEACHERS
a. Budgeting	10/90	8/84		29/40
b. Strategic planning	10/90	13/84		21/43
c. Curriculum planning	13/83	16/84		29/59
d. Financial management and accounting	7/90	8/84		16/44

Source: MGT Survey Results, August 2005.

¹ Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

RECOMMENDATION

Recommendation 4-3:

Adopt a budget process that involves teachers and principals in the instructional category funding and budgeting process.

The Finance Department should work with the Assistant Superintendent for Instruction to introduce a formalized process for including the teachers and principals. Currently there is an ad hoc process that involves teachers and principals. This needs to be formalized. Stakeholder input takes many forms; surveys and workshops involving teachers and principals are two such methods. YCSD already has successful templates and mechanisms for conducting surveys of its principals and all division employees. It would not be difficult for the division to conduct surveys as part of its budget process to understand the needs, priorities, and concerns of the core groups at the division. This in turn will improve the budget process, provide a method for overall staff involvement, allow principal input for professional development and school supply, and allow the Superintendent's budget recommendations to better reflect the needs and priorities of the teachers and principals as well as the vision of its administrators.

FISCAL IMPACT

It would require 10 to 15 staff hours to formalize the current ad hoc process, but would be needed to implement this recommendation.

FINDING

York County School Division has experienced an increase in revenue over the past few fiscal years. The largest increase in state funds in two decades was in fiscal year 2005 and continued into the second year of the state biennium (17.3 percent and 6.7 percent each year, respectively). County funding also increased during the same two years at over 10 percent in fiscal 2005 and 7.5 percent for the current fiscal year 2006. Actual dollar amounts are shown in Exhibit 4-6. Exhibit 4-7 shows funding per student from 2000 to 2006 fiscal year for comparison.

During the period from FY 2003 to FY 2006, student Average Daily Membership (ADM) increased only 4.2 percent, whereas funding increased by 25.5 percent. Even after adjusting for inflation, funding from fiscal year 2003 to fiscal year 2006 increased 14 percent. This, as Exhibit 4-7 shows, has substantially increased per student funding since fiscal year 2003.

**EXHIBIT 4-6
YORK COUNTY SCHOOL DIVISION REVENUE BY SOURCE FY 2003-06**

REVENUE BY SOURCE (IN MILLIONS)	ACTUAL	ACTUAL	EXPECTED	BUDGETED
	FY 03	FY 04	FY 05	FY 06
Federal Funds	\$10.4	\$10.6	\$11.3	\$13.2
State Funds	\$41.7	\$42.4	\$49.7	\$53.1
County Funding	\$30.0	\$31.4	\$34.6	\$37.2
Other	\$1.1	\$1.2	\$1.1	\$0.9
Total	\$83.2	\$85.7	\$96.8	\$104.4

Source: York County School Division, Finance Department, 2005.

**EXHIBIT 4-7
YORK COUNTY SCHOOL DIVISION FUNDING PER STUDENT 2000-2006**

SCHOOL YEAR	NO. OF SCHOOLS	STUDENT AVG DAILY MEMBERSHIP	ANNUAL EXPENDITURES IN MILLIONS	FUNDING/STUDENT
2000	18	11,667	\$69.5	\$5,953
2001	18	11,750	\$73.9	\$6,294
2002	18	12,010	\$75.3	\$6,268
2003	19	12,184	\$79.7	\$6,545
2004	19	12,363	\$85.7	\$6,930
2005*	19	12,442	\$96.8	\$7,777
2006 ⁺	19	12,700	\$104.4	\$8,222

Sources: County of York and York County School Division, 2005.

*2005 numbers are estimated.

⁺2006 numbers are budgeted amounts.

YCS D has set goals and objectives, matched them to budgetary needs, and successfully increased instructional funding each fiscal year. Nevertheless, the division can improve on its process for allocating these increased funds by setting out prioritized long-term goals and requiring that increases in inflation-adjusted revenues per student be spent according to these priorities.

The Department of Finance has a well-defined, web-based process for receiving budget recommendations from the school principals and directors. As stated above, budget instructions include a format for asking for additional funds and justification for new and additional funding.

In theory, the principals may follow the above-listed budget instructions. In practice, almost all the principals request the same budget amounts as for the previous year. These amounts are for consumables and for staff development. In effect, the principals have no say in their budget requests. Actual budget requests for the principals are quite small, ranging in the low tens of thousands (\$10,000 to \$30,000). For the schools, however, these discretionary budget amounts are very important.

As Exhibit 4-6 shows, the amount of funding for the division has steadily increased since 2000, and this remains true even after adjusting for inflation. The principals have not seen substantial increases in funding, nor have they had the level of input they need for per student budgeted amounts or professional development funds. Whether they should see increases or not is something the division and the school board should determine. There should, however, be a better process that allows for consideration of this.

RECOMMENDATION

Recommendation 4-4:

Improve the budget process to allow principals some discretion in requesting their school budgets and provide a formalized process for doing so.

The Assistant Superintendent for Instruction should conduct an assessment of campus-based needs in conjunction with school principals and determine if the funding levels for each school principal's budget are appropriate and in keeping with changes in student demographics. The Finance Department should work with the Assistant Superintendent for Instruction to formalize such a process in conjunction with the implementation of Recommendation 4-3. Similarly, the needs assessment should be conducted with assistance from the Finance Department as part of the budget process.

FISCAL IMPACT

This recommendation can be implemented without a significant financial impact. Whereas this effort will involve increased staff time of as much as 20 hours each for the Assistant Superintendent for Instruction and budgeting staff, it will result in a more targeted and involved budget process that can lead to better allocation of funds.

FINDING

The Information Services Department has to adopt a statutorily required Instructional Technology Plan. The 2004-07 plan was approved on May 24, 2004. This three-year

plan follows a formal technology planning process for the division that began in 1997. The plan was created with careful stakeholder input and builds on the school board's vision for strong technology implementation in the division. The plan sets out benchmarks and assigns responsibility for measuring against these benchmarks.

As Exhibit 4-8 shows, the 30-page plan has just one page dedicated to fiscal considerations.

**EXHIBIT 4-8
YORK COUNTY SCHOOL DIVISION
INSTRUCTIONAL TECHNOLOGY PLAN 2004-2007
FISCAL CONSIDERATIONS**

Funding to support major technology refurbishments for three schools per year will be determined by the school board, division superintendent and chief financial officer on an annual basis. Fund sources include local funds from York County, state and federal funds supporting mandates for student achievement, and grant resources targeted toward specific instructional initiatives.

The second-generation technology model costs include:

Elementary/classroom cost: \$9320 for Teacher iStation and 3 computers per classroom

Average Software cost/year: \$500

Secondary/classroom cost: \$5720 for Teacher iStation

General Purpose Lab: \$33,000

Technology Budget, FY 05 – FY 07.

Description	FY05	FY06	FY07
Telecommunications	\$500,000	\$500,000	\$500,000
Online testing initiative	544,000	544,000	0
IT operating funds	90,000	90,000	90,000
Information Services replacement budget	1,300,000	1,300,000	1,300,000
Rollover funding (*Board of Supervisors decision)	350,000 (tentative)	350,000 (tentative)	350,000 (tentative)
Prof dev funds – instructional	20,000	20,000	20,000
Title IId Ed Tech Funds (*DOE controlled)	24,000	24,000	24,000
Total	\$2,828,000	\$2,828,000	\$2,284,000

Source: York County School Division, Instructional Technology Plan, 2004-2007.

This one-page description of the technology budget lists high-level line-item descriptions that do not tie back to the content in the technology plan. Except for the amount of \$544,000 for the on-line testing initiative in FY 05 and 06, all other line items are shown at the same amount for each of the three fiscal years. This budget does not provide any information for number of FTEs, nor does it tie any funding to specific major initiatives.

The division has an SOP, S.Reg.–5.2 (3c) on Institutional Technology Implementation Plan (ITIP), that requires a planning document for the long-term management of instructional technology equipment for instruction and systems. This ITIP is to be based

on the Technology Plan and is supposed to be a five-year schedule for upgrading instructional technology equipment and systems used to deliver instruction. This ITIP is to estimate future costs for equipment upgrades and expansion as is done for a CIP. As such, the ITIP is meant to be the link between the technology plan and the budget.

Personnel needs and general administration of Information Services should also be part of any planning documents. They are not included in the Technology Plan and only partly included in the ITIP. In fiscal year 2006, Information Services requested 20 additional FTEs and were approved for nine. As required in the budget instructions, Information Services provided a justification. For fiscal year 2007, Information Services is requesting five more FTEs. However, in neither request were the justifications explicitly tied back to the Technology Plan or ITIP, nor was there a way for the Superintendent and the school board to compare Information Services' requests against the long-term technology plan.

In addition, the technology budget simply lists the line item for rollover funding as tentative funding. Rollover funds are the unexpended funds that at the end of the fiscal year, by agreement between the County of York and the school board, are appropriated back to the school division. YCSD dedicates this funding to technology spending. The school board may appropriate from these technology funds as it deems necessary in future years. See Chapter 9.0, Technology Management and Use, Section 9.1, Technology Planning, and Recommendation 9.1 for related review.

RECOMMENDATION

Recommendation 4-5:

Amend the Information Services Department's technology plan to include budgetary and funding information in a format that shows funding and FTEs associated with various functions and also new initiatives.

The technology plan and ITIP should show one-time costs, ongoing costs, and FTEs associated with each function and initiative of Information Services. A sample layout is shown in Exhibit 4-9. This information should be provided to the school board so that it has sufficient information to make decisions among competing priorities.

**EXHIBIT 4-9
SAMPLE LAYOUT FOR OUTLINING PROJECTS/NEW INITIATIVES AND THEIR
FISCAL IMPLICATIONS**

DESCRIPTION OF NEW INITIATIVE OR PROJECT	FY 05	FY 06	FY 07
Infusion at York High	One-time Costs	Ongoing/Maintenance Costs	Ongoing/Maintenance Costs
	Additional FTEs and Cost	Additional FTEs and Cost	Additional FTEs and Cost
Total Costs	XXXX	XXXX	XXXX

Source: MGT of America, 2005.

FISCAL IMPACT

This recommendation will require up to 40 additional staff hours to gather and compile the budgetary and funding information in the technology plan, but it can be implemented without additional funds using the department's existing budget.

FINDING

YCSD has continually improved its budget and budget process to better serve the needs of the division. One such improvement is the addition of performance benchmarks. Information Services and the Finance Department have adopted performance benchmarks. Most of the benchmarks adopted by the Finance Department measure the efficiency of the processes. These include the turnaround time for processing purchase vouchers (the standard is two days), accuracy rate in the processing of paychecks, and accounts payable vouchers processed within 10 days. The department meets its benchmarks at a rate in excess of 90 percent.

Besides the Information Services and Finance departments, other departments have yet to adopt performance benchmarks. Workload and efficiency performance benchmarks are helpful in managing a department as well as for tracking and reporting performance to administrators, the school board, and other stakeholders.

COMMENDATION

The YCSD Finance Department is commended for adopting benchmarks that require a high level of competence and rapid turnaround time for its division-wide functions.

RECOMMENDATION

Recommendation 4-6:

Adopt performance benchmarks governing processes in those departments with the largest effects on the most constituents: teachers and students.

The Finance Department 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 that adopts the performance benchmark to come up with meaningful, measurable benchmarks.

FISCAL IMPACT

This recommendation can be implemented with current resources as part of the ongoing budgeting functions of each department. Although this would require additional staff hours initially while each department develops and implements benchmarks, the Finance Department can help each department set up systems to readily capture performance data on an ongoing basis.

4.3 Benefits

The Human Resources (HR) Department at the school division oversees compensation and benefits. Two employees cover this function. A Compensation and Benefits Analyst concentrates on compensation and negotiates and interacts with benefit providers. A Benefits Specialist interacts with division employees and provides direct assistance to division employees and retirees from enrollment through termination of benefits and all transactions in between.

The division has bought and currently uses the Human Resources component of Kronos,[®] a workforce management software system that has a benefits administration component. The division is also using the Kronos[®] time and attendance system.

FINDING

Each June, YCSD has a month-long open enrollment period for benefits for the fiscal year beginning October 1. Until the current fiscal year, the division contracted with an outside firm to facilitate this open enrollment. With the purchase of the Kronos[®] HRMS system, the division instituted a self-service open enrollment system. Under this system, each employee has to use a computer to physically enroll for his or her own benefits for the year. The HR Department, along with Information Services, set up kiosks at various locations in the school division to provide computer access to each employee. Using a two-week rotating schedule, the Benefits Specialist and another HR employee visited various locations around the division to answer questions and to help employees enroll. They had to answer as many computer questions as benefits questions.

Many nonprofessional staff such as bus drivers, custodians, and mechanics do not have computers available to them. Some may not have the basic literacy or computer proficiency to self-enroll using computers entirely on their own.

COMMENDATION

The YCSD Human Resources and Information Services departments are commended for automating benefits enrollment and adopting a self-enrollment system. They are further commended for making kiosks and in-person help available to all employees.

RECOMMENDATION

Recommendation 4-7:

Continue offering the kiosks and in-person help in future years during the benefits open enrollment period and provide tech support, both on-site and via the help desk.

The kiosks have already been configured and set up by Information Services personnel for the open enrollment period for fiscal year 2006. There should be no additional costs to keeping these set up permanently. Providing the on-site and help desk tech support during the open enrollment period similarly will not increase costs. Since many of the

questions are computer related, Information Services should work with HR to provide the appropriate level of this support.

Further, these kiosks should be maintained year-round at these locations and also provide payroll and leave accounting information on Kronos[®] that is currently available to all employees who use the Kronos[®] time and attendance system and have access to the computers. See Section 4.4, Payroll, for further information.

FISCAL IMPACT

There is no significant fiscal impact for implementing this recommendation since the kiosks have already been configured for the current year. Information Services personnel would need minimal time make up the kiosks permanent.

FINDING

The division issues periodic RFPs for benefit providers and also completes a survey of benefits to determine employee needs and benefit provider satisfaction. The division provides a wide array of benefits to its employees and retirees. These include health and dental plans; an Employee Assistance Program; flexible spending accounts; Tax Sheltered Annuity (TSA) plans; and disability, critical care, and whole life insurance plans. The division, through Central Purchasing managed by the County of York, goes through an RFP process at regular intervals for each benefit component—every four years for health, dental, and TSA plans, for instance.

COMMENDATION

The division is commended for conducting annual employee surveys to assess employee needs and satisfaction with benefits providers and for issuing periodic RFPs to find the most competitive rates and services for division employees and retirees.

FINDING

The Human Resources Department at YCSD uses the Kronos[®] HRMS system that includes a benefit component. Payroll activities are handled by the Finance Department. Payroll personnel use the Kronos[®] WFC for the division's time and attendance system, but not the Kronos[®] payroll system. Since the division relies on the County of York for its financial system, AS 400, all financial transactions have to tie back to the AS 400 system where the division's general ledger is maintained.

Each employee record is entered into AS 400 by Payroll personnel. HR personnel enter all new hire data into the Kronos[®] HRMS, and this information is verified by Payroll. Benefits personnel enter each new employee's benefits information into an MS Excel file. Each employee's benefits information is provided to Payroll on an e-mailable form created by Information Services. The benefits information is then entered manually by Payroll into the AS 400 system.

RECOMMENDATION

Recommendation 4-8:

Direct Information Services to write the interface for benefits to payroll.

Benefits should be transitioned to the benefits component of Kronos® HRMS as a priority. The division is in the process of transitioning to Kronos® HRMS. Human Resources should provide the personnel and dedicated time to make this happen, since the system has been purchased and installed and is now operational. HR may have to temporarily shift personnel resources to allow this to happen on an accelerated schedule, and it should do so if necessary. The benefits process will be streamlined and become more efficient once fully functional on this system. This will allow HR and the Finance Department to automatically obtain necessary reports from this automated system rather than manually compiling them.

FISCAL IMPACT

There are no additional costs related to this recommendation. Although it will require dedicated staff time for implementation, it will immediately save time for personnel in the HR and Finance departments by allowing them to produce automated reports versus having to manually compile these reports.

4.4 Payroll

The payroll function in the Finance Department is headed by the Payroll supervisor, who has a staff of three. The payroll staff serves about 1,800 employees of the division along with some 400 substitute teachers a month. Payroll personnel work closely with the Human Resources Department. Since the HR Department uses Kronos® HRMS, new employees are set up in this system by HR. The division uses Kronos® WFC, where nonprofessional staff use swipe cards and professional staff do their own time and attendance and leave accounting.

FINDING

YCSO teachers (about half of all permanent employees) do not use the Kronos® WFC. Instead, they rely on the SubFinder system for their leave accounting. The SubFinder system allows for leave balance accounting, but it is not being used for licensed staff. Each month, HR reviews and corrects the SubFinder reports and then prints out these reports and provides them to payroll personnel. Payroll personnel manually enter teacher leave accounting data into the AS 400 system each month.

Under this system, the teachers do not have automated leave accounting access as nonteachers who use Kronos® do. The division could choose to add teachers to the Kronos® system. There would be two main disadvantages to this: the division would have to buy and pay for licenses for each teacher who uses the Kronos® WFC, and teachers would be duplicating their leave entry in both the Subfinder system and also in Kronos®.

The SubFinder system is a multifaceted program that includes a Data Exchange Pro module, a SubPay module, and a WebConnect module. The SubFinder system and its modules are able to manage complex interfacing tasks, including to Kronos® systems. The Data Exchange Pro module allows Time-Worked and Time-Absent information to be exported to timekeeping and payroll systems. The SubPay module allows an interface to the payroll system for an automated substitute teacher payroll. The WebConnect module allows an employee with authorized access to work on the system on the Internet when necessary.

The division upgraded its SubFinder system to version 4.8.04.4B SR-1 in December 2004. This version includes the Data Exchange Pro, the SubPay, and WebConnect modules. The division has been using the SubPay module for substitute teacher payroll.

RECOMMENDATION

Recommendation 4-9:

Implement the use of the Data Exchange Pro module in the SubFinder system so that leave balance accounting for teachers can be automated.

The Information Services Department can work with HR and Payroll personnel to create the necessary interfaces to AS 400 and Kronos.® This would eliminate the need to manually enter leave accounting data for teachers each month, saving payroll personnel time. It would also provide a more accurate system for tracking absence reasons, budget codes, and any other pertinent information that the Finance and Human Resources departments want to track. Like other division employees, teachers would be able to access their leave accounting on-line on an ongoing basis rather than relying on their monthly pay stub.

FISCAL IMPACT

There will be no significant fiscal impact for implementing this module. There will be increased staff time commitment for initial training of HR and payroll staff, and by Information Services for creating the necessary interfaces. However, this automation will result in efficient and streamlined processes for payroll and HR and will more than make up for the initial staff time commitment during the implementation stage.

4.5 Fixed Assets Management

Fixed Assets Management and its database at the York County School Division are managed primarily by the Finance Department, whereas actual inventory responsibilities are under Maintenance and Facilities Support and managed by the Manager of Warehouse/Property Services (Exhibit 4-10). Four employees help with inventory as well as warehouse management. (See Chapter 5.0, Purchasing, Warehousing, and Contract Management for warehouse management.)

In October 2003, the division concluded a three-month business process reengineering study of textbook management practices. This comprehensive review, conducted by key division personnel directly involved in textbook management, came up with

recommendations to deal with many of the problems found in the division. The main recommendation involves a pilot program to institute a barcoding inventory system of every textbook using ADM 2000 in all middle schools.

During the summer of 2005, all middle school textbooks were barcoded. Elementary and high schools plan to follow suit over the next two years. The division is commended for addressing a problematic textbook management process and recommending and implementing an efficient and cost-effective new process. As stated in the October 2003 study, the division should conduct follow-up studies to gauge the effectiveness of this system once it has been fully implemented. Savings and effectiveness of the new system should be tracked by comparing the status and costs of the textbook inventory prior to and after implementation. The division should also study the ease of implementation at the teacher level and the process for recovering replacement costs from students for lost and damaged textbooks.

FINDING

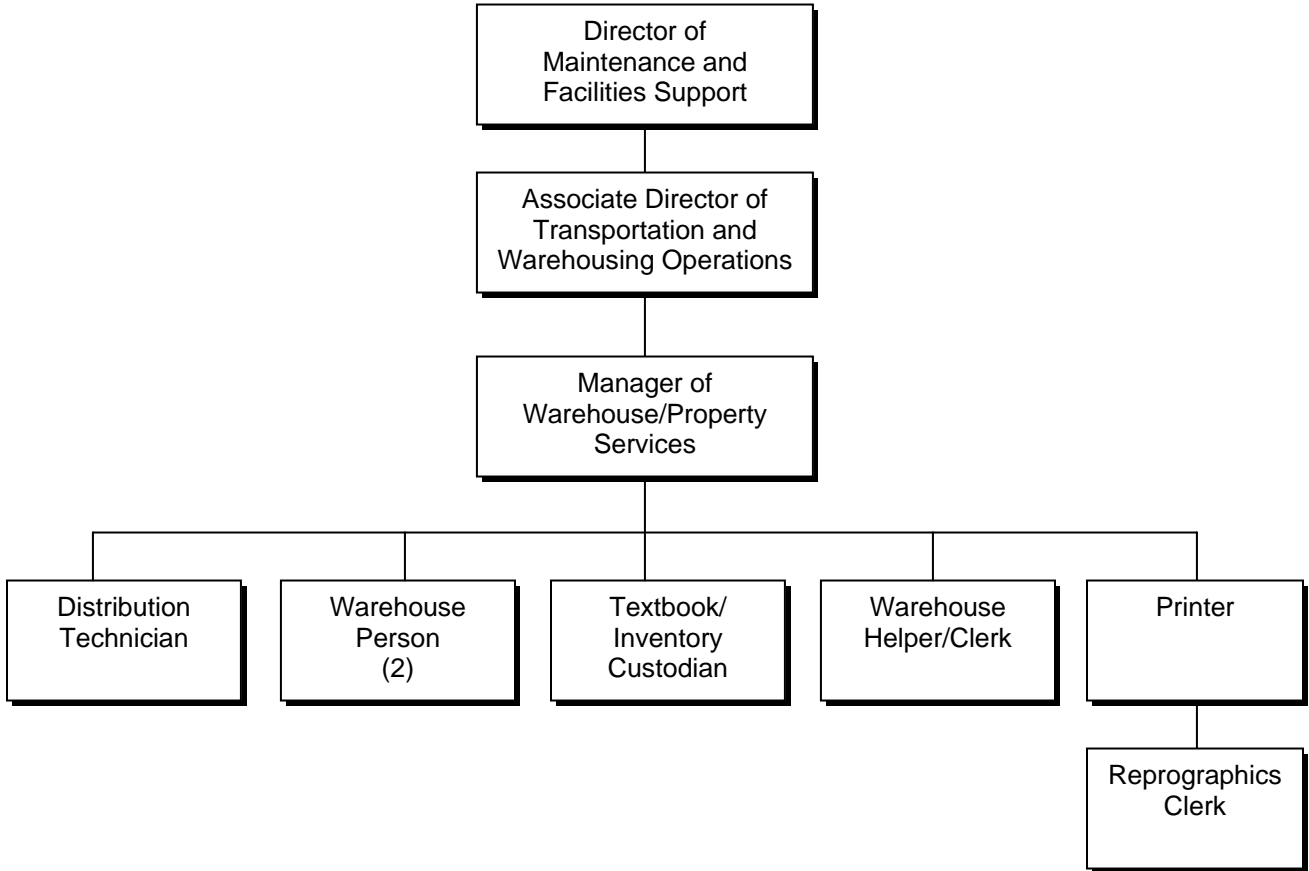
The York County School Division has a well-managed Fixed Assets System. The division uses Assetmaxx, a web-based asset management system that can be accessed from anywhere on the Internet. The system allows for additions, disposal, and modifications of asset data. The assets database can be customized for multiple purposes, including insurance and accounting.

All assets in excess of \$500 are tracked using this system. In addition, all assets in excess of \$5,000 in value are tracked for the purpose of the annual reporting in CAFR for Fixed Assets/Equipment Inventory. Finance Department personnel work with Warehouse/Property Services personnel to ensure integrity of fixed asset data so that the Finance Department can effectively track, maintain, and report on fixed asset financial information. This division uses a barcoding system for asset management where each asset is identified with a barcode label that is affixed uniformly to the asset.

For technology assets, such as computers and servers, the division has just begun to have the vendors apply the labels prior to delivery. The vendors are provided the labels and shown where to affix them.

The asset management staff provides information to division employees on identifying and inventorying assets. Annual physical inventories are conducted to account for all assets in the system. The asset management staff uses an elaborate system to assign a physical location to each asset; this includes procedures for making any location changes.

**EXHIBIT 4-10
YORK COUNTY SCHOOL DIVISION
WAREHOUSING ORGANIZATION**



Source: York County School Division, Maintenance and Facilities Support Department, 2005.

All schools and departments are given a schedule in advance, with instructions on what to do prior to the annual on-site inventory review. Newly acquired assets that lack labels are barcoded at this time. Each school and department is also provided with a missing items report to help in accounting for all assets. Asset management staff are currently working with Information Services and other departments to increase compliance with procedures to add and dispose of assets on an ongoing basis.

COMMENDATION

The Warehouse and Transportation Department and the Finance Department are commended for establishing a well-developed and comprehensive process for identifying, inventorying, and managing the fixed assets of the York County School Division.

4.6 Risk Management

FINDING

The Superintendent has delegated risk management responsibility for the division to the Chief Financial Officer, who manages it along with his payroll supervisor and the Finance Secretary. The following outlines practices and initiatives at the division:

- Retiree Health Plan Actuarial Valuation, conducted as of January 1, 2004. YCSD provides health benefits to its retirees with at least 20 years of service. Such postretirement benefits are a form of deferred compensation, and the school division needs to know the actuarial liabilities for these Other Post-Employment Benefit (OPEB) obligations. The Government Accounting Standards Board (GASB) has issued a draft standard that is expected to be finalized. YCSD has done the actuarial valuation ahead of the issuance of the GASB standard, using the draft standard.
- YCSD has the majority of its insurance coverage for basic property, casualty, and liability through the Virginia Municipal Liability Pool, and its workers' compensation insurance through the Virginia Municipal Group Self Insurance Association. The division commissioned a risk summary for 2005-06 from a professional risk management consultant that provides an insurance policy summary. The division does not have overlap in its coverage and has comprehensive insurance for the risks and liabilities it may face.
- The division's workers' compensation insurance is self-funded. YCSD has reserve funds in excess of \$1 million and has not had a year when premiums exceeded reserves. A five-year loss report for the division shows claims incurred of less than \$1 million for a total of 1,104 claims. The division has achieved "gold" and "platinum" star status for all accidents reported within 48 hours and for no claims, respectively.
- The division's health insurance is self-funded through Anthem Blue Cross Blue Shield.
- The division has an extensive safety program. An Occupational Safety and Regulatory Compliance Specialist in HR does investigative work and trains staff on safety issues. This specialist works with a Division Safety Committee and also works with the CFO in reviewing safety-related insurance claims. The division has widely circulated and readily available Standard Operating Procedures on safety.

COMMENDATION

The York County School Division is commended for its proactive approach to risk management.

4.7 Shared Services and Cooperative Agreements

FINDING

As a fiscally dependent school division, YCSD relies on the County of York to levy taxes, issue debt, and appropriate funds on its behalf. This dependency and a long-established good relationship between the two entities has resulted in several shared services that benefit one or both.

The following describes these Finance Department-related shared services and cooperative agreements.

- Sharing of the accounting system, AS 400, for the general ledger, accounts payable, and payroll. The county provides the hardware, software, and technical support services for the system to the division at no cost to the division.
- The county issues 1099s and W2s, and reconciles year-end payroll balance sheets for the division at no cost to the division.
- The County Administrator and the County Treasurer electronically sign all accounts payable and payroll checks and issue all checks at no cost to the division.
- The school division has taken the lead in acquiring the Kronos[®] time and attendance system. The county is a user of this system and shares maintenance costs on a prorated basis with the division. The county is currently considering following the division in converting to the Kronos[®] HRMS system.
- The two entities share a contract for third-party risk management consultant services.
- Both also share in a third-party administrator contract with the Virginia Municipal Government Self Insurance Pool for managing workers' compensation claims.
- The combined Central Purchasing Office is at the county, and the Purchasing Officer and a buyer dedicated to school division work are funded by the county.
- The school division contracts with the county to provide grounds maintenance at division schools. This contract is reevaluated every two years.
- The two entities have an agreement over bus services; the county uses the division's school bus services for its Head Start programs, for instance.

- The division obtains fuel for its vehicles from county fueling locations.
- The two entities have a formal agreement to create and maintain a reserve fund for the Post-Employment Benefits.
- The County Planning Office develops annual student enrollment projections for the division.
- The county and the school division have an agreement about unexpended funds. By state law, these revert back to the county; by an informal agreement, the county board of supervisors transfers or designates it back to the school division as the Technology Fund. The school division uses these funds for technology expenditures.
- The county and the division have also set up a Revenue Stabilization Fund, or a Rainy Day Fund, to help the division in times of large revenue swings as occur with receipt of federal impact aid.
- The county board of supervisors, again by a long-standing agreement, has adopted a budget formula. The school division receives the same increase in county funding as the increase (or decrease, as the case may be) in the county's annual projected General Fund revenue.
- The county hires the external auditor for reviewing annual financial statements of both entities. The division pays only for the issuance of its CAFR audit.

COMMENDATION

York County Public Schools is commended for maintaining a collaborative working relationship with the county that creates a mutually beneficial partnership with cost savings for both.

5.0 PURCHASING, WAREHOUSING, AND CONTRACT MANAGEMENT

This chapter reviews the purchasing, warehousing, and contract management of the York County School Division (YCSD). The chapter is divided into three sections:

- 5.1 Purchasing
- 5.2 Warehousing
- 5.3 Contract Management

CHAPTER SUMMARY

The school division's procurement system is a well-functioning collaborative system. Purchasing policies and procedures have been developed and manuals are readily accessible. Through the use of "P cards," school principals are free to make small purchases on their own, without the need to work each request through a centralized bureaucracy. The division maintains a good working relationship with the purchaser of record, the County of York Purchasing Office. The system could be improved in minor ways (for example, by increasing the P card monthly limits, or by including purchasing information on a web page).

The more important improvement is considerably broader in scope. Responsibility for managing all division contracts should be centralized in the Finance Department. The contract administrator could establish a database and calendar to track contract deliverables, and continually monitor compliance with contractual terms.

5.1 Purchasing

The Finance Department oversees internal school division purchasing processes. Central Purchasing, a division of the Department of Financial and Management Services at the County of York, serves the procurement needs of both the County of York and the school division. The purchasing officer at Central Purchasing and a buyer assigned to all school division procurement needs work with the school division CFO and purchasing staff for procurements, primarily a Customer Service Purchasing Technician. See Exhibit 4-1 in Chapter 4.0 for an organizational chart of the Finance Department.

The school division does not pay for a shared central purchasing arrangement; under an existing informal agreement with the County of York, these services have been provided to the school division at no cost. The county, as the fiscally responsible entity for the school division, and the school division share budgeting, accounting, and treasury functions. The division uses the county's general ledger. The county averages about 5,000 purchase orders a year for about \$40 million; of these, in fiscal year 2005, the school division had 1,124 purchase orders for \$20.4 million.

Sharing the purchasing function is beneficial to the school division. Besides saving on costs for a buyer and a purchasing officer, the school division also benefits from combined buying power. Central Purchasing is a member of the National Institute of Governmental Purchasing, the Virginia Association of Governmental Purchasing, and

the Southeastern Virginia Governmental Purchasing Cooperative. The two entities are in a better negotiating position when buying goods and services together than if each purchases individually.

Although all purchasing decisions are made by the school board and division staff, the Central Purchasing Office provides an extra layer of internal controls, simply by default. The school board maintains authority over all division purchases with no interference from the county board of supervisors. The division staff have access to an automated requisition and purchase order system through Intranet access to the county's AS400 system. Division personnel fax backup material with a copy of the actual requisition, and the county processes these within four hours of receiving them.

The school division has an elaborate procedures manual readily available in paper format, on the Internet, and on the Intranet. The Superintendent's regulatory memos, school division Standard Operating Procedures (SOPs), specific policies and procedures for purchasing, and purchase cards collectively provide a sound basis covering the purchasing function. These procedures include lines of authority and adequate approval of signatures that maintain an adequate level of internal control. A justification process for purchase requisitions provides further controls, and is appropriately more involved for sole-source requests.

About 75 percent or more of administrators and principals—the division personnel making most of the purchases—found the purchasing function to be adequate or outstanding as shown in Exhibits 5-1 and 5-2. Fewer teachers rated purchasing as an adequate or outstanding function. The division may want to obtain further information to understand the reasons behind teachers' responses.

**EXHIBIT 5-1
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Most of York County School Division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	87/0	79/6	47/14

Source: Survey conducted by MGT in October 2005.

¹ Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT 5-2
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT		/		% ADEQUATE ¹ + OUTSTANDING	
	ADMINISTRATORS		PRINCIPALS		TEACHERS	
q. Purchasing	13/77		8/74		11/38	

Source: Survey conducted by MGT in October 2005.

¹ Percentage responding *Needs Some Improvement* or *Needs Major Improvement*/Percentage responding *Adequate* or *Outstanding*. The *should be eliminated* and *don't know* responses are omitted.

COMMENDATION

The Finance Department is commended for developing updated policies and operating manuals for purchasing and P cards and for making the manuals readily and easily accessible.

FINDING

The York County School Division does not have any purchasing information on its web site. The general public and sellers of commodities and services may not be aware of Central Purchasing and the need for potential sellers to turn to the County of York. The division also sells its surplus property through Central Purchasing on publicsurplus.com.

The division has varying levels of procedures with increasing dollar values. Such segregation prevents unnecessary paperwork and micromanagement while providing increasing oversight and controls for larger amounts of purchases. Exhibit 5-3 shows the purchasing procedures by dollar value for the division.

**EXHIBIT 5-3
YORK COUNTY SCHOOL DIVISION
PURCHASING PROCEDURES BY DOLLAR VALUE**

DOLLAR VALUE OF PURCHASE	PURCHASING PROCEDURE
Below \$1,000	Noncompetitive. Use of purchase cards (P-cards), a VISA™ card issued by the Bank of America
\$1,000-\$5,000	Requires two written quotes.
\$5,000-\$15,000	Requires three written quotes.
Between \$15,000 and \$30,000	Solicited through Central Purchasing
\$30,000 and above	Sealed Competitive Bidding, requires school board approval.

Source: York County School Division and County of York, November 2005.

Information about the purchasing requirements associated with dollar value and information about solicitations and sale of surplus property is found on the county's web site. It is, however, not found on the division's web site.

RECOMMENDATION

Recommendation 5-1:

Provide information on purchasing on the school division web site through a link to the County of York purchasing page.

Information such as Exhibit 5-3 and basic information about the purchasing arrangement with the county should be on this new purchasing page on the division web site. This can include such information as the fact that the county posts solicitations on EVA, the Commonwealth of Virginia web site. A link to the county web site would provide access to the purchasing notices and surplus property sales.

This involves minimal effort and costs on the part of purchasing personnel and the Information Services staff. It does increase exposure to the selling public about what the division is buying. Increased exposure to potential buyers helps increase competition in the number bids, which in turn can help lower costs for goods and services the division is buying.

FISCAL IMPACT

This recommendation can be implemented with existing resources and will require minimal staff time for the division's Information System staff as part of their web site management tasks.

FINDING

The York County School Division implemented a site-based management approach for its purchases of \$1,000 or less. For these purchases, the division replaced a purchase order method with individual purchase cards (P cards) that are credit cards issued in partnership with a bank to individual assigned card holders. The York County purchasing officer is the administrator for this program and has oversight responsibilities.

Currently, the division has about 100 users, with each school having three card holders: the principal, the secretary/bookkeeper, and the media specialist. P card holders can purchase goods and services of less than \$1,000 per transaction using P cards. Most card holders have monthly limits of \$5,000, and each card is tied to a separate account.

Each card holder maintains a log for each purchase and receipts for purchases. Twice a year, the Finance Department audits each P card holder's log and purchase activities. The Finance Department has a defined audit program and issues audit findings reports. In addition, web-based as well as in-person training for P card use is available and required by the County Purchasing Office.

The move to a P card system has decreased the need for processing numerous small purchase orders and has increased efficiency in purchase of goods by decreasing the

need and time for extra paperwork. In addition, purchasers obtain the goods in a shorter time period. The school division is able to maintain integrity in purchasing by biannual audits, training, and comprehensive policies and procedures.

COMMENDATION

The York County School Division is commended on its move to a purchase card system.

FINDING

The P card system has been well-received by all high school principals as seen by the division's 2005 Principals' Customer Service Survey results. On average, high school principals have higher small purchasing needs than those of middle schools and elementary schools. Increasing the monthly cap on the amounts for principals and their secretaries would meet the higher purchasing needs at high schools.

RECOMMENDATION

Recommendation 5- 2:

Increase the procurement card monthly limits from \$5,000 for high school principals.

The Finance Department should review the purchasing history by individual accounts, review trends over months, review audit history, and determine which accounts need the limit adjusted. Those making legitimate purchases with clean audits showing that they follow procedures should be reviewed for a determination of an increase in the monthly limit. Increasing the limit where necessary would save unnecessary purchase orders or allow P card holders to make purchases as they need them rather than waiting for the next month when the monthly limit is exceeded. The division already has some administrators at higher monthly limits.

FISCAL IMPACT

This recommendation can be implemented with existing resources since it would simply be a change in current policy.

5.2 Warehousing

Efficient warehousing services are important to efficient delivery of necessary goods. An efficient warehousing and delivery function should have sound management systems that help ensure proper receipt, storage, delivery, and distribution of goods.

The surplus warehouse functions at the division are located within the Transportation and Warehousing Operations. The Warehouse/Property Services Supervisor oversees the specific functions at the division. Exhibit 4-10 in the previous chapter shows the organizational chart for this Department. Two warehouse personnel are responsible for handling work orders and delivering furniture and other goods to schools. The Textbook/Inventory Custodian handles textbook orders, barcoding, inventory, and delivery.

The warehouse, at the time of an MGT on-site visit, was maintained in an orderly manner, and had furniture, computers, USDA food (including in the freezer), archived financial records in filing cabinets, and textbooks in a separate room.

FINDING

The warehouse had a stack of computers marked Grafton Complex technology infusion that had been stored for several months in this warehouse. Unlike technology infusions where computers are delivered, barcoded, inventoried, and delivered to the schools within a few weeks, these computers were stored and did not have an upcoming delivery date.

In addition, Information Services rents five storage units to store backup computers for each school infusion. The division is considering building a warehouse for Information Services to store all the computers. (For additional information about the infusion model the school uses, see Chapter 9.0, Technology Management and Use, Section 9.4, Software and Hardware.) At either two or three infusions each year, the amount of storage space needed for storing excess computers for each school that is infused will keep growing. The division does not have a plan for addressing this growing need, nor an analysis of these increasing and infusion-associated costs.

RECOMMENDATION

Recommendation 5-3:

Conduct a feasibility study with a benefit cost analysis for deciding on building a new warehouse for Information Services for the storage of computers.

Renting storage spaces on an ad hoc basis is not a fiscally sound process. The cost benefit analysis should include warehousing costs as part of the total costs of infusion for each school, and should be included in both the Instructional Technology Plan (long-term) and Instructional Technology Improvement Plan (short-term).

One option to consider for this analysis would be the use of the current warehouse for computer storage. Current configuration and use of the warehouse would not allow long-term storage of computers unless the division stopped using the warehouse for short-term storage of noncomputer items. So, for instance, the division should conduct a feasibility and benefit cost analysis of moving to a just-in-time delivery system for all noncomputer items. The division should also explore the possibility of requiring the sole-source vendor to store the excess inventory from the infusions. If the division decides to consider building a new warehouse versus renting current and additional storage spaces, the decision should be made as part of warehousing for the whole division as opposed to just for Information Services requirements. Information Services should include costs of computer storage as part of the total infusion costs. The division should use its business process reengineering study model with affected personnel participating in the process to explore and find solutions for short-term and long-term storage needs of the division.

FISCAL IMPACT

The recommendation can be implemented with existing resources using the model from prior business process reengineering projects and personnel from various departments.

5.3 Contract Management

The school division has a decentralized contract management system. Each Department has oversight and monitoring responsibilities over its contracts. The County Purchasing Office is involved in contract administration for the division's larger purchases of goods and services. An Assistant County Attorney assigned to the school division draws up contract documents. Purchase orders are attached to contracts and maintained at Central Purchasing with copies of the executed contract provided to the budget holder who requested the purchase order for goods or services. A budget holder is the individual with budgetary authority to expend funds, such as a department director or a principal.

The Finance Department has a limited role in contract management. When problems arise, the Finance Department helps the budget holder with the process for change orders and contract amendments when dealing with Central Purchasing Office. Central Purchasing Office handles all change orders and amendments as if it were a new purchase order.

The Finance Department processes all payments to contractors and requires budget holder signature and the original invoice before paying invoices. When asked for advice or help, the Finance Department staff provide assistance to budget holders with the processes related to actual administration of the contract.

Construction contracts are handled by the Director of Maintenance and Facilities Support. The division has an adequate process and oversight over construction contracts for the processing of invoices. A percentage of funds is retained until all work is completed and accepted by the school division. The division has considerable oversight over large division contracts, such as the contract with Aramark for food services. The Aramark contract is tied to a separate food services fund, and budget-to-actual reporting every month to the school board ensures additional scrutiny and oversight.

The division does not maintain a central database for contracts. Central Purchasing maintains two databases for the school division and both of these are available on the County's Intranet and one is accessible to division employees.

FINDING

Until 2003, each school principal negotiated and managed their own beverage and snack vending contracts. The contractual terms and profits to schools differed greatly from one contract to the next; some schools did not even have written contracts. Because many of the contracts did not call for "full service vending," school staff often had to manage the products sold and to stock the machines. In 2003, the Finance Department established a division-wide committee to develop an RFP, and subsequently issued contracts to two vendors—one each for snacks and beverages—that increased

division revenues by over \$100,000 per year and relieved staff of all vending responsibilities.

COMMENDATION

The division is commended for issuing division-wide vending contracts. This action increased the financial benefits to individual schools, and saved many hours of school staff time.

FINDING

There may be further opportunities to obtain systemwide benefits from centralized contract management.

There cannot be consistent monitoring and evaluation of performance by vendors and contractors without a centralized database and a contract management system that a division maintains. Without a centralized contract management system, policies and procedures are not effectively adopted for governing how contracts are administered and managed throughout the division.

The Finance Department developed a compliance manual for vending services following issuance of the division-wide vending contracts. Other than that, the only reference to a contract administration policy or Superintendent's Regulatory memo or SOP is Finances.013. Procedure for Determining Classification of Independent Contractor. This does not address when an independent contract is drawn, although the division does have an Independent Contractor Agreement that is signed once the CFO reviews and determines when an independent contractor needs an agreement.

The public is best served when contractors provide good quality work at a reasonable price, and when contracting processes are cost-effective and designed to avoid legal and ethical problems. The simplest way to ensure that these objectives are met on a regular basis is to institute strict contract management procedures, and to ensure that they are followed by assigning responsibility for compliance to one person or Department. Effective contract management procedures ensure that:

- *Statutory requirements have been met*, by establishing and adhering to announcement and selection procedures that are clearly in compliance with state law;
- *The most cost-effective contractor is selected*, by striking the proper balance between quality and cost;
- *Selected contractors are capable of fulfilling their obligations*, by verifying references and licenses, and considering the outcome of previous contracts with the division to the extent consistent with state law, prior to execution of the contract; and
- *Contractors are doing their job*, by monitoring the goods and services received and comparing them to contractual obligations.

This cannot be accomplished by remote control. No matter how effective and efficient York County's purchasing office may be, it will never be in as good a position as the division itself to select the best contractors and ensure that these contractors fulfill their obligations.

RECOMMENDATION

Recommendation 5-4:

Establish a centralized contract management system that allows for ongoing monitoring and review of contracts.

The Finance Department should perform this function to centralize contract management, and to do so the division needs to accomplish these tasks:

- Create a database of all contracts. The division should access the County Intranet for all contracts and establish a tracking database.
- Establish a calendar that identifies contract initiation and expiration dates and major milestones.
- The division should assign one person in the Finance Department to be the contract administrator/specialist. One of the two grants management personnel in Accounting would be able to do this work with some reassignment of tasks among other division personnel.
- This Contract Administrator should obtain copies of all contracts from Central Purchasing and maintain them in the Finance Department or provide access to all contracts electronically for wider availability to division staff.
- The CFO, along with this Contract Administrator, should establish written standard policies and procedures for contract administration. These should include:
 - the minimum dollar amount that would require a formal agreement;
 - who signs the formal agreement;
 - who has the authority to enter into this agreement; and
 - what circumstances trigger liability insurance requirements.

More generally, processes should be established for:

- determining and completing change orders and contract amendments;
- dealing with vendors and contractors that fail to meet contract requirements and deadlines; and
- contract termination.

FISCAL IMPACT

There would be a fiscal impact to the division if an entirely new Contract Administrator position were established. However, the Finance Department can absorb this function, given that it has been providing support to all departments on contract administration on an as-needed basis. Once the centralized function is established, the Finance Department can undertake review of contracts for cost-effectiveness, and any savings can be used to justify a new position. The Finance Department should implement this recommendation within the current fiscal year.

6.0 EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT

This chapter provides a summary of the delivery and evaluation of services to students in the York County School Division (YCSD). The four major sections of this chapter are:

- 6.1 Organization and Management of Curriculum and Instruction
- 6.2 Curriculum and Instructional Services
- 6.3 Academic Services and Accountability
- 6.4 School Administration
- 6.5 Student Services

CHAPTER SUMMARY

YCSD has demonstrated exemplary practices in the delivery and management of educational services. Dedicated staff have provided leadership and delivery of instruction to students throughout York County that is consistent with the Virginia Standards of Learning (SOLs).

The Program of Studies Curriculum Guides serve as the framework for instruction in YCSD. When teachers follow the curriculum guides and the scope and sequence provided for them, instruction of the SOLs is ensured. The Program of Studies Curriculum Guides are exemplary and should be showcased as a best practice throughout Virginia public school divisions.

In addition to the Program of Studies Curriculum Guides, the Department of Curriculum and Instructional Services has developed a comprehensive reading model for kindergarten through fifth grade. Within the structure of the YCSD reading model, teachers place students in flexible instructional reading groups with their peers. To facilitate reading instruction in small groups, each school maintains a Literacy Room, filled with leveled texts. The YCSD reading model serves as an exemplary framework for comprehensive reading instruction in the elementary school.

YCSD offers a comprehensive continuum of academic and special programs for its students. YCSD offers core and noncore academic subjects as well as a comprehensive continuum of gifted education services, honors courses, the International Baccalaureate Programme, magnet programs at all grade levels, the Virtual High School, and alternative education programs. The administration and staff of YCSD hold high expectations for all students and offer specialized services for students whose native language is other than English and for students with disabilities. The division has maximized resources to offer exemplary academic and special programs to its students.

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. YCSD demonstrates exemplary practices for school improvement and accountability. All YCSD administration and faculty are involved in analyzing instructional organization and effectiveness. This is evident when reviewing the Educational Operating Plan process; the school-based administrator evaluation process, including

the School-based Administrator Evaluation Checklist; and the Instructional Expectations for Building Administrators document.

The Department of Student Services oversees special education and related services for students with disabilities. These services are highly regulated by federal and state laws. YCSD has worked diligently to identify the strengths and gaps in special education administrative processes through a business process re-engineering study. The Department of Student Services is also commended for maintaining an active Special Education Advisory Committee, comprised of parents of students with disabilities. The committee has been effective in bridging the communications between administration and parents and serving in an advisory role to the Department of Student Services and the York County School Board.

While MGT found YCSD to have many exemplary practices in the delivery and management of educational services, other findings led to the following recommendations for continued improvement of instruction and services to students:

- Hire one Instructional Curriculum Specialist and four Middle School Testing Coordinators.
- Integrate learning strategies and differentiated instruction into the general education curriculum.
- Implement systematic and explicit instruction of the curriculum as aligned with the SOLs at Yorktown Elementary School.
- Provide direct support and staff development in the implementation of systematic and explicit instruction of the curriculum and ongoing progress monitoring of student progress at Yorktown Elementary School.
- Develop Yorktown Elementary School as a model program for providing systematic and explicit instruction for replication at other schools that demonstrate an achievement gap among subgroups of students.
- Revise the YCSD guidance curriculum to be consistent with Virginia Department of Education regulations and American School Guidance Association guidelines.
- Ensure that the adoption and purchase of textbooks is prioritized to avoid the use of grossly out-of-date textbooks.
- Document quantitative intervention data for the Child Study Team prior to referral for evaluation, and decrease the overidentification of students with disabilities.
- Develop a plan to expand transition services for secondary students with disabilities.

- Hold general education and special education teachers accountable as teachers of record for implementation of the Individual Education Plan for students with disabilities.

The chapter also includes best practices and research that support the findings and recommendations for YCSD. While MGT does make recommendations to YCSD, the overall operation of educational service delivery was found to exemplary. YCSD can serve as a model of best practices for other school divisions throughout the Commonwealth of Virginia.

INTRODUCTION

The mission of YCSD is to:

...ensure the success of all students through a rigorous and innovative instructional program of public education that expects the highest levels of excellence from staff and students. All students will become lifelong learners prepared to compete in a global economy.

YCSD has established five goals. The York County School Division will:

- promote increased academic achievement for all students;
- promote high academic expectations and career opportunities for all students;
- recruit, hire, and retain highly qualified, diverse staff reflecting the composition of the York County community;
- provide safe, secure, healthy, and well-disciplined learning environments for all students; and
- utilize effective communications techniques to engage community members in the decision-making process.

The belief statements of YCSD directly reflect the division's commitment to achievement for all students. These belief statements are as follows:

- All students can learn.
- Student achievement is the core priority of the school division.
- Technology enhances student learning.
- Instructional programs must be evaluated annually.
- Parental and community involvement are essential.
- Learning occurs best in a safe and caring environment.

- Education is a responsibility shared by students, teachers, parents, administrators, and members of the community.
- High expectations are appropriate for all students.
- Equitable programs, facilities, and educational opportunities promote excellences for all students.
- Exceptional school divisions recruit and retain highly qualified and diverse staff.
- Students must be prepared for career choices.
- Mutual respect is essential in all interactions.
- Division employees must be dedicated to positive learning outcomes for all students.
- Multiple educational programs are essential to meet student needs.

Exhibit 6-1 presents an overview of peer public school divisions in 2004-05. As shown, YCSD has similar enrollment to other divisions in Cluster 5 and has the lowest percentage of economically disadvantaged students.

**EXHIBIT 6-1
OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENT ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
York County	5	12,374	220	13.9%	19
Albemarle County	5	12,420	157	18.2%	24
Frederick County	5	11,745	198	17.6%	16
Fauquier County	5	10,742	195	14.8%	18
Roanoke County	5	14,512	169	15.7%	27
Montgomery County	5	9,517	113	32.6%	20

Sources: Virginia Department of Education Web site, 2005; United States Census Bureau, 2000 Census Data; www.schoolmatters.com.

Exhibit 6-2 shows the teacher staffing levels and pupil to teacher ratios for YCSD and peer school divisions. As shown, YCSD has the highest ratio of pupils to classroom teaching positions for grades 8 through 12.

**EXHIBIT 6-2
TEACHER STAFFING LEVELS AND PUPIL:TEACHER RATIOS
PEER SCHOOL DIVISIONS
2003-04 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
York County	68.2	14.6	14.7
Albemarle County	85.9	13.3	9.8
Frederick County	86.4	13.6	9.3
Fauquier County	83.5	13.8	9.9
Roanoke County	83.2	15.3	9.0
Montgomery County	87.7	15.1	8.1
Division Average	82.5	14.3	10.1
STATE AVERAGE	81.45	13.1	11.2

Sources: 2003 Superintendent's Annual Report for Virginia; Virginia Department of Education Web site, 2005.

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

MGT survey results show that central office administrators, principals, and teachers believe that the overall quality of the public education in YCSD is *good* or *excellent*. They also believe that the quality of education in YCSD is improving. The grades given for the quality of YCSD teachers, school level administrators, and central office administrators was consistently an A or a B.

MGT survey results further show that administrators, principals, and teachers *strongly agree* or *agree* that:

- The emphasis on learning in YCSD has increased in recent years.
- Schools have materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.
- The schools are “good places to learn”.
- Most students are motivated to learn.
- The curriculum is broad and challenging to most students.
- Teachers know the material that they teach.
- Teachers expect students to do their very best.

- Principals' work as instructional leaders of their schools is good or excellent.
- Principals' work as the managers of staff and teachers is good or excellent.
- Teachers' work at meeting students' individual learning needs is good or excellent.

The majority of administrators, principals, and teachers also believe that curriculum planning, program evaluation, research and assessment, instructional coordination and supervision, and instructional support were adequate or outstanding.

6.1 Organization and Management of Curriculum and Instruction

YCSD is committed to using its resources, including personnel, to provide a safe, technology-rich environment in which students can engage in meaningful schoolwork that challenges them to think, reason, and develop ownership for their learning. This section of the report reviews the organizational structure of educational service delivery, including the departments of Curriculum and Staff Development, Academic Services and Accountability, School Administration, and Student Services.

FINDING

The Department of Curriculum and Staff Development maintains seven administrative staff, including: one Director, one Associate Director for Instructional Technology, two Instructional Curriculum Specialists, one Professional Development Specialist, one Instructional Technology Specialist, and one Online Training Specialist. The administrative staff in the Department of Curriculum and Staff Development is limited, particularly in the area of instructional curriculum. The two Instructional Curriculum Specialists are responsible for all core and noncore academic curriculum development and implementation for 12,374 students. A comparison division, Roanoke City Public Schools, has five Instructional Curriculum Specialists for 14,512 students. MGT recognizes that the Professional Development Specialist coordinates professional development, but greater emphasis must be placed on increased support of instructional expertise at the school level.

With the emphasis on accountability in both federal and state regulations, greater stress must be placed on curriculum development and implementation. YCSD demonstrates overall proficiency with student performance, but recognizes the achievement gap among the student subgroups, including students who are economically disadvantaged, of minority ethnicity, or who have disabilities. Not only is curriculum development and implementation critical, but there is also a need for central office staff to increase direct support to schools that do not meet Adequate Yearly Progress (AYP) or that have recognized increases in underachieving student subgroups.

The Department of Academic Services and Accountability maintains four staff, including: one Director, one Accountability Specialist, two Special Programs Specialists, and one part-time Magnet Program Specialist. The central office staff is adequate for overseeing the responsibilities of the department, particularly when collaborating with other

departments within the division and school administrators. Coordination of testing at the school level, however, is lacking.

The Cortez Management Corporation conducted a review of secondary guidance staff, responsibilities, and practices in 2004. The study concluded that school guidance staff were spending the majority of their time on non-counseling duties. School guidance staff reported devoting the majority of their time on test coordination. As a result of the study, YCSD hired Testing Coordinators at each of the four high schools in 2004-05. Based on on-site interviews and school reports, the addition of the Testing Coordinators has made a tremendous difference in adequately preparing students for national and state assessments, as well as providing a more comprehensive guidance program.

Similar testing coordination services continue to be lacking at the middle school level. Middle school guidance staff continue to spend the majority of their time on non-guidance duties and primarily serve as testing coordinators. It was reported during on-site interviews that guidance services have remained lacking due to other responsibilities of the middle school guidance staff.

The Department of School Administration has seven staff, including: one Director, one Associate Director, one School Administration Specialist, one Adult Education Specialist, one Food Service Specialist, one Foundation Liaison, and one School Security Specialist. The Department oversees all school operations functions, including supervision and evaluation of principals, Educational Operating Plans, discipline, guidance services, administrative hearings, attendance, adult education, school safety, and the York Foundation for Public Education. The current staff is adequate to maintain administrative oversight of the department responsibilities.

The Department of Student Services has seven staff, including: one Director, one Associate Director, and five Instructional Specialists for Student Services. The Director and Associate Director oversee administrative and compliance responsibilities related to federal and state regulations. The Instructional Specialists for Student Services provide direct support to school administrators and instructional staff. The current staff is adequate to maintain administrative oversight of student services programs and direct support to schools.

RECOMMENDATION

Recommendation 6-1:

Hire one Instructional Curriculum Specialist in the Department of Curriculum and Staff Development and four Middle School Testing Coordinators in the Department of Academic Services and Accountability.

YCSD should hire five additional staff to improve the delivery and management of educational services. One Instructional Curriculum Specialist should be assigned to the Department of Curriculum for development and implementation of curriculum throughout the division. The Instructional Curriculum Specialist should also be assigned direct support to schools that do not meet AYP or that have increased numbers of underachieving subgroups of students. The four Middle School Testing Coordinators should be hired through the central office, but assigned to each middle school, respectively, to oversee all testing coordination duties.

FISCAL IMPACT

One Instructional Curriculum Specialist position costs \$52,000 in salary plus \$14,560 in benefits at 28 percent for a total of \$66,560 for 2006-07, with an annual increase of three percent for 2007-08 through 2010-11. A Middle School Testing Coordinator costs \$42,000 in salary plus \$11,760 in benefits at 28 percent for a total of \$53,760 times four positions for a grand total of \$215,040 for 2006-07, with an annual increase of three percent for 2007-08 through 2010-11. These costs over a five-year period would total \$1,408,000. (not including any future salary increases.)

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire one Instructional Curriculum Specialist	(\$66,560)	(\$66,560)	(\$66,560)	(\$66,560)	(\$66,560)
Hire four Middle School Testing Coordinators	(\$215,040)	(\$215,040)	(\$215,040)	(\$215,040)	(\$215,040)
Total Costs	(\$281,600)	(\$281,600)	(\$281,600)	(\$281,600)	(\$281,600)

6.2 Curriculum and Instructional Services

The Department of Curriculum and Staff Development oversees the development of curriculum in all academic content areas. This department is responsible for providing staff development, technical assistance, and monitoring of curriculum guides consistent with the SOLs. This section of the chapter will review curriculum and instructional services. Staff development is reviewed in Chapter 3.0.

FINDING

The YCSD Program of Studies provides curriculum guides for core and non-core courses taught in the schools of York County. As appropriate, these instructional materials correlate with the Virginia Standards of Learning (SOLs) and include:

- scope and sequence charts;
- content outlines;
- units of study;
- identified learning strands;
- SOL essential knowledge and skills;
- learning objectives;
- samples assessments;
- instructional blueprints;
- text and technology resources;
- suggested time frames for instruction;
- in-class reading lists;
- supplemental reading lists; and
- summer reading lists and assignments for advanced or AP courses.

When teachers follow the curriculum guides and scope and sequence provided for them, they can be assured that instruction of the SOLs is included.

The YCSD curriculum guides are comprehensive and strictly aligned with the Virginia SOLs. Teachers have access to the guides for daily instruction that is consistent with the content of the SOLs.

COMMENDATION

YCSD is commended for developing and implementing comprehensive curriculum guides consistent with the Virginia Standards of Learning.

FINDING

In 2000, YCSD began to develop an elementary reading model in response to an audit of the division's reading programs. Within the structure of the YCSD reading model, teachers place students in flexible instructional reading groups. To facilitate reading instruction in small groups, every school maintains leveled texts in a Literacy Room. The Literacy Room allows easy access to a wide variety of literature, with books consistently leveled according to difficulty.

The YCSD reading model serves as the framework for comprehensive reading instruction in the elementary school. The model meets the challenge of relying on sound research in teaching of reading as the program's foundation. The reading model permits teachers to apply best instructional practices and participate in ongoing professional development that supports classroom reading instruction. The reading model also offers teachers flexibility to individualize and differentiate reading instruction to meet the diverse learning needs of individual students.

COMMENDATION

YCSD is commended for developing and implementing the elementary reading model.

FINDING

The Department of Curriculum and Staff Development worked with the Department of Academic Services and Accountability to analyze student achievement data and identify gaps in instruction and student learning. In addition, the Department has prepared recommendations to the York County School Board on instructional programs in mathematics instruction for kindergarten through eighth grade and secondary reading. These recommendations were directly related to School Board Goal 1.

The Math Instruction Committee held meetings in 2002-03, 2003-04, and 2004-05 to review existing mathematics instruction, consider mathematics achievement data, and target specific mathematics instruction modifications that would better meet the needs of students, including minority students and students with disabilities, limited English proficient students, disadvantaged students, and gifted students. The Committee

recommendations address a three-year start-up period for effective implementation of kindergarten through eighth grade math.

Exhibit 6-3 shows Mathematics Assessment and Intervention Recommendations.

**EXHIBIT 6-3
YORK COUNTY SCHOOL DIVISION
DEPARTMENT OF CURRICULUM AND STAFF DEVELOPMENT
MATHEMATICS ASSESSMENT AND INTERVENTION RECOMMENDATIONS OF
THE MATH INSTRUCTION COMMITTEE
2005-06 THROUGH 2007-08**

2005-06 SCHOOL YEAR RECOMMENDATIONS	2006-07 SCHOOL YEAR RECOMMENDATIONS	2007-08 SCHOOL YEAR RECOMMENDATIONS
Develop an elementary math model for grades kindergarten through fifth grade.	Provide staff development on new elementary math model.	Implement the elementary math model.
Explore departmentalizing mathematics instruction in the upper elementary grades.	Where feasible, departmentalize mathematics instruction in the upper elementary grades.	Provide mathematics instructional materials.
Review and modify the Math Works seventh and eighth grade courses.	Provide elementary mathematics specialist or mathematics lead teacher services to elementary teachers.	Continue to provide elementary mathematics specialist or mathematics lead teacher services.
Review and modify scheduling and requirements of quarterly math requirements.	Implement the modified Math Works seventh and eighth grade courses.	Continue to schedule time for collaboration and peer observation.
Schedule time for topic-specific collaboration and peer observations	Provide mathematics staff development in support of the Math Works sevenths and eight grade courses.	
Encourage teachers to seek math specialist endorsement.	Provide schools with instructional resources.	
Provide mathematics professional development.	Continue to address math quarterly tests and their alignment with the curriculum.	
Provide mathematics instructional materials.	Continue to schedule time for collaboration and peer observation.	

Source: YCSD, Department of Curriculum and Staff Development, 2005.

A Secondary Reading Committee was formed in 2004 to consider existing secondary reading instruction and make recommendations for increasing the reading achievement of students in grades 6 through 12. Recommendations address a two-year start-up period for secondary reading interventions.

During 2005-06, the committee recommended that a reading specialist be placed in each middle school to oversee the reading initiative and perform such duties as determining student reading levels and providing reading interventions, consultation, peer coaching, and staff development. The committee further recommended continuing

the Reading Works 6, 7, and 8 courses, as well as developing a new middle school course, Reading Network, that would serve the most at-risk middle school readers beginning in 2006-07. Technology-based instructional materials including READ 180 by Scholastic and Reading Advantage by Great Source.

For 2006-07, the committee recommended administering reading assessments in the spring and fall to determine reading levels and begin implementation of the Reading Network Course. The reading specialist would continue to oversee the reading initiative and provide technical assistance and support to students and teachers. The committee also recommended that a reading specialist be placed at each high school, determine reading levels, and utilize the READ 180 intervention by 2006-07.

The Department of Curriculum and Staff Development has done an exemplary job in identifying programmatic recommendations to better address the needs of struggling learners. The committee work in math and reading has provided a framework for the continuation of curriculum development and implementation. Administrative staff will develop the proposed budget and fiscal impact related to the recommendations of the Math Instruction Committee and the Secondary Reading Committee. MGT supports the recommendations of the Math Instruction Committee and the Secondary Reading Committee.

COMMENDATION

The York County School Division is commended for identifying programmatic recommendations to better address the needs of struggling learners.

FINDING

YCSO must continue differentiating instruction and incorporating effective learning strategies into the instruction of the curriculum. While teachers are including differentiation and learning strategies in learner plans, the actual implementation continues to need improvement.

During on-site visits, it was reported that teachers continue to need support in differentiation and instructional strategies. A review of Classroom Walk-Through data shows that teachers are less likely to use higher level and critical thinking questioning and the power strategies and activities. Administrators more positively rated teaching objectives, targeted grade level standards, alignment of text to materials, and the learning environment.

The McREL publication *What Works in Classroom Instruction* lists nine categories of strategies that research and experience have shown to have a strong influence on student achievement. YCSO uses this resource in staff development for teachers and administrators. The effectiveness of a strategy depends on the achievement level of the student, the skill and thoughtfulness with which a teacher applies the strategies, and contextual factors such as grade level and class size. Instructional strategies are only tools to teach the standard course of study. *The Differentiated Classroom: Responding to the Needs of All Learners* (Tomlinson, 1999) is also an excellent resource for differentiated instruction.

COMMENDATION

The York County School Division is commended for providing staff development in research-based instructional strategies and holding administrators and teachers accountable for their implementation.

RECOMMENDATION

Recommendation 6-2:

Integrate learning strategies and differentiated instruction into the general education curriculum.

YCSD should integrate learning strategies and differentiated instruction for students with disabilities into the general education curriculum and within the context of the YCSD key strategies to close the achievement gap. The Department of Curriculum and Staff Development should assume the primary responsibility for this recommendation. The Department of Curriculum and Evaluation should ensure that 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 summative assessment and ongoing monitoring of student progress.

FISCAL IMPACT

This recommendation can be implemented with existing funds.

6.3 Academic Services and Accountability

The Department of Academic Services and Accountability is responsible for the oversight of academic and special programs. These programs include core academic courses, magnet programs, career and technical education, fine arts, the Limited English Proficiency Program, gifted education, the International Baccalaureate Programme, honors programs, federal programs coordination, oversight of state and division-wide academic tests, division data analysis, remediation programming, and facilitation of the division's Southern Association of Colleges and Schools initiatives.

Course selection is based on the student's ability, past record of academic achievement, career goals, and special interests. Fine arts and career technical electives offer students the opportunity to explore new subjects as well as gain new knowledge and skills. Students can pursue academic and/or career goals, as well as an array of elective courses of study.

FINDING

YCSD offers a comprehensive continuum of academic and special programs for its students. Exhibit 6-4 shows the academic and special programs offered to students in YCSD, including gifted; honors; elementary fine arts magnet; elementary math, science, and technology magnet; and middle school arts magnet programs, as well as the International Baccalaureate Programme, on-line Virtual High School, and New Horizons Regional Education Center. YCSD also offers specialized services for students with limited English proficiency, the York River Academy Charter School, and the summer residential Governor's School.

**EXHIBIT 6-4
YORK COUNTY SCHOOL DIVISION
SPECIAL AND ACADEMIC PROGRAMS
2005-06 SCHOOL YEAR**

<p><u>Gifted Education Program</u></p> <ul style="list-style-type: none"> ■ Thematic units with emphasis on critical thinking & problem-solving ■ Grades 1-2 (PEP) at EXTEND Center ■ Grades 3-5 (EXTEND); at EXTEND Center ■ Grades 6-7: Gifted classes in middle schools ■ Grades 8-12 Advanced & AP courses, Honors Program, Governor's School, International Baccalaureate ■ Admission by referral/eligibility 	<p><u>Limited English Proficiency (LEP) Program</u></p> <ul style="list-style-type: none"> ■ For students whose first language is not English ■ Instruction to increase English language proficiency and fluency (Grades K-12) ■ Rosetta Stone technology component ■ Part-time itinerant instructions ■ Admission by referral/eligibility ■ Offered in all schools
<p><u>Elementary Fine Arts Magnet</u></p> <ul style="list-style-type: none"> ■ Fine arts linked to CORE curriculum (Grades 1-5) ■ Dance, Drama, Choral Music, Instrumental Music, Visual Arts ■ Performance ■ Exhibitions ■ Visiting artists ■ Admission by application/lottery selection ■ Offered at Waller Mill Elementary 	<p><u>Elementary Math, Science, Technology Magnet</u></p> <ul style="list-style-type: none"> ■ Process-oriented study of math, science & technology (Grades 1-5) ■ Exploratoriums ■ Scientist-in-Residence ■ Integration of CORE and resource content ■ NSA partnership ■ Galaxy instructional program ■ Admission by application/lottery selection ■ Offered at Yorktown Elementary
<p><u>Honors Program</u></p> <ul style="list-style-type: none"> ■ Rigorous academic program (Grades 8-12) ■ Required and sequential CORE courses ■ Multimedia Communications Seminar ■ Required GPA ■ Required course grade: ■ Community service component ■ Admission by application ■ Offered in all middle and high schools 	<p><u>Middle School Arts Magnet</u></p> <ul style="list-style-type: none"> ■ Enriched, interdisciplinary humanities curriculum (Grades 6-8) ■ Literacy Arts, Theatre Arts, Rhythmic Arts ■ Middle school CORE and resource content ■ Performances/exhibitions ■ Admission by application/lottery selection ■ Offered by application/lottery selection ■ Offered at Queens Lake Middle and the School of the Arts facility at Bruton High
<p><u>The School of the Arts</u></p> <ul style="list-style-type: none"> ■ Enriched, interdisciplinary humanities curriculum (Grades 9-12) ■ Literacy Arts, Theatre Arts, Rhythmic Arts ■ Performance schedule ■ Exhibitions ■ Mentorship component ■ Admission by application/audition ■ Offered at Bruton High 	<p><u>The International Baccalaureate Programme</u></p> <ul style="list-style-type: none"> ■ Enriched, interdisciplinary humanities curriculum Grades 9-12) ■ Emphasis on humanities/upper level math and science ■ Required GPA ■ Theory of Knowledge (ToK) ■ Extended Essay ■ Community Action Service component ■ Admission by application/interview ■ Offered at York High
<p><u>Virtual High School</u></p> <ul style="list-style-type: none"> ■ CORE and electric high school courses ■ Courses posted on Blackboard.com by teachers and reviewed by staff; taught by licensed teachers ■ For some students requiring an alternative setting to regular high school ■ For some students needing homebound instruction ■ Admission by application/administrative placement ■ Offered at students' homes or site with Internet access 	<p><u>York River Academy</u></p> <ul style="list-style-type: none"> ■ Charter school (Grades 9-10) ■ CORE curriculum with technology focus ■ A+ Computer Repair/Cabling ■ Web Design ■ Low student-teacher ratio ■ Admission by application/administrative placement ■ Offered at YRA and York High campus
<p><u>New Horizons Regional Education Center</u></p> <ul style="list-style-type: none"> ■ Governor's School Higher level math, science, and technology; mentorship component (high school) ■ Career/Technical programs; lead to licensure and certification (high school) ■ Admission by application/lottery selection ■ Offered at two Peninsula campuses: Butler Farm and Woodside 	<p><u>Summer Residential Governor's School</u></p> <ul style="list-style-type: none"> ■ Rigorous summer academic programs (high school) ■ Math and science programs; foreign language academies ■ Performing arts opportunities/mentorship ■ Enrollment allotments per high school ■ Admission by application/audition ■ Offered at Yorktown Elementary

Source: YCSD, Department of Academic Services and Accountability, 2005.

Students in the elementary grades receive gifted education through the Primary Enrichment Program and the Extend Program. YCSD offers the Extend Center for elementary students who are eligible to receive gifted education. The elementary program for gifted students is based on thematic units with emphasis on critical thinking and problem solving. Middle school gifted classes are offered to eligible students at their zoned school. High school students receive gifted education through advanced placement, advanced honors, or the International Baccalaureate Programme. There are 766 students who participate in the gifted education program in kindergarten through twelfth grade.

The Elementary Fine Arts Magnet Program is located at Waller Mill Elementary. Dance, drama, choral music, instrumental music, and visual arts are offered to students who attend this magnet program. The fine arts courses are directly linked to the core curriculum and Virginia SOL for grades 1 through 5. Through a multidisciplinary, integrated instruction approach, students demonstrate mastery of the SOLs while conducting performances and exhibitions of their art.

YCSD's Limited English Proficiency (LEP) Program provides language services to students in kindergarten through twelfth grade who have not mastered English proficiency or fluency based on a state-mandated assessment. The LEP Program offers English language instruction to students whose native language is not English and who also lack the English proficiency necessary to understand and complete academic assignments in the general education classroom. There are 167 students in YCSD who participate in the LEP Program.

General education students in sixth grade are teamed and generally have seven classes per day, including a double block for English, a period of physical education, and elective courses. Electives include Art, Conflict Resolution, Drama, Foreign Language, Keyboarding, Music, Technology, Teen Living, and Career Compass. Students in need of additional work in reading may be assigned to Reading Works. Criteria for assignment to Reading Works include, but are not limited to, scores below the 30th percentile on a standardized assessment in the areas of reading comprehension or language.

General education students in seventh and eighth grade are not teamed and are enrolled in both required and elective courses. Seventh and eighth grade students in need of additional work in English and/or mathematics may be assigned to Reading Works and/or Math Works during an elective period. Criteria for assignment to Reading Works or Math Works classes is consistent with the criteria at the sixth grade level.

High school students in YCSD take six 90-minute block classes, three per day/alternating days, and one 50-minute class which meets every day. The essential electives at the high school level include: art, business and information technology, drama, English, Foreign Language, Health and Physical Education, Marketing Education, Math, Music, National Junior ROTC, Technology Education, and Trade and Industrial Education.

Specialized electives are offered through the School of the Arts and New Horizons. The School of the Arts offers Advanced Arts Link 9 and 10, Advanced Writer Workshop 10 and 11; Advanced Theatre Arts I and II, and Rhythmic Arts I and II. New Horizons offers Governor's School and Career and Technical courses that meet sequential elective requirements.

Through agreements with local institutions of higher education, selected high school courses can be taken for college as well as high school credit. The following courses in YCSD can be taken under the dual enrollment agreement with Thomas Nelson Community College: Business Management, Computer Information Systems I, Computer Information Systems II, Design, Multimedia and Web Technologies, Marketing II, Engineering Drawing/Design, Computer Systems Technology I, Web Design/Computer Applications (at York River Academy only), and Web Design/Computer Applications II (York River Academy only).

Tech Prep is a comprehensive curriculum linking high school to employment, further training, and post-secondary education. The program prepares students for work or for further education by integrating academic and technical education. Tech Prep also stresses work ethics, thinking, problem solving, and interpersonal skills. Through an articulation agreement between Thomas Nelson Community College and YCSD, students are eligible to earn college credit by successfully completing the program with a minimum grade of B.

Certain high school courses are designated as Advanced Placement (AP) or advanced. The requirements of these courses exceed those of general grade-level courses. AP or advanced courses offer weighted credit. Students enrolled in an AP course are required to take the AP exam for that course. All AP courses are designed to help prepare students for the AP exams.

The YCSD Honors Program is designed to provide students in eighth through twelfth grade with the opportunity to complete a rigorous academic program. Students choosing to participate in this program are required to complete the honors courses, maintain a specified grade point average, and perform 20 hours of community service outside of school.

The International Baccalaureate (IB) Programme is a college preparatory course for academically talented students in ninth through twelfth grade. All IB courses are taught by instructors trained in IB instruction at workshops conducted by the International Baccalaureate Organization (IBO). The courses are designed to develop strong writing, time management, and critical and higher order thinking skills. Students in the IB program also participate in the interdisciplinary liberal arts curriculum.

Four Career and Technical Education programs are offered for high school credit with concentrations that lead to career/technical completer status. Career and Technical Education courses prepare students to take industry certification exams as they prepare to work in Business and Information Technology, Marketing Education, Technology Education, and Trade and Industrial Education.

York River Academy (YRA) is a charter school operated by YCSD. The school is designed to provide selected students in ninth and tenth grade with an innovative academic and career-preparatory education in core academic areas. A specialized emphasis is offered in computer repair and cabling and web design. Instructional materials are student-centered. Teachers use a collaborative approach that prepares students for success in the classroom and the world of work. The sequenced curriculum at YRA provides the necessary foundation for students to return to their home high school at tenth grade or pursue the GED.

The Virtual High School is an initiative aimed to provide students with access to specific courses through a virtual learning environment. Academic and elective courses from YCSD are posted on Blackboard.com by teachers, and the virtual courses are taught by qualified instructional staff. Students enrolled in Virtual High School courses may access courses through any computer with an Internet connection. YCSD also offers the Virtual High School to students in other Virginia school divisions.

The Middle School Arts Magnet provides students in sixth through eighth grade with an exemplary arts experience. Literary Arts, Theatre Arts, and Rhythmic Arts courses are taught at the School of the Arts at Bruton High School. Students complete the remaining academic and elective courses at Queens Lake Middle School.

YCSD has chosen to be active in the development and implementation of a wide array of academic and special programs aimed to address the individual needs of its students. The division has maximized resources to offer exemplary academic and special programs to its students.

COMMENDATION

YCSD is commended for developing and implementing a wide array of academic and special programs aimed to address the individual needs of its students.

FINDING

In 2004, YCSD established a Minority Student Achievement Task Force, which found that minority students were underachieving when compared to all students and that fewer minority students were enrolling in advanced classes.

Overall, YCSD students are performing very well on the Virginia Standards of Learning. The data further show, however, that Black and Hispanic students consistently perform below their White peers. Students with disabilities were the lowest performing subgroup of students. While the number of these subgroups of students represents less than 50 and do not affect the AYP status at the individual schools, the performance of subgroups of students has an impact on the overall performance of the division. All schools had an enrollment of less than 50 students with disabilities.

SOL assessments administered in English, mathematics, history/social science, and science and end-of-course tests in Algebra I and Geometry in grades 3, 5, 8, and 11 and End of Course tests. The results of these tests are combined to produce an overall passing percentage for each subject area. Declining SOL accreditation scores were noted in English at all four high schools from 2002-03 to 2004-05. Grafton High School's math and history scores declined from 2003-04 to 2004-05. Tabb High School's history and science scores declined from 2003-04 to 2004-05.

The Minority Student Achievement Task Force made recommendations related to closing the achievement gap of minority students. The recommendations were developed based upon an extensive analysis of YCSD data and research articles.

Recommendations of the task force include:

- Increase understanding of cultural and racial diversity throughout YCSD.
- Make programmatic decisions that ensure YCSD increases academic and social-emotional growth of minority students.
- Enhance recruitment for and access to accelerated programs for minority students.
- Increase parental and community involvement.
- Increase the representation and retention of minority staff within all employee groups in YCSD.

The task force further developed a rationale and implementation strategies for each recommendation. YCSD has integrated the recommendations and implementation strategies throughout the division's current initiatives and maintains a collaborative, system-wide approach to closing the achievement gap of minority students. MGT supports the recommendations, rationale, and implementation strategies of the Minority Student Achievement Task Force 2004.

COMMENDATION

YCSD is commended for the development of the Minority Student Achievement Task Force and the recommendations, rationale, and implementation strategies to close the achievement gap of minority students throughout the division.

FINDING

YCSD demonstrates differences in academic performance among student groups, resulting in an achievement gap among minority students and students with disabilities. *No Child Left Behind* requires annual testing to measure student progress in reading and mathematics. NCLB also requires that schools, school divisions, and states meet annual objectives for Adequate Yearly Progress for student performance on statewide tests in reading and mathematics. For a school, a school division, or Virginia to meet AYP, it must meet or exceed 29 benchmarks for participation in statewide testing, achievement in reading and mathematics, and attendance or science (elementary and middle schools) or graduation (high schools).

Yorktown Elementary School, however, did not meet AYP requirements in 2005 in three subcategories: Black performance in reading and math and economically disadvantaged student performance in English. School staff and administration have completed a thorough analysis of student achievement data. Extensive efforts have been made to determine strengths of the school and gaps in performance of the students.

Students in kindergarten, second, third, and fifth grade fell further below grade level from the first grading period to the last grading period. Based on these data, only students in first and fourth grade demonstrated improved progress. A further review of 2003-04 second grade student data from Yorktown Elementary School showed that even with

documented interventions 46 percent of the students received *Needs Improvement* on report cards and 50 percent of the students remained below grade level.

Based upon the 2004-05 AYP data, Yorktown Elementary School has targeted strategies for students who are underachieving. These strategies include: alter and watch lists, a student achievement task force, Tuesday tutoring, reading audit of reading model, and identified accelerated reader expectations. In addition, systematic and explicit instruction must be implemented at Yorktown Elementary School. This is particularly imperative in kindergarten through second grade in reading. While school staff and administration have done an excellent job in identifying the problematic areas, it is now necessary for teachers at Yorktown Elementary School to be highly qualified and to focus on teaching the curriculum in alignment with the SOLs.

Instruction for students at Yorktown Elementary may require more intensity than is specified in the YCSD Reading Model. More direct support in staff development, implementation of systematic and explicit instruction, and ongoing progress monitoring is also needed from the central office administrative staff. While the administration at Yorktown Elementary School is clearly focused on the needs of the students, greater support from the central office is needed.

An example of a school that has demonstrated closing the achievement gap for economically disadvantaged, and minority students is Lancaster Primary School in Lancaster, Virginia. The school demonstrated systematic and explicit instruction, but also extended learning through community volunteers, peer tutoring, and daily after-school programs that focused on mentoring, enrichment, and remediation of deficit skills.

RECOMMENDATIONS

Recommendation 6-3:

Implement systematic and explicit instruction of the curriculum as aligned with the SOLs at Yorktown Elementary School.

YCSD should implement systematic and explicit instruction of the curriculum as aligned with the SOLs at Yorktown Elementary School. While the school staff and administration have identified student strengths and needs, emphasis should now be placed on the focused instruction aimed to close the achievement gap for students who are economically disadvantaged or who are of minority ethnicity.

Recommendation 6-4:

Provide direct support and staff development in the implementation of systematic and explicit instruction of the curriculum and ongoing monitoring of student progress.

YCSD central office staff should provide direct support to Yorktown Elementary School through staff development in the implementation of systematic and explicit instruction of the curriculum. The central office staff should also serve as additional support to the administration in ensuring that instruction is based on the curriculum and aligned with the SOLs. In addition, the central office staff should assist Yorktown Elementary School in the development and implementation of meaningful and focused extended

learning opportunities for students, such as peer tutoring, mentoring programs, community volunteer tutors, and daily after-school programs aimed to close the achievement gap.

Recommendation 6-5:

Develop Yorktown Elementary School as a model program for providing systematic and explicit instruction for replication at other schools that demonstrate an achievement gap among subgroups of students.

YCSD should pilot an intensive and explicit instructional model at Yorktown Elementary School, maintain ongoing analysis of student performance data, and replicate the successful strategies at other schools that demonstrate an achievement gap among subgroups of students. This pilot program should be focused on the primary grades and targeted for schools that have students who demonstrate underachievement at entry to kindergarten.

FISCAL IMPACT

These recommendations can be implemented through existing resources. The cost will essentially be staff time to implement systematic and explicit instruction, support services from the central office staff, and extended after-school options for students. Federal funds of NCLB should be budgeted for this recommendation.

6.4 School Administration

The Department of School Administration oversees general school operations. This section of the report reviews specific functions of the Department of School Administration, including school improvement and accountability, textbook adoptions, and guidance services.

FINDING

YCSD demonstrates exemplary practices of school improvement and accountability. The school-based administrator evaluation process for 2005-06 involves an assessment of performance in the following five areas:

- analyzing data and conducting research for the development of the 2006-07 Educational Operating Plan (EOP);
- implementing components of the Instructional Expectations Checklist;
- completing performance requirements of the Superintendent's initiatives;
- meeting the expectations of responsibilities outlined in the School-based Administrator Evaluation Checklist; and
- completing professional development goals.

All YCSD administration and faculty are involved in analyzing instructional organization effectiveness. The process, implemented in 2005-06 involves extensive data analysis and research. The school division provides the appropriate resources and staff to assist administrators and teachers in the data analysis process. During the summer and early fall of 2006, schools will develop a Educational Operating Plan (EOP) to address the findings of the analysis of 2005-06 student performance data. The data analysis categories include: student achievement and instructional design; professional development; safe schools; and communication and community building.

Exhibit 6-5 shows questions for EOP data analysis of student achievement and instructional design data. Schools are responsible for performing detailed analysis of data based on these questions and developing data-driven goals, objectives, and activities for the annual EOP.

School administrators have also been trained in and are implementing the Six-Step Classroom Walk-Through (CWT) Model. The model offers school administrators strategies for four-minute walk-throughs to document a snapshot of teaching and learning, identification of instructional strategies, student engagement, survey of the learning environment, analysis of data collected, and reflective conferencing with the teacher.

YCSD has also established school instructional expectations, which serve as a framework for building administrators as they provide instructional leadership for their schools. This framework includes initiatives to assist administrators and other school staff as they strive to ensure that all students are meeting the academic requirements required by the Virginia school accreditation process and federal regulations of *No Child Left Behind Adequate Yearly Progress*. Exhibit 6-6 documents the instructional expectations for building administrators, which include: instructional focus, EOP development, instructional supervision and leadership, special education, the child study process, and Section 504.

**EXHIBIT 6-5
YORK COUNTY SCHOOL DIVISION
DEPARTMENT OF SCHOOL ADMINISTRATION
QUESTIONS FOR EDUCATIONAL OPERATING PLAN DATA ANALYSIS
STUDENT ACHIEVEMENT AND INSTRUCTIONAL DESIGN DATA
2005–06 SCHOOL YEAR**

SOL DATA

- What has the trend been for our school in the various content areas on the SOL tests?
- How did your NCLB subgroup students do on the most recent SOL tests?
- How have they done over the past few years?
- How did the various subgroups perform on the different strands of the SOL tests? Are specific subgroups or the entire school struggling in a specific strand?
- How did students in our school perform on the actual SOL test items (SPBQ)? Are there obvious trends over time?

STANDARD 9 AND 10

- How did our students perform on the Stanford tests? How have they performed over time? Is there an area that is a weakness?
- How have the students in the NCLB subgroups performed on the Stanford tests?

AP TESTS

- How have our students performed on the AP tests over the past few years?
- How are African-American and Hispanic students performing on the AP test? How have they done over the past few years?
- On what specific test are students succeeding at the high rate? On which specific tests are they consistency failing to score 3 or higher?
- How many Hispanic and African-American students are enrolled in AP courses? Have their enrollment numbers increased or decreased over the past two years.?

SATS

- Have our SAT scores increased or decreased over the past two years? If so, by how much?
- Have the SAT scores for Hispanic and African-American students increased or decreased over the past few years? If so, by how much?
- Have the number of test takes increased or decreased over the past few years? Have the number of Hispanic and African-American test takers increased over the past few years? If so, by how much?

PSATs

- What are our PSAT scores? Did our students perform better on certain areas of the test? If so, which ones did they score better on and which areas of tests? If so, which ones did they score better on and which ones did they struggle with on the test?
- Is there a discrepancy between Hispanic and African-American student scores and all student scores? If so, what is it?

DIVISION MATH ASSESSMENT (DMA)

- What does the data from the DMAs show?
- Were there discrepancies between the scores of the NCLB subgroups student and all students?
- Do the students show improvement on the test during the course of the school year? Is this true for the subgroups?
- Are there specific strands or questions that appear to be difficult for the students? Are there specific strands and questions that appear difficult for students in the NCLB subgroups?

DRP TESTING

- What percentage of students scored at or above the national median instructional reading level for their grades on each DRP test administration? Is there a discrepancy between students in the NCLB subgroups and all students?
- How much annual growth in DRP units, on average, do students make at each grade level?

READING MODEL DATA

- Do students show growth from fall to the spring on the Rigby test?
- How are students, on average, doing on each unit test and end-of-year test administered?

CLASSROOM WALK-THROUGH DATA

- What trends does the CWT data show? Are there particular components that are consistently not evident in the school?
- What instructional strategies are primarily used? Are they aligned with division instruction initiatives?
- Are there specific grade levels, departments or other groups of teacher in whose classrooms the components appear to be missing?
- Does the time of year or day appear to affect the outcome of the CWTs?

CHILD STUDY AND ELIGIBILITY DATA

- What are the demographics of students referred to for Child Study?
- Who are the referral sources?
- What types of intervention have been attempted prior to the referral to Child Study? What data is collected? How long are the interventions used prior to referral to Child Study?
- What is the outcome of initial Child Study meetings (the first meeting on a student)?
- What percentage of students are referred for special education evaluation?

Source: YCSD, Department of School Administration, 2005.

**EXHIBIT 6-6
YORK COUNTY SCHOOL DIVISION
DEPARTMENT OF SCHOOL ADMINISTRATION
INSTRUCTIONAL EXPECTATIONS FOR BUILDING ADMINISTRATORS
2005-06 SCHOOL YEAR**

DATE	
SCHOOL	
INSTRUCTION FACILITATOR:	
The Instructional Expectations below provide a framework for building administrators as they provide instructional leadership for their schools. This framework includes initiatives that are intended to assist administrators and other school personnel as they work to ensure <i>all</i> students are successful and meet the academic requirements placed on schools by the state (school accreditation) and the federal (AYP) government.	
INSTRUCTIONAL FOCUS	DOCUMENTATION/COMMENTS
Share information about the initiatives you are implementing and how you are doing it	
<ul style="list-style-type: none"> • Implementation of differential instruction • Implementation of the 9 high yield strategies • Implementation of Assessment For Learning • Other 	
Share information about Classroom Walkthroughs and the data you have collected	
EOP DEVELOPMENT	
Share information about the process your school is using to complete an EOP this year	
<ul style="list-style-type: none"> • Participants • Timeline • Data Source 	
INSTRUCTIONAL SUPERVISION AND LEADERSHIP	
<ul style="list-style-type: none"> • Show Documentation of observation/supervision • Explain how you provide ongoing instructional assistance to struggling teachers • How do you monitor teacher instructional progress/curriculum pacing? • Share information about how you monitor teacher lesson plans. • Share information about the instructional feedback that you provide to teachers. Include information about how you connect what you provide in terms of professional development and what you see in their classrooms. • Share information about how you monitor the integration of technology into your instructional program 	
SPECIAL EDUCATION, CHILD STUDY PROCESS AND SECTION 504	
<ul style="list-style-type: none"> • Explain how your staff uses appropriate pre-referral interventions via the Child Study Committee process prior to referral for special education evaluation • Explain how your staff addresses referral and placement of minority and male students. • Explain how your child study, eligibility, and IEP/504 Plan development processes are managed (e.g., appropriate referrals, timeliness of referrals, efficient use of related services personnel, documentation, etc.) • Share how you implement inclusive education and monitoring services for students with disabilities (504 Plans & IEPs), including appropriate use of special education para-educators • Share how you provide scheduling opportunities for co-planning among general and special education teachers and para-educators • Share how you use effective problem solving strategies for resolving conflicts between families and the school • Share how you providing appropriate professional development opportunities for special educators and para-educators 	

Source: YCSD, Department of Academic Services and Accountability, 2005.

COMMENDATION

YCSD is commended for developing and implementing an exemplary school improvement and accountability framework.

FINDING

YCSD has out-of-date textbooks in core academic subjects.

The division has a three-year cycle for textbook adoption. During on-site visits, however, it was reported and observed that some textbooks were up to 17 years old. Teachers expressed concern about using outdated textbooks and the necessity of using a wide variety of supplemental materials to teach the YCSD curriculum.

YCSD must ensure that a careful review of all textbooks are conducted and that the purchase of textbooks is prioritized to avoid the use of grossly outdated materials.

RECOMMENDATION

Recommendation 6-6:

Ensure that the adoption and purchase of textbooks is prioritized to avoid the use of out-of-date textbooks.

YCSD should include a process to review of all current textbooks by grade to ensure that purchases are prioritized to replace those most out of date. YCSD should also ensure that textbook purchases include supplemental materials for universal design and differentiated instruction.

FISCAL IMPACT

This recommendation can be implemented using existing resources.

6.5 Student Services

The Department of Student Services oversees special education and related services for students with disabilities throughout YCSD. The Individuals with Disabilities Education Act (IDEA) mandates free appropriate education for students identified as disabled under the federal guidelines. Virginia statutes control activities in school divisions through *Regulations Governing Special Education Programs for Children with Disabilities in Virginia, 8 VAC 20-80-10 et.seq.*, authored by the Virginia Department of Education. YCSD serves 1,197 students with disabilities, who represent 9.5 percent of the total student population. Special education services are provided on a continuum of least restrictive environment to most restrictive environment.

FINDING

YCSD has an active Special Education Advisory Committee (SEAC). The SEAC maintains by-laws documenting the purpose, functions, membership, officer duties, and meeting requirements. The purpose of the SEAC is to be a fact-finding group whose primary role is advisory. Public SEAC meetings are held at least quarterly. The public is informed of the meetings through various media and through notices sent home with students with disabilities.

Each meeting provides an opportunity for public comment. Committee members listen to comments, record addressed issues, and can refer concerned parents to an appropriate staff member in the school division for assistance. Meetings also include presentations on issues, concerns, and topics that the SEAC believes to be of interest to parents and families of students with disabilities.

YCSD has various responsibilities related to the SEAC, including:

- advising the committee on school regulations that might affect its responsibilities;
- providing the committee with all the necessary background information before the members discuss a school program;
- having a thorough knowledge of all problems presented to the committee and discussing them with the members;
- seeking out and listening to the advice and opinions of members; and
- advising the committee on the status of its suggestions.

YCSD maintains a proactive relationship with parents of students with disabilities through the SEAC.

COMMENDATION

YCSD is commended for maintaining an active Special Education Advisory Committee.

FINDING

In 2004, YCSD conducted a business process re-engineering study of special education administrative processes. The study showed that the special education administrative practices vary from school to school. The study further documented recommendations for improvement of special education administrative processes in the areas of communications, modifications to current software in YCSD, computer hardware to support special education conferences in schools, evaluation of computer software designed to process special education procedures (particularly the IEP process), modification of administrative processes, and adjustment of staffing related to the special education process.

MGT supports the findings and recommendations of the business process re-engineering study of special education administrative processes. YCSD is commended for identifying ways to improve special education administrative processes.

COMMENDATION

YCSD is commended for conducting a business process re-engineering study of special education administrative processes and making recommendations for improved delivery of special education services and compliance with state and federal law.

FINDING

Even though YCSD has a systemwide Child Study Team process, documentation of quantitative intervention data prior to referral for evaluation is lacking. YCSD does not consistently implement research-based, quantitative interventions prior to referral for evaluation. The ratings of instructional interventions are qualitative in nature and based upon teacher observation. Quantitative data to support teacher findings are inconsistently documented prior to referral for evaluation for special education services.

YCSD provides comprehensive psychological assessment of students in the areas of intelligence, academic achievement, social-emotional growth, language, and perceptual skills. A professional team of psychologists works with the school, teacher, parents, and the student to identify areas of strength and weakness. Identifying psychosocial challenges, home environment and cultural conditions, and learning styles help the student maximize his or her potential.

Prereferral early intervention services are added to IDEA 2004. The modified legislation:

...allows local educational agencies to use not more than 15 percent of the amount it receives under IDEA Part B for any fiscal year to develop and implement coordinated early intervening services, which may include interagency financing structures, for students in kindergarten through Grade 12 (with a particular emphasis on students in kindergarten through grade three) who have not been identified as needing special education or related services, but who need additional academic and behavioral support to succeed in the general education environment.

Activities allowed in implementing coordinated, early intervening services by local educational agencies include:

...professional development for teachers and other school staff to enable them to deliver scientifically-based academic instruction and behavioral interventions; including scientifically-based academic instruction; and, when appropriate, instruction on the use of adaptive and instructional software; and educational and behavioral evaluations, services, and supports, including scientifically-based literacy instruction [613(f)(2)].

IDEA 2004 requires that:

...state education agencies have in effect, consistent with the purposes of IDEA and with Section 618(d), policies and procedures designed to prevent the overidentification and disproportionality by race and ethnicity of children with disabilities as described in Section 602 (Definitions) [612(a)(24)].

IDEA 2004 further mandates activities to improve services that:

...promote academic achievement and improve the results for students with disabilities through demonstrating models of personnel preparation to ensure appropriate placements and services for all students, and to reduce disproportionality in eligibility, placement, and disciplinary actions for minority and limited English proficient students [633(c)(9)].

Emphasizing accountability, NCLB requires that all students be at or above grade level in all core subjects by the 2013-14 school year. The law requires that students who do not make AYP be given interventions. NCLB also requires the early intervention team process to review, establish, and document the scientifically based interventions that the teacher, school, and school system have attempted. Each intervention must be documented with baseline data and data points to determine its success or failure. YCSD does not consistently demonstrate this process across all schools.

A number of states are supporting the implementation of data-driven, early intervening services to prevent failure and reduce overidentification of disabilities. For example, the State of Texas has required school districts to use a three-tier early intervention model prior to referral for evaluation for special education services. Tier I is an intervention that addresses issues using present materials, such as basal readers in the classroom. Interventions may include changing teachers, extra materials, and time on task. The time frame for this intervention is a minimum of four to six weeks.

Tier II interventions may require some restructuring of the general education classroom management and organizational issues, such as using small group and even individual interventions. Examples of interventions at this level may include the use of curriculum-based measurement and standards analysis using data that are both criterion-referenced and norm-referenced. The time period for intervention is usually longer than the Tier I period.

If the Tier II interventions are not successful, the student may be referred to Tier III, which is typically a referral for evaluation for special education services.

RECOMMENDATION

Recommendation 6-7:

Document quantitative intervention data for the Child Study Team prior to referral for evaluation.

YCSD should implement a systemwide prereferral early intervention process with a primary focus on data-driven, research-based, proven-effective instructional strategies in the general education classroom. With the NCLB requirements for intervention and

accountability, the general education program must be responsible for a functional, appropriate, data-driven, early intervention process at every school. The program should address academic underachievement, behavioral issues, motivational issues, and emotional issues. System-wide, data-driven instructional interventions should assist in closing the achievement gap for students who are at risk for underachievement and decrease the identification of students with disabilities.

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

Participation of students with disabilities in planning and implementing transition services to postsecondary opportunities is limited in YCSD. The Special Education Advisory Committee reported to the Superintendent that parents continue to express concern about the lack of transition services. This includes instruction in functional living skills and simple vocational skills as well as job coaching and job training. The committee further reported that few vocational opportunities are offered. In addition, students with disabilities have had little instruction in self-determination skills.

Students with disabilities often have to be taught self-determination skills to be better prepared for life after high school. Self-determination is increasingly recognized as a critical outcome for students with disabilities as they transition to the adult world. Research demonstrates that self-determination is associated with greater quality of life and more positive adult outcomes. Self-determination can be conceptualized as a combination of skills, knowledge, and beliefs that enable a person to engage in goal-directed, self-regulated, autonomous behavior. An understanding of one's strengths and limitations, together with a belief in oneself as capable and effective, is essential to self-determination. When acting on the basis of these skills and attitudes, individuals have great ability to take control of their lives and assume the role of successful adults (Educating Exceptional Children, 2004).

Such programs for high school students with disabilities often focus on knowledge about rights and responsibilities, effective communication and negotiation skills, identifying and requesting accommodations and modifications, and instruction on participating in or directing the IEP meeting. With the emphasis on improved post-secondary outcomes for students with disabilities, self-determination is a viable option to improve students' ability to self-advocate, participate more fully in planning for transition, and move toward more successful post-secondary opportunities.

RECOMMENDATION

Recommendation 6-8:

Develop a plan to expand transition services for secondary students and incorporate the instruction of self-determination strategies for students with disabilities at the secondary level.

YCSD should develop a plan to expand transition services and incorporate the instruction of self-determination strategies for students with disabilities at the secondary level. The Department of Student Services should facilitate the search for and adoption of a self-determination curriculum that can be incorporated into the elective course of study for students with learning disabilities at the high school level. This same self-determination curriculum should also be considered for other students with mild disabilities throughout the division.

FISCAL IMPACT

This recommendation can be implemented with existing funds of IDEA. The development of the plan should include costs for expansion of transition services and the self-determination curriculum.

FINDING

YCSD general and special education teachers must be held accountable for teacher-of-record responsibilities. The Special Education Advisory Committee reported to the Superintendent that there continues to be a problem with IEPs not being followed or being implemented incorrectly. This was also reported during MGT's on-site interviews and school visits. Problems reported by the Special Education Advisory Committee and during on-site interviews included:

- limited data to support mastery of IEP goals and objectives;
- lack of IEP information provided to general education teachers;
- lack of attention to IEP goals and objectives by the general education teachers; and
- lack of implementation of accommodations in the general education setting.

YCSD general education and special education teachers are considered the teachers of record to ensure that each assigned student with a disability receives all the services prescribed in the Individual Educational Plan. Not receiving appropriate services as outlined in the IEP is a serious matter because it constitutes a denial of free appropriate public education (FAPE).

There has been some difficulty enforcing the teacher-of-record responsibilities. While the Special Education Advisory Committee and on-site interviews with staff have

documented the critical importance of compliance in this area, the process is inconsistently followed at the school level.

RECOMMENDATION

Recommendation 6-9:

Hold general education and special education teachers accountable as teachers of record for IEP implementation.

YCSD principals should ensure that general education and special education teachers serve as teachers of record for the implementation of IEPs for students with disabilities. Principals should also include teacher compliance with IEP implementation in the teacher evaluation process. The Department of Student Services should work with the schools to monitor IEP documents and call attention to noncompliance issues for correction.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.0 FACILITIES USE AND MANAGEMENT

In this chapter the findings and recommendations for facilities use and management for the York County School Division (YCSD) are presented. The major sections of this chapter include:

- 7.1 Organizational Structure
- 7.2 Facilities Planning and Construction
- 7.3 Maintenance
- 7.4 Operations and Custodial Services
- 7.5 Energy Management

CHAPTER SUMMARY

The educational facilities of York County School Division are generally well planned, clean, and well maintained. The facilities use and management functions are appropriately organized and effective, and utilize several best practices to manage the facilities. Clearly, the “stand out” function is the energy management operation. It is one of the best that MGT has reviewed.

The division is relatively small and consequently does not need many complicated procedures to effectively manage its facilities. At the same time, it does need to step up one level in its planning function and create a well-documented facilities master plan. Likewise, the maintenance function needs to begin creating a “corporate memory” on paper, so when key senior administrators and mechanics retire, their knowledge will still benefit the division.

Both the maintenance and custodial functions need to watch costs closely. Although this review found no specific areas of excess or waste, it did find costs that were higher than national medians and peer divisions. Facility administrators should review costs and reduce them or be able to document the value received.

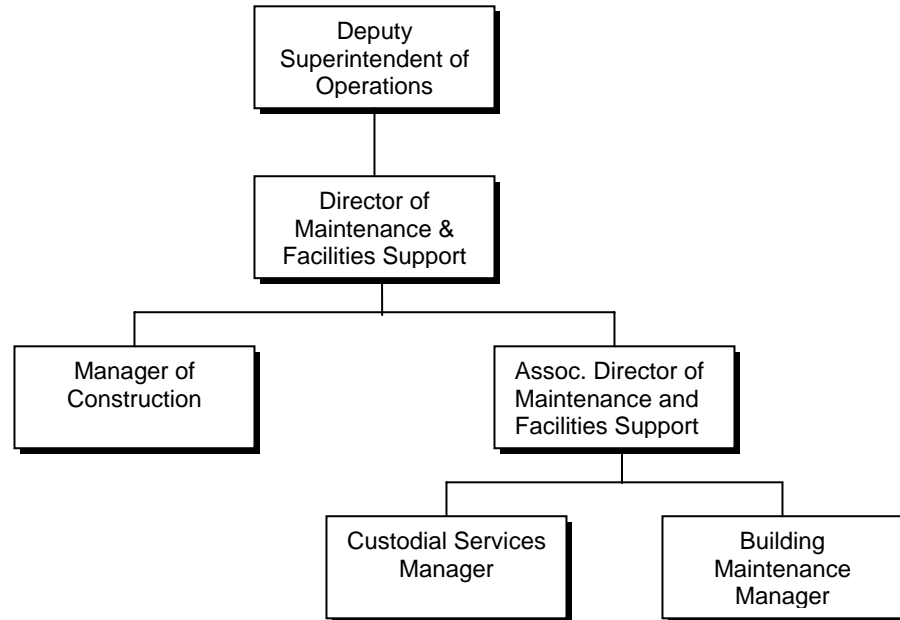
In general, the YCSD Maintenance and Facilities Support Department is staffed with capable professionals. The department’s procedures are in line with industry standards if not higher. The end result is clean and well-maintained schools that support the educational goals of the Division.

7.1 Organizational Structure

FINDING

The YCSD facilities use and management function, while effectively organized for today, is not sufficiently preparing for the future. The Maintenance and Facilities Support Department is relatively small and appropriately organized for its size and responsibilities. Exhibit 7-1 presents the organization of this department.

**EXHIBIT 7-1
YORK COUNTY SCHOOL DIVISION
MAINTENANCE AND FACILITIES SUPPORT ORGANIZATION
2005-06 SCHOOL YEAR**



Source: York County School Division, Maintenance and Facilities Support Department, 2005.

While logically organized, much of the success of the department can be attributed to the senior management who have either been with the division a significant number of years or have a significant number of years of experience in the industry. This is true of the Deputy Superintendent of Operations, the Director of Maintenance and Facilities Support, the Building Maintenance Manager, and the Custodial Services Manager. Each of the people in these positions carries with them a “corporate memory,” which is an important component to an effective operation. Unfortunately, but not surprisingly for a division of this size, much of this “corporate memory” goes undocumented.

The department has recently created the position of Associate Director of Maintenance and Facilities Support. This position has been filled with a younger staff person, Division cannot depend on any one staff member to be a long-term employee. Consequently, the department should make a greater effort to document the maintenance and construction history of each of its schools.

RECOMMENDATION

Recommendation 7-1:

Task the Associate Director of Maintenance and Facilities Support with creating reporting mechanisms that will document the maintenance and construction history of YCSD’s schools.

YCSD currently has a maintenance management software program that is capable of producing many reports. The Associate Director can use this program as a starting point to tracking the maintenance history of each school. Similarly, reports on the history of custodial services and construction activity can be developed and put into a database for each school.

By developing a documented “corporate history,” YCSD will not lose the valuable experience of many of its senior administrators and mechanics.

FISCAL IMPACT

This recommendation can be implemented with the existing resources of the Division.

7.2 Facilities Planning and Construction

FINDING

YCSD is utilizing an effective process for developing enrollment projections. The York County School Division Superintendent and the York County Administrator have entered into a Memorandum of Understanding which, among other things, agrees that the county planners’ demographic projections shall be used for the division’s enrollment projections. The demographic projections are reviewed and coordinated by the county’s Chief Planner and staff and the division’s Deputy Superintendent for Operations and Chief Financial Officer.

The demographic projections serve as the basis for state funding levels and staffing projections, and as a primary planning tool for the division’s Capital Improvements Program (CIP). Exhibit 7-2 presents the results of these projections for the past nine years.

As Exhibit 7-2 shows, the county’s projections are, on the average, within less than 1 percent of the actual September 30 enrollments. This level of accuracy provides the YCSD with an effective planning tool on an annual basis.

COMMENDATION

York County School Division is commended for developing accurate annual enrollment projections.

FINDING

YCSD has utilized an effective method for determining the capacity of its schools. The capacity of a school facility is not a static or permanent quantity. It is determined by the educational programs, the teacher student ratios, and the class schedule, all of which can vary from one year to the next. For example, lowering the teacher student ratio from 1:25 to 1:22, will on average, lower the capacity by 8 percent. Providing designated rooms for programs like art or music at the elementary level, instead of teaching these subjects in a general classroom, will also affect the capacity rating.

**EXHIBIT 7-2
YORK COUNTY SCHOOL DIVISION
HISTORY OF ENROLLMENT PROJECTIONS
1998-2006**

FISCAL YEAR	COUNTY FORECAST	ACTUAL ENROLLMENT SEPT. 30	DIFFERENCE	% DIFFERENCE
1998	11,500	11,188	312	2.71%
1999	11,410	11,436	-26	-0.23%
2000	11,680	11,622	58	0.50%
2001	11,800	11,759	41	0.35%
2002	11,810	12,104	-294	-2.49%
2003	11,960	12,205	-245	-2.05%
2004	12,500	12,461	39	0.31%
2005	12,600	12,562	38	0.30%
2006	12,700	12,825	-125	-0.98%
Average	N/A	N/A	N/A	-0.18%

Source: York County School Division, Maintenance and Facilities Support Department, 2005.

In 1992, the YCSD contracted with Mr. Glen I. Earthman of the Virginia Polytechnic Institute & State University to conduct a capacity study of its schools. His study developed four capacity variations, which accounted for different teacher student ratios and for the provision of designated spaces for different programs. The division adopted variation IV in the report, which allowed for, at the elementary level, student teacher ratios of 1:18 in Kindergarten and 1:22 in grades 1–5, and for designated art and music rooms. In subsequent years, the division has updated these capacity ratings as facilities were renovated and added onto. In 2004, the division adopted new teacher student ratios that were more suited to the current educational programs, and revised the capacities based on Dr. Earthman’s analytical model.

COMMENDATION

The York County School Division is commended for utilizing an effective capacity model and updating the capacity ratings of each of its schools on a regular basis.

FINDING

YCSD does not develop a comprehensive five-year facilities master plan that links enrollment projections, school capacities, and capital construction projects. The division does develop a Capital Improvements Program (CIP) document that does show all major capital maintenance and capital construction projects planned for a five-year span. The CIP also includes a brief description of each capital construction project. Planning for the CIP is done by the Superintendent, the Deputy Superintendent for Operations, Assistant Superintendent for Instruction, the Chief Financial Officer, and the Director of Maintenance and Facilities Support.

In addition, the Director of Transportation works with the county to develop longer-range projections based on new residential developments in each elementary school's attendance area. While helpful, these projections fall short in two ways. One, they are not for the five-year time frame set forth in the CIP. Two, they are not combined with the annual projections developed by the county's Chief Planner. In addition, the county's projections are not completed for a five-year time frame.

As mentioned earlier, the CIP does include a brief description of each capital construction project. However, this description is not comprehensive and does not relate to the growth projections completed by the Director of Transportation or an analysis of current school utilization. Exhibit 7-5 presents an analysis of current school utilization.

For example, Exhibit 7-5 indicates that Magruder Elementary is currently at 90.2 percent utilization, and Exhibit 7-5 indicates that it will be at 107 students over its current capacity in 2008 or at 116 percent utilization. However the CIP does not address this overcapacity situation. In addition, Exhibit 7-5 shows that the current utilization varies from 71 percent to 111 percent, with at least six schools at or over their program capacity.

The division may be contemplating addressing this overcapacity situation through an adjustment to the attendance boundaries, but this is not clearly stated in the CIP. It has used this tool in the past to balance the utilization of its schools. The Division adjusted boundaries in 1997, 2000, 2001, and 2005.

The lack of a comprehensive facility master plan that links educational program needs, enrollment projections, and capacity and utilization ratings to future capital construction projects leaves many planning questions unanswered. Although the division is using several effective planning strategies, which have been commended on above, it is not preparing a plan that documents the results of these planning strategies in one place.

**EXHIBIT 7-5
YORK COUNTY SCHOOL DIVISION
CURRENT UTILIZATION OF SCHOOLS
2005-06 SCHOOL YEAR**

SCHOOL	PROGRAM CAPACITY	ENROLLMENT ON 9/30/2005	UTILIZATION
Elementary Schools			
Bethel Manor	698	607	87.0%
Coventry	708	684	96.6%
Dare	427	450	105.4%
Grafton-Bethel	703	629	89.5%
Magruder	653	589	90.2%
Mt. Vernon	542	551	101.7%
Seaford	506	519	102.6%
Tabb	627	591	94.3%
Waller Mill	297	300	101.0%
Yorktown	494	508	102.8%
Totals	5655	5428	96.0%
Middle Schools			
Grafton	1215	942	77.5%
Queens Lake	681	522	76.7%
Tabb	1178	1018	86.4%
Yorktown	629	699	111.1%
Totals	3703	3181	85.9%
High Schools			
Bruton	1039	738	71.0%
Grafton	1397	1278	91.5%
Tabb	1288	1288	100.0%
York	1214	977	80.5%
Totals	4938	4281	86.7%

Source: York County School Division and MGT, 2005.

RECOMMENDATION

Recommendation 7-2:

Prepare a comprehensive five-year facilities master plan.

A comprehensive facilities master plan is an effective planning tool that can help ensure that the division is utilizing its schools in a cost-effective manner and that the physical facilities are supporting the educational programs. While YCSD is utilizing many of the planning tools found in a facilities master plan, it has not assembled the various analyses in one document to ensure a comprehensive look at facility needs for the next five years. A facilities master plan would include, at the least, the following elements:

- five-year enrollment projections;
- five-year capacity and utilization analysis;
- attendance zone analysis;
- identification of deferred maintenance needs;
- identification of capital construction needs to meet educational program requirements;
- strategies to meet facility issues such as underutilization, overcrowding, and unmet educational program needs;
- priority ranking of all major maintenance and capital construction projects by school by year of plan; and
- budget estimates by project by year.

FISCAL IMPACT

This recommendation can be implemented by division staff given that the division is relatively small and it has already assembled much of the needed data. If the division chose to have the master plan prepared by an outside consulting firm, the cost would probably be from \$30,000 to \$75,000.

FINDING

YCSD has a proactive facility assessment process whereby it evaluates the maintenance needs of each facility. Every week a team composed of the Deputy Superintendent of Operations, the Director of Maintenance and Facilities Support, the Manager of Custodial Services, the Building Manager, and the Occupational Safety and Regulatory Compliance Specialist inspect a different school for maintenance, custodial, and safety deficiencies. Each school is visited two or three times a year, and all deficiencies become work orders for the Maintenance Department or are referred to the appropriate staff at the school.

The Occupational Safety and Regulatory Compliance Specialist utilizes a Safety and Health Inspection Form that contains specific checklist items for 21 different types of spaces in the school. He also follows the Virginia Department of Education "School Safety Audit Protocol," which has 12 different sections covering topics like "Buildings and Grounds," "Student Involvement," and "Crisis Management Plan."

This evaluation process has several advantages. It provides the personnel responsible for maintenance and custodial services a regular firsthand view of the condition of the schools. It also provides the school administrator the opportunity to talk directly with the maintenance and custodial supervisors and share any concerns about the facility. The process reinforces regular communication and accountability.

COMMENDATION

YCSD is commended for utilizing a standardized facility assessment process.

FINDING

YCSD has maintained a cost-effective change order rate on its construction projects. Costs per square foot and the percentage of change in construction costs from the original contract can be measures of how well a construction project was designed and managed. Poorly designed or managed projects will often have excessive square footage costs and high change order percentages. Change orders can be initiated by the contractor, architect, or school district, and are sometimes necessary. However, change orders should be minimized because changes to a design typically cost more during the construction phase of a project than in the planning stage. The Council of Educational Facility Planners International (CEFPI) recommends that a reasonable change order budget is three to four percent of the construction budget. Renovation projects will typically have somewhat higher rates (six to eight percent) due to the unknown conditions in existing construction.

The YCSD Facilities division has overseen the construction of several major projects over the past four years. Exhibit 7-6 presents the record of estimates, contract amounts, and change orders for these projects.

**EXHIBIT 7-6
YORK COUNTY SCHOOL DIVISION
FOUR-YEAR HISTORY OF MAJOR CONSTRUCTION PROJECTS
2001-2005 SCHOOL YEARS**

PROJECT	ESTIMATE	AWARD	FINAL CONTRACT	% CHANGE ORDER	GSF	COST PER GSF
Seaford ES Gym	\$1,300,000	\$916,000	\$918,403	0.26%	11,000	\$83.49
Bethel Manor ES	\$3,000,000	\$3,042,000	\$3,293,376	8.26%	29,200	\$112.78
Bruton HS	\$9,200,000	\$8,566,000	\$8,870,141	3.55%	158,823	\$55.85
Queenslake	\$3,800,000	\$4,547,211	\$4,674,153	2.79%	66,397	\$70.40
Total/Average	\$17,300,000	\$17,071,211	\$17,756,073	4.01%		

Source: YCSD Maintenance and Facilities Support division, 2005.

As the exhibit shows, YCSD district has maintained an average change order rate of four percent for projects completed in the past four years. The fact that this change order rate is for both new and remodel construction, demonstrates that the division is controlling construction costs during the construction design and construction phases.

FINDING

YCSD does not have educational specifications for the design of school facilities. The Division may not be facing a massive construction program in the near future, but the enrollment projections shown earlier in this chapter indicate that the division will be needing to accommodate additional students due to the constant growth over the past eight years and the projected overcapacity situations at some schools.

Each design project, even a classroom addition, should begin with the development of an education specification. Educational specifications can be standardized for elementary schools, middle schools, and high schools so that they do not have to be created new for each project. Although the district does work with the central administration, the principal, and the community to establish a program, it does not develop a written educational specification. The educational specification identifies the specific programmatic needs for the individual school facility and ensures that the final design will meet those needs. The educational specification is a guide for the architect to ensure that the final design meets the functional requirements of the educational program.

RECOMMENDATION

Recommendation 7-3:

Develop educational specifications for the design of educational facilities.

The Facilities Division should institute a formal educational specification process. An educational specification should be produced for each major capital project. The specification should identify the functional needs of the educational program and detail the physical needs of each space in the building and site. Common elements included in the educational specifications are:

- project rationale;
- community data;
- educational plans;
- general building considerations that include:
 - circulation, vehicle access and parking, building security, technology and communications, community use, maintenance, and energy conservation;
- site considerations; and
- descriptions of instructional and activity areas to include:

- program philosophy and goals, program activities, relationships to other areas, utilities, surfaces, storage, furniture and equipment, and future needs.

FISCAL IMPACT

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

7.3 Maintenance

FINDING

The Maintenance Section is organized in an effective structure utilizing both day and night crews. Exhibit 7-7 presents the organization of the Maintenance Section for YCSD.

As Exhibit 7-7 illustrates, the day crew is made up primarily of HVAC trades with one general maintenance mechanic and two roofers. This is logical due to the fact that the HVAC and roofing trades are often on high priority calls that need immediate attention. The night crew, which is made up of electricians, plumbers, carpenters, a boilerman, and one general maintenance mechanic, visits each school for a week, two or three times a year. During the week-long visit, the crew works on all the work orders for the school.

This organization of the maintenance crews is efficient and cost-effective. It allows the maintenance section to provide service during the day for urgent needs and allows for a multitude of tasks to be performed at night when there are no children present. By spending a week at each school, “windshield” time is minimized and tasks requiring multiple trades can be performed and completed within the week timeframe. School principals know ahead of time when the night crew will visit, so they can make lists of “to do’s” for the crew.

COMMENDATION

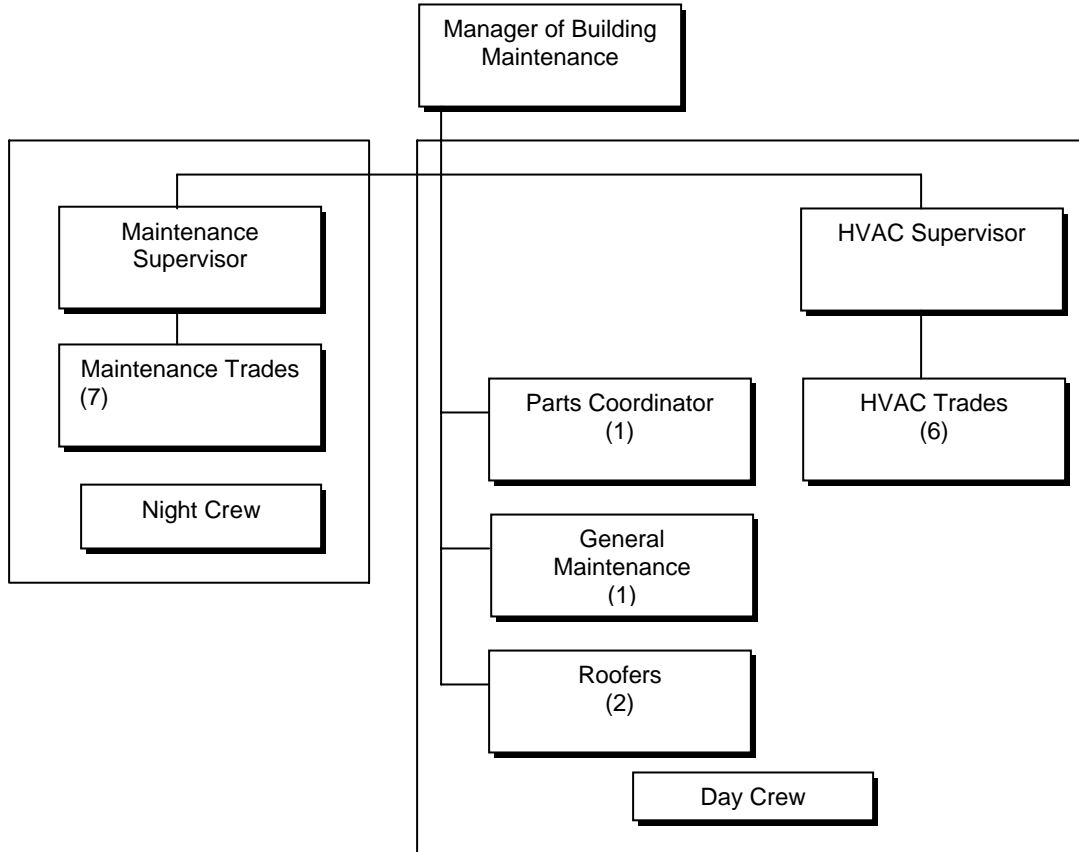
YCSD is commended for organizing its maintenance section in a best practice manner.

FINDING

YCSD spends more on building maintenance than the national averages and than its peer divisions. The FY 2005 budget for maintenance is approximately \$2,968,163, which excludes costs associated with custodial services and utilities. The division maintains 1,691,435 GSF and has an enrollment of 12,374. Consequently, the division spends approximately \$1.75 per gross square foot or \$239.87 per student.

American School and University (AS&U) magazine publishes an annual cost study of maintenance and operations costs for school systems. Exhibit 7-8 shows how YCSD compares with school districts nationally.

**EXHIBIT 7-7
YORK COUNTY SCHOOL DIVISION
MAINTENANCE SECTION ORGANIZATION
2005-06 SCHOOL YEAR**



Source: YCSD Maintenance Section, 2005.

**EXHIBIT 7-8
COMPARISON OF NATIONAL MAINTENANCE EXPENDITURES
2005-06 SCHOOL YEAR**

COST RATIOS	NATIONAL MEDIAN	SCHOOLS > 3500 STUDENTS	YORK COUNTY SCHOOL DIVISION	DIFFERENCE OVER / (UNDER)
Maintenance dollars per square foot	\$0.84	\$0.84	\$1.75	\$0.91
Maintenance dollars per student	\$153.72	\$132.27	\$239.87	\$107.60

Source: YCSD Maintenance section, and *American School & University* magazine 2005 M&O Survey.

Exhibit 7-9 presents a comparison of the Division's maintenance costs with those of its peer divisions.

**EXHIBIT 7-9
COMPARISON OF PEER MAINTENANCE EXPENDITURES
2005-06 SCHOOL YEAR**

DIVISION	ENROLLMENT	GSF OF FACILITIES	GSF/STUDENT	MAINTENANCE \$ PER GSF	MAINTENANCE \$ PER STUDENT
York	12,374	1,691,435	136.7	\$1.75	\$239.87
Albemarle	12,420	2,114,617	170.3	\$1.30	\$221.56
Fauquier	11,745	1,764,973	150.3	\$1.13	\$185.71
Frederick	10,742	2,277,191	212.0	\$1.09	\$211.53
Montgomery	9,517	2,058,715	216.3	\$1.37	\$295.44
Average			177.1	\$1.37	\$230.82
Average w/o York			187.2	\$1.22	\$228.56

Source: YCSD Maintenance section.

As the above exhibits show, YCSD spends more on maintenance than the national averages and its peer divisions. Drawing a conclusion from this statistic can be difficult because of several factors. First, one division's buildings may be older and require more maintenance. Second, one division's buildings may be better maintained and have less deferred maintenance so that one can see the result of spending additional funds. Consequently, a comparison of maintenance budgets without a comparison of the amount of deferred maintenance, the age of the buildings, and the condition of the buildings is somewhat questionable.

Visits to YCSD schools and conversations with school administrators produced the conclusion that the schools are fairly well maintained and that the service from the maintenance section is generally good. Surveys of division administrators, principals, and teachers also produced positive results regarding the maintenance of schools. Exhibit 7-10 presents the results of those surveys.

**EXHIBIT 7-10
COMPARISON SURVEY RESPONSES
2005**

FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE
			+
			OUTSTANDING
	ADMINISTRATORS	PRINCIPALS	TEACHERS
Plant Maintenance	16/80	26/63	18/43

Source: MGT, 2005.

At the same time, neither the condition of the schools nor the responses from school administrators, principals, or teachers were in the category of “excellent” or so high that one would expect the division’s maintenance budget to exceed national norms by 80 to 132 percent (depending on which comparison is used).

RECOMMENDATION

Recommendation 7-4:

Review maintenance costs and target a reduction of 10 percent.

The Deputy Superintendent of Operations, the Director of Maintenance and Support, and the Manager of Building Maintenance should review the maintenance costs and determine if expenditures can be reduced to a level in line with peer districts, or substantiate that the additional costs are warranted by superior service or building condition. Possible areas for reducing costs include:

- number of maintenance staff;
- cost of maintenance supplies and materials; and
- contracted services.

FISCAL IMPACT

The fiscal impact of this recommendation will depend on the outcome of the review, but a goal of a 10 percent reduction would create an annual savings of approximately \$296,000 ($\$2,968,163 \times 10\% = \$296,163$).

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Reduce Maintenance Costs	\$296,000	\$296,000	\$296,000	\$296,000	\$296,000

7.4

Operations and Custodial Services

FINDING

YCSD is staffing its custodial services at below a best practice level and still maintaining clean schools. In previous performance audits, MGT has seen school systems assign an average of between 12,600 square feet and 23,000 square feet per custodian. Based on these averages, MGT has determined that the best practice for custodial cleaning staff is approximately 19,000 gross square feet per custodian plus .5 FTE for elementary schools, .75 FTE for middle schools, and 1.0 FTE for high schools.

Exhibit 7-11 presents a comparison of YCSD's staffing formula with this best practice.

**EXHIBIT 7-11
YORK COUNTY SCHOOL DIVISION
COMPARISON OF CUSTODIAL STAFFING FORMULAS
APRIL 2005**

SCHOOL	TOTAL GROSS SQUARE FEET	ASSIGNED FTE CUSTODIANS	GSF PER CUSTODIAN	NO. OF CUSTODIANS PER BEST PRACTICE	OVER / (UNDER) BEST PRACTICE
Elementary Schools					
Bethel Manor	79,796	3.8	20,999	4.7	(0.90)
Coventry	77,729	3.8	20,455	4.6	(0.79)
Dare	52,073	4.7	11,079	3.2	1.46
Grafton-Bethel	57,844	3.4	17,013	3.5	(0.14)
Magruder	70,395	3.8	18,525	4.2	(0.41)
Mt. Vernon	60,438	3.4	17,776	3.7	(0.28)
Seaford	55,532	2.7	20,567	3.4	(0.72)
Tabb	69,893	3.8	18,393	4.2	(0.38)
Waller Mill	36,706	2.4	15,294	2.4	(0.03)
Yorktown	61,756	3.4	18,164	3.8	(0.35)
Totals	622,162	35.2		37.7	(2.55)
Middle Schools					
Grafton	143,000	6.6	21,667	8.3	(1.68)
Queens Lake	57,097	3.1	18,418	3.8	(0.66)
Tabb	98,165	5.1	19,248	5.9	(0.82)
Yorktown	72,982	3.8	19,206	4.6	(0.79)
Totals	371,244	18.6		22.5	(3.94)
High Schools					
Bruton	155223	6.6	23,519	9.2	(2.57)
Grafton	143000	7.3	19,589	8.5	(1)
Tabb	152426	6.6	23,095	9.0	(2)
York	190000	6.5	29,231	11.0	(5)
Totals	640,649	27		37.7	(11)

Source: YCSD Custodial section and MGT of America, 2005.

The exhibit shows that YCSD is staffing the elementary schools at 2.5 FTE below the best practice, the middle schools at 3.9 FTE below the best practice, and the high schools at 2.0 FTE below the best practice. A visit to schools and interviews with school administrators produced the conclusion that schools are clean and the custodial services

are generally good. Surveys of division administrators, principals, and teachers also produced positive results regarding the custodial services. Exhibit 7-12 presents the results of those surveys.

**EXHIBIT 7-12
COMPARISON SURVEY RESPONSES FOR CUSTODIAL SERVICES
2005**

FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE
			+ OUTSTANDING
	ADMINISTRATORS	PRINCIPALS	TEACHERS
Custodial Services	40/57	34/63	26/61

Source: MGT, 2005.

At the same time, a focus group of custodians expressed the concern that there were not enough substitute custodians. When a custodian is sick, the crews often work shorthanded or a supervisor is required to fill in.

COMMENDATION

YCSD is commended for maintaining clean schools with staffing levels below best practice levels.

RECOMMENDATION

Recommendation 7-5:

Review level of staffing for substitute custodians.

The division should review the number of substitute custodians that it maintains to ensure it has enough substitutes to minimize overtime and maintain the performance of the regular staff.

FISCAL IMPACT

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

FINDING

The cost of custodial cleaning supplies varies from school to school within YCSD. Exhibit 7-13 shows the dollar amount of cleaning supplies spent by each school in FY 2005. These costs vary greatly per square foot of facility, from \$.06 to \$.32 per gross square foot.

**EXHIBIT 7-13
YORK COUNTY SCHOOL DIVISION
COMPARISON CLEANING SUPPLY COSTS
FY 2005**

SCHOOL	TOTAL GROSS SQUARE FEET	FY 05 TOTAL COST OF CLEANING SUPPLIES	COST PER GROSS SQUARE FOOT	DOLLARS IN EXCESS OF \$.11 BEST PRACTICE
Elementary Schools				
Bethel Manor	79,796	\$12,786	0.16	\$4,008
Coventry	77,729	10,162	0.13	1,612
Dare	52,073	16,422	0.32	10,694
Grafton-Bethel	57,844	11,602	0.20	5,239
Magruder	70,395	8,676	0.12	933
Mt. Vernon	60,438	9,842	0.16	3,194
Seaford	55,532	6,644	0.12	535
Tabb	69,893	9,440	0.14	1,752
Waller Mill	36,706	5,090	0.14	1,052
Yorktown	61,756	11,677	0.19	4,884
Totals	622,162	\$102,341	0.16	\$33,903
				-
Middle Schools				
Grafton	143,000	\$13,318	0.09	\$(2,412)
Queens Lake	57,097	7,315	0.13	1,034
Tabb	98,165	11,734	0.12	936
Yorktown	72,982	8,064	0.11	36
Totals	371,244	\$40,431	0.11	\$(406)
				-
High Schools				
Bruton	155,223	\$11,075	0.07	\$(6,000)
Grafton	143,000	26,636	0.19	10,906
Tabb	152,426	14,812	0.10	(1,955)
York	190,000	10,659	0.06	(10,241)
Totals	640,649	\$63,182	0.10	\$(7,289)
Division Total				\$26,208

Source: YCSD Custodial section, 2005.

It is logical for cleaning supply costs to vary somewhat from school to school. Some schools are older and may take more effort to clean. Some schools have a greater number of students per square foot or have more community use and would also require more cleaning supplies. However, it is also true that supplies can be misused, wasted, or even pilfered if there are no controls on their use.

RECOMMENDATION

Recommendation 7-6:

Establish a cleaning supply budget for each school.

By setting a budget for cleaning supplies for each school and by providing sufficient training in the proper use of cleaning supplies, the Manager of Custodial Services can ensure a cost-effective use of division resources. The average cost of cleaning supplies at the middle schools is \$.11 per GSF. The Manager of Custodial Services should use this as a base budget for each school, and increase or decrease the budget as experience dictates the appropriate level.

FISCAL IMPACT

Exhibit 7-13 shows that a base budget of \$.11 per GSF would create a savings of approximately \$26,000 per year. (\$33,903 - \$406 - \$7289 = \$26,208)

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Establish Cleaning Supplies Budget	\$26,000	\$26,000	\$26,000	\$26,000	\$26,000

7.5 Energy Management

FINDING

YCSD has a comprehensive energy management program. The division has had an energy management program for over 10 years. The program is multifaceted and the Division reinvests energy savings in more energy efficient systems. Among the energy efficient measures taken by the Division are:

- All schools have been relamped with energy efficient fixtures.
- All HVAC systems are controlled by direct digital control systems. These systems allow for central control and monitoring of all energy using equipment.
- The division has a building user education program that teaches staff, teachers, and students ways to save energy.
- The division utilizes a program called EnergyCap to monitor all utility bills. In the first year of tracking utility bills, the Division documented a cost avoidance of \$208,970.
- In October of 2005, the EPA recognized YCSD as one of “18 Leading Organizations for Efforts to Cut Energy Bills.” The division achieved at least a 10 percent savings in energy costs.
- Three schools have occupancy sensors that allow the HVAC systems to be set back when the rooms are unoccupied.
- All pumps that have variable frequency drives are monitored via the building automation system.

- Electrical demand is monitored at the high schools, and a load shed schedule is employed when necessary.
- The division has developed its own graphic software, which monitors the HVAC equipment. This program is easily understood by staff and lay people.
- YCSD has installed centralized make-up air systems, for fresh air ventilation.
- The division has installed deduct water meters on ball field sprinkler systems to track water consumption and are credited for water that the water treatment company did not have to treat.
- The division uses geothermal heat pump systems, which reduce energy consumption.
- YCSD energy management staff review all plans for new construction to ensure that energy efficient systems are designed and used.

COMMENDATION

YCSD is commended for having a best practice energy management program.

8.0 TRANSPORTATION

This chapter presents findings, commendations, and recommendations for the transportation function in the York County School Division (YCSD). The major sections of this chapter are:

- 8.1 Organization and Staffing
- 8.2 Planning, Policies, and Procedures
- 8.3 Routing and Scheduling
- 8.4 Training and Safety
- 8.5 Vehicle Maintenance

CHAPTER SUMMARY

The YCSD Transportation Department provides competent transportation services for its students. The department is in compliance with Virginia Department of Education (VDOE) Efficiency Study policies and procedures and exceeds some functional area expectations. The Transportation Department satisfactorily delivers students to and from their destinations, has an effective driver training program, and has a 14-year bus replacement policy.

Significant accomplishments of the Transportation Department are:

- Superb maintenance support operations implemented and supervised by the Manager of Vehicle Maintenance. The vehicle maintenance program is exceptional, as evidenced by a high operational rate for all vehicles and equipment in the inventory. In addition, the maintenance physical plant is clean, orderly, and efficient.
- Commendable Vehicle Maintenance Information System (VMIS) program. The Transportation Department's Parts Coordinator does an exceptional job keeping track of vehicle maintenance schedules, programming bus and commercial vehicle maintenance, and keeping accurate inventories of parts and supplies.
- Exceptional technology supporting routing and scheduling of student transportation operations. Implementation and use of EDULOG technology to plan student transportation services is efficient and effective, and serves as a model for other school divisions.

Overall, the Transportation Department does a satisfactory job complying with and implementing Virginia Department of Education transportation policies and procedures, reducing costs, and planning. However, MGT found that certain areas of the transportation function could be improved. The Transportation Department needs to improve procedures for reporting accidents to VDOE; improve school bus capacity utilization; implement first aid policy for exclusive/special education students who experience mental or physical distress while being transported; and reduce its spare parts inventory. The following is a brief synopsis of these observations:

- Transportation Safety reports required by VDOE cannot (under present circumstances) be submitted properly by YCSD. The Associate Director of Transportation and Warehouse Operations (ADTWO) reported that there are reporting difficulties between his office and the VDOE Transportation element because of technology problems. VDOE has software technical difficulties at the state level that preclude YCSD from electronically transmitting required accident reports. The MGT on-site team contacted the VDOE Transportation Division about this problem and were told that there was a technical electronic transmission and receipt problem due to faulty software and that efforts were underway at the state level to resolve the situation. The VDOE Transportation Division also indicated that this was a problem for other school divisions in the Commonwealth of Virginia. This issue is discussed in greater detail in a subsequent section of this chapter.
- Bus capacity in YCSD is underutilized. It is understandable that on some bus routes (for middle and high school students), the division wishes to accommodate larger students and therefore does not adhere to manufacturer passenger capacity guidelines. However, the blanket use of a YCSD policy for all buses without considering students served underutilizes bus capacity and creates waste.
- Spare parts inventory is excessive and could be reduced. The spare parts inventory of the YCSD Transportation Department is \$273,457, of which approximately 50 percent or \$136,728 is excess.

The Transportation Department has several superb operations that are acknowledged in this chapter. Conversely, there are other areas that could be improved. Making improvements recommended in this chapter could reduce costs, improve operations, improve retention of bus drivers, and increase efficiency.

INTRODUCTION

The county transportation area of responsibility is both urban and rural with interstate, city, and country roads of communication. The York County School Division provided student transportation services during school year 2004-05 for 12,442 students or almost the entire student population. For school year 2005-06, YCSD is providing transportation services for 12,901 students for a 3.9 percent increase from school year 2004-05.

The Transportation Department provides daily transportation for its students to 19 school centers. In addition, it provides transportation services supporting field trips, after-school activities, and special transportation and shuttle service to other locations. Transportation users are regular students and exclusive/special education students who are transported to and from school throughout the county and in some cases to neighboring educational or other facilities outside the county's area of responsibility.

The policy of YCSD is to provide all qualified students transportation services to and from school within the student's assigned school area. YCSD complies with the Code of Virginia, Section 22.1-176, which says, "County School Boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring

such transportation.” Under the circumstances, YCSD has elected to provide student transportation services to all of its assigned students.

YCSD requested that this transportation assessment provide a comparative analysis of YCSD with selected peer divisions in the Commonwealth of Virginia. The peer divisions are Albermarle, Fauquier, Frederick, Roanoke, and Montgomery counties. Comparative analysis uses five-year reports from 1999-2000 to 2003-04 school years, which are the most recent data available from the Virginia Department of Education.

Exhibit 8-1 provides a five-year overview of regular and exclusive/special education students transported in each school division. Pupils provided regular and exclusive transportation in YCSD are the total number of riders (morning and afternoon runs) using school transportation services. The peer school division total reveals a gradual yearly increase in the number of students transported until a decline in school year 2001-02, followed by subsequent yearly increases. YCSD, on the other hand, shows a gradual and continued increase in the number of regular and exclusive/special education students transported each school year, from 11,778 in school year 1999-2000 to 12,423 in school year 2003-04, an increase of 645 students or 5.5 percent.

In YCSD, all student transportation services are impacted by how effective and efficient student transportation services are provided to regular and exclusive (special education) students. Exhibit 8-2 presents a five-year overview of regular student transportation. It shows that transportation numbers for this population increased gradually from 11,613 in school year 1999-2000 to 12,225 in school year 2003-04, an increase of 622 students or 5.4 percent. The peer divisions experienced a similar rate of increase.

**EXHIBIT 8-1
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW
OF NUMBER OF REGULAR AND EXCLUSIVE/SPECIAL
EDUCATION STUDENTS TRANSPORTED
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	11,778	11,900	12,131	12,305	12,423
Albermarle County	11,643	11,752	11,800	11,950	12,279
Fauquier County	7,663	7,779	8,033	8,408	8,292
Frederick County	7,369	7,785	7,920	8,308	8,308
Roanoke County	10,226	10,345	9,185	9,342	9,207
Montgomery County	6,524	6,092	6,604	6,684	6,559
PEER SCHOOL DIVISION TOTAL	43,425	43,753	43,542	44,692	44,645
PEER SCHOOL DIVISION AVERAGE	8,685	8,751	8,708	8,938	8,929

Source: Commonwealth of Virginia, Department of Education, 2005.

**EXHIBIT 8-2
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW OF REGULAR STUDENTS TRANSPORTED
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	11,613	11,740	11,959	12,125	12,235
Albermarle County	11,535	11,601	11,608	11,712	12,034
Fauquier County	7,355	7,501	7,785	8,129	8,023
Frederick County	7,267	7,686	7,801	8,179	8,179
Roanoke County	10,025	10,156	8,996	9,157	9,006
Montgomery County	6,334	5,920	6,442	6,513	6,376
PEER SCHOOL DIVISION TOTAL	42,516	42,864	42,632	43,690	43,618
PEER SCHOOL DIVISION AVERAGE	8,503	8,573	8,526	8,738	8,724

Source: Commonwealth of Virginia, Department of Education, 2005.

*Note: Numerical entries are totals for students transported during morning and afternoon runs.

Exhibit 8-3 shows the five-year overview for exclusive/special education students provided transportation services. A comparison of YCSD with peer divisions reflects that all had increases of about the same ratio, with the exception of Albemarle, which had dramatic increases in its exclusive/special education population. It is noted that YCSD outperformed its peers by having a slightly lower number of exclusive/special education student increases over the five-year period. YCSD increased by 23 students from school year 1999-2000 to 2003-05, whereas the peer school division average increased by 24 students for the same period.

**EXHIBIT 8-3
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW OF EXCLUSIVE/SPECIAL EDUCATION
STUDENTS TRANSPORTED
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	165	160	172	180	188
Albermarle County	108	151	192	238	245
Fauquier County	308	278	248	279	269
Frederick County	102	99	119	129	129
Roanoke County	201	189	189	185	201
Montgomery County	190	172	162	171	183
PEER SCHOOL DIVISION TOTAL	909	889	910	1,002	1027
PEER SCHOOL DIVISION AVERAGE	181	179	182	200	205

Source: Commonwealth of Virginia, Department of Education, 2005.

*Note: Numerical entries are totals for students transported during morning and afternoon runs.

Exhibit 8-4 shows yearly mileage increases for the peer division total and the peer school division average for each school year for the five-year period. Entries for peer divisions show gradual yearly increases. YCSD had a total yearly mileage of 894,820 miles in school year 1999-2000 and 933,451 in school year 2003-04, for an increase of 78,631 miles or 8.8 percent. The peer school division average shows 1,388,034 miles in 1999-2000 and 1,457,657 in 2003-04, for an increase of 69,623 or 5.01 percent.

Comparison to Exhibit 8-1, shown earlier in this chapter, reflects that YCSD transported 11,778 students in 1999-2000 and 12,423 in school year 2003-04—an increase of 645 students. The peer school division average was also one percent. Mileage increases and students transported for YCSD and its peers are consistent.

**EXHIBIT 8-4
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW
OF TOTAL YEARLY MILEAGE
FOR REGULAR AND EXCLUSIVE/SPECIAL EDUCATION STUDENTS
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	894,820	856,594	812,507	757,870	933,451
Albermarle County	1,744,634	1,820,060	1,946,945	1,950,312	1,934,377
Fauquier County	1,900,674	1,641,600	1,757,700	1,717,272	1,823,294
Frederick County	1,354,320	1,074,695	1,234,260	1,512,288	1,591,525
Roanoke County	1,091,880	1,157,580	1,157,580	1,170,540	1,146,960
Montgomery County	848,664	781,290	817,528	791,406	792,130
PEER SCHOOL DIVISION TOTAL	6,940,172	6,475,225	6,914,013	7,141,818	7,288,286
PEER SCHOOL DIVISION AVERAGE	1,388,034	1,295,045	1,382,802	1,428,364	1,457,657

Source: Commonwealth of Virginia, Department of Education, 2005.

Exhibit 8-5 shows that transportation costs for YCSD increased each year except 2001–02, when YCSD experienced a decline. However, YCSD costs increased in 2002-03 and the subsequent year. The data show that transportation costs for YCSD increased from \$3,916,767 in 1999-2000 to \$5,101,841 in 2003-04. The total increase was \$1,185,074 or 30 percent during the five-year period.

**EXHIBIT 8-5
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW TOTAL TRANSPORTATION COSTS
FOR ALL TRANSPORTATION SERVICES
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	\$3,916,767	\$4,684,706	\$3,997,744	\$4,871,508	\$5,101,841
Albermarle County	\$6,212,079	\$6,628,206	\$7,135,967	\$7,909,232	\$8,517,282
Fauquier County	\$3,733,060	\$3,800,363	\$3,866,537	\$4,257,260	\$4,898,054
Frederick County	\$3,374,380	\$4,844,259	\$4,951,259	\$5,057,662	\$5,987,487
Roanoke County	\$3,716,124	\$4,000,793	\$4,884,143	\$4,670,246	\$4,498,135
Montgomery County	\$3,107,388	\$2,756,370	\$3,066,273	\$3,248,538	\$3,465,498
PEER SCHOOL DIVISION TOTAL	\$20,014,303	\$22,029,991	\$23,904,179	\$25,142,938	\$27,366,456
PEER DIVISION AVERAGE	\$4,028,606	\$4,405,998	\$,780,836	\$5,028,588	\$5,473,291

Source: Commonwealth of Virginia, Department of Education, 2005.

Exhibit 8-6 shows that YCSD transportation costs for regular and exclusive/special education students were \$2,009,175 for school year 1999-2000 and increased to \$2,641,577 in school year 2003-04. This was an increase of \$632,402 or 31 percent. The peer division average was \$2,249,198 in school year 1999-2000 and increased to \$3,085,628 in school year 2003-04. This was an increase of \$836,430 or 37 percent. The YCSD percentage increase was thus slightly less than the peer division increase (six percent). In addition, YCSD had lower transportation costs for its regular and exclusive/special education student population than the school division average.

**EXHIBIT 8-6
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW OF TRANSPORTATION COSTS
FOR REGULAR AND EXCLUSIVE/SPECIAL EDUCATION STUDENTS
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	\$2,009,175	\$2,212,670	\$2,127,300	\$2,267,259	\$2,641,577
Albermarle County	\$3,308,064	\$3,392,890	\$3,922,890	\$4,352,415	\$4,520,442
Fauquier County	\$2,091,468	\$2,653,938	\$2,778,771	\$2,820,889	\$3,166,532
Frederick County	\$2,124,347	\$2,238,385	\$2,746,576	\$3,584,662	\$3,758,984
Roanoke County	\$2,219,753	\$2,395,128	\$2,407,461	\$2,393,910	\$2,416,381
Montgomery County	\$1,502,357	\$1,314,434	\$1,317,672	\$1,573,086	\$1,565,799
PEER SCHOOL DIVISION TOTAL	\$11,245,989	\$11,894,775	\$13,173,370	\$14,724,962	\$15,428,138
PEER SCHOOL DIVISION AVERAGE	\$2,249,198	\$2,378,955	\$2,634,674	\$2,944,992	\$3,085,628

Source: Commonwealth of Virginia, Department of Education, 2005.

Transportation costs for exclusive/special education students are normally significantly higher than transportation costs for the regular student population. Buses have to be specially equipped, bus driver aides are usually mandatory, and there are other requirements that add to the cost of transporting exclusive/special education students. Exhibit 8-7 shows that YCSD exclusive transportation costs were \$402,706 in school year 1999-2000 and increased to \$757,459 in school year 2003-04. This is an increase of \$357,753 or 89 percent. In 2003-04, YCSD transported 188 exclusive/special education students at an average cost of \$4,029 per student. The peer division average to transport exclusive students was \$500,534 for school year 1999-2000 and increased to \$983,785 in school year 2003-04. This is an increase of \$483,251 or 97 percent. YCSD has seen an 89 percent increase in the cost of transporting its exclusive/special education student population versus 97 percent for its peer school divisions.

The cost per mile for regular and exclusive/special education students is shown in Exhibit 8-8. YCSD has consistently transported its regular and exclusive student population each school year of the five-year period at lower cost than its peer comparisons. YCSD transported its regular and exclusive/special education students at a yearly cost of \$282.49 per student in school year 1999-2000. This increased to \$329.75 per student in school year 2003-04. The peer school division average was \$379.29 in school year 1999-2000 and \$494.29 in school year 2003-04. YCSD transported its student population at a yearly cost per student for school year 2003-04 that was \$164.54 less than the peer average.

**EXHIBIT 8-7
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW OF TRANSPORTATION COSTS
FOR EXCLUSIVE/SPECIAL EDUCATION STUDENTS
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	\$402,706	\$622,849	\$604,855	\$774,865	\$757,459
Albermarle County	\$412,204	\$497,240	\$700,408	\$845,730	\$1,211,925
Fauquier County	\$481,807	\$556,120	\$676,577	\$735,572	\$887,353
Frederick County	\$550,168	\$718,974	\$780,977	\$1,222,006	\$1,291,024
Roanoke County	\$660,281	\$759,006	\$725,046	\$677,169	\$621,576
Montgomery County	\$398,157	\$421,215	\$413,942	\$436,125	\$457,040
PEER SCHOOL DIVISION TOTAL	\$2,502,617	\$2,952,555	\$3,296,950	\$3,916,602	\$4,468,918
PEER SCHOOL DIVISION AVERAGE	\$500,534	\$590,110	\$659,390	\$783,320	\$983,784

Source: Commonwealth of Virginia, Department of Education, 2005.

One of the most critical comparisons is how much a school division spends per mile to transport its student population. Exhibit 8-9 shows that YCSD is spending more per mile to transport its student population. YCSD has consistently spent more than its peer school divisions each school year of the five-year comparison. For school year 1999-2000, YCSD expended \$2.25 per mile for regular and exclusive students versus \$1.55 as shown for the peer school division average. For school year 2003-04, YCSD spent \$2.54 per mile; the peer school division average was \$1.96. Costs per mile are impacted by variables including fuel costs, deadhead miles, and student capacity on buses. YCSD could reduce its cost per mile by improving student capacity on its buses and reducing deadhead miles.

**EXHIBIT 8-8
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW OF COST PER PUPIL PER YEAR
FOR REGULAR AND EXCLUSIVE/SPECIAL EDUCATION STUDENTS
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	\$282.49	\$298.35	\$286.96	\$316.88	\$329.75
Albermarle County	\$485.78	\$487.23	\$527.49	\$586.21	\$559.95
Fauquier County	\$319.67	\$409.56	\$465.02	\$484.84	\$559.90
Frederick County	\$426.75	\$467.44	\$517.16	\$537.37	\$565.34
Roanoke County	\$313.93	\$322.22	\$388.23	\$386.34	\$392.87
Montgomery County	\$350.30	\$377.64	\$379.38	\$385.78	\$393.37
PEER SCHOOL DIVISION TOTAL	\$1,896.43	\$2,064.09	\$2,277.28	\$2,380.54	\$2,471.43
PEER SCHOOL DIVISION AVERAGE	\$379.29	\$412.82	\$455.46	\$476.11	\$494.29

Source: Commonwealth of Virginia, Department of Education, 2005.

*Note: Numerical entries are totals for students transported during morning and afternoon runs.

**EXHIBIT 8-9
YORK COUNTY SCHOOL DIVISION
FIVE-YEAR OVERVIEW
COST PER MILE PER YEAR
FOR REGULAR AND EXCLUSIVE/SPECIAL EDUCATION STUDENTS
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	\$2.25	\$2.36	\$2.35	\$2.65	\$2.54
Albermarle County	\$1.90	\$1.86	\$2.01	\$2.22	\$2.12
Fauquier County	\$0.91	\$1.57	\$1.51	\$1.57	\$1.65
Frederick County	\$1.45	\$1.91	\$2.05	\$2.21	\$2.20
Roanoke County	\$1.94	\$1.98	\$2.01	\$1.97	\$2.03
Montgomery County	\$1.57	\$1.50	\$1.45	\$1.80	\$1.78
PEER SCHOOL DIVISION TOTAL	\$7.75	\$8.82	\$9.03	\$9.77	\$9.78
PEER SCHOOL DIVISION AVERAGE	\$1.55	\$1.76	\$1.81	\$1.95	\$1.96

Source: Commonwealth of Virginia, Department of Education, 2005.

Exhibit 8-10 shows deadhead miles for YCSD and its peers, while Exhibit 8-11 shows the costs associated with deadhead miles. Deadhead miles are defined as mileage spent moving to begin a route or to pick up a student prior to commencing transportation service. Deadhead miles can be considerable, and they add significantly to student transportation costs. As Exhibit 8-10 shows, YCSD is third highest among its peer comparison group in deadhead miles. Exhibit 8-11 shows that YCSD spent \$850,707 on deadhead miles in school year 1999-2000 and \$1,096,114 on deadhead miles in school year 2003-04. This is an increase of \$245,407 or 28.8 percent. The peer school division average was \$966,540 in school year 1999-2000 and \$1,178,743 in school year 2003-04. This is an increase of \$269,209 or 27.8 percent. YCSD could reduce the number of deadhead miles and associated costs.

**EXHIBIT 8-10
YORK COUNTY SCHOOL DIVISION
PEER GROUP COMPARISONS
DEADHEAD MILES
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	378,877	388,804	387,898	308,297	430,860
Albermarle County	1,071,656	1,085,549	977,447	1,032,402	1,171,529
Fauquier County	605,350	536,946	539,752	706,152	816,356
Frederick County	637,035	704,773	633,427	367,324	407,307
Roanoke County	354,652	313,319	427,693	370,112	385,916
Montgomery County	341,761	465,030	355,518	347,976	375,575
PEER SCHOOL DIVISION TOTAL	3,010,454	3,105,617	2,943,867	2,823,966	3,156,683
PEER SCHOOL DIVISION AVG	602,091	621,123	588,773	564,793	631,337

Source: Commonwealth of Virginia, Department of Education, 2005.

**EXHIBIT 8-11
YORK COUNTY SCHOOL DIVISION
PEER GROUP COMPARISONS
COST OF DEADHEAD MILES
1999-2004 SCHOOL YEARS**

SCHOOL DIVISION	1999-2000	2000-01	2001-02	2002-03	2003-04
York County School Division	\$850,707	\$917,488	\$910,564	\$815,722	\$1,096,114
Albermarle County	\$2,032,006	\$2,023,640	\$1,969,453	\$2,285,289	\$2,483,402
Fauquier County	\$650,850	\$840,545	\$814,430	\$1,110,689	\$1,350,349
Frederick County	\$925,902	\$1,348,690	\$1,300,437	\$813,029	\$894,527
Roanoke County	\$686,617	\$619,520	\$858,025	\$729,324	\$783,074
Montgomery County	\$537,320	\$695,363	\$516,269	\$625,544	\$667,291
PEER SCHOOL DIVISION TOTAL	\$4,832,700	\$5,527,758	\$5,458,614	\$5,563,872	\$6,178,743
PEER SCHOOL DIVISION AVG	\$966,540	\$1,105,552	\$1,091,723	\$1,112,774	\$1,235,749

Source: Commonwealth of Virginia, Department of Education, 2005.

MGT conducted a survey of YCSD administrators, principals, and teachers as part of this efficiency review. They were asked to rate the punctuality of student arrival and departure to and from school. Exhibit 8-12 provides the survey results. In addition, principals, administrators, and teachers were interviewed by the MGT on-site team and asked to give their candid observations about student transportation services. The Transportation Department received high praise from this group, with the responses being overwhelmingly positive.

Exhibit 8-12 also shows that 13 percent of YCSD administrators, 18 percent of principals, and 25 percent of teachers responded that transportation services need some or major improvement. Conversely, 84 percent of administrators, 79 percent of principals, and 51 percent of teachers rated transportation services in YCSD as adequate or outstanding. In summary, YCSD is providing transportation services efficiently and effectively for its student population; the remainder of this chapter is an assessment of this important function.

**EXHIBIT 8-12
YORK COUNTY SCHOOL DIVISION
TRANSPORTATION COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS, AND TEACHERS
2005-06 SCHOOL YEAR**

RESPONDENT GROUP	% INDICATING NEEDS SOME OR MAJOR IMPROVEMENT	% INDICATING ADEQUATE OR OUTSTANDING
YCSD Administrators	13%	84%
YCSD Principals	18%	79%
YCSD Teachers	25%	51%

Source: MGT Survey, October 2005.

8.1

Organization and Staffing

Exhibit 8-13 shows how the YCSD Transportation Department is structured to accomplish planning, training, and maintenance, and conduct daily transportation operations. The Associate Director of Transportation and Warehouse Operations (ADTWO) reports to the Director of Maintenance and Facilities Support, and has seven staff or operation functions reporting directly to him. Five of the function heads are central to accomplishing the daily transportation mission: the Manager of Vehicle Maintenance, the two Area Supervisors, the Bus Dispatcher, and the Operations Specialist for Routing. The ADTWO and these five effectively deliver the students to and from school safely and on schedule on a daily basis.

The staffing levels shown are the result of experience and changing requirements; they are not the result of a staffing formula. The asterisks in functions on the organizational chart indicate changes that are under way; these are discussed in this section.

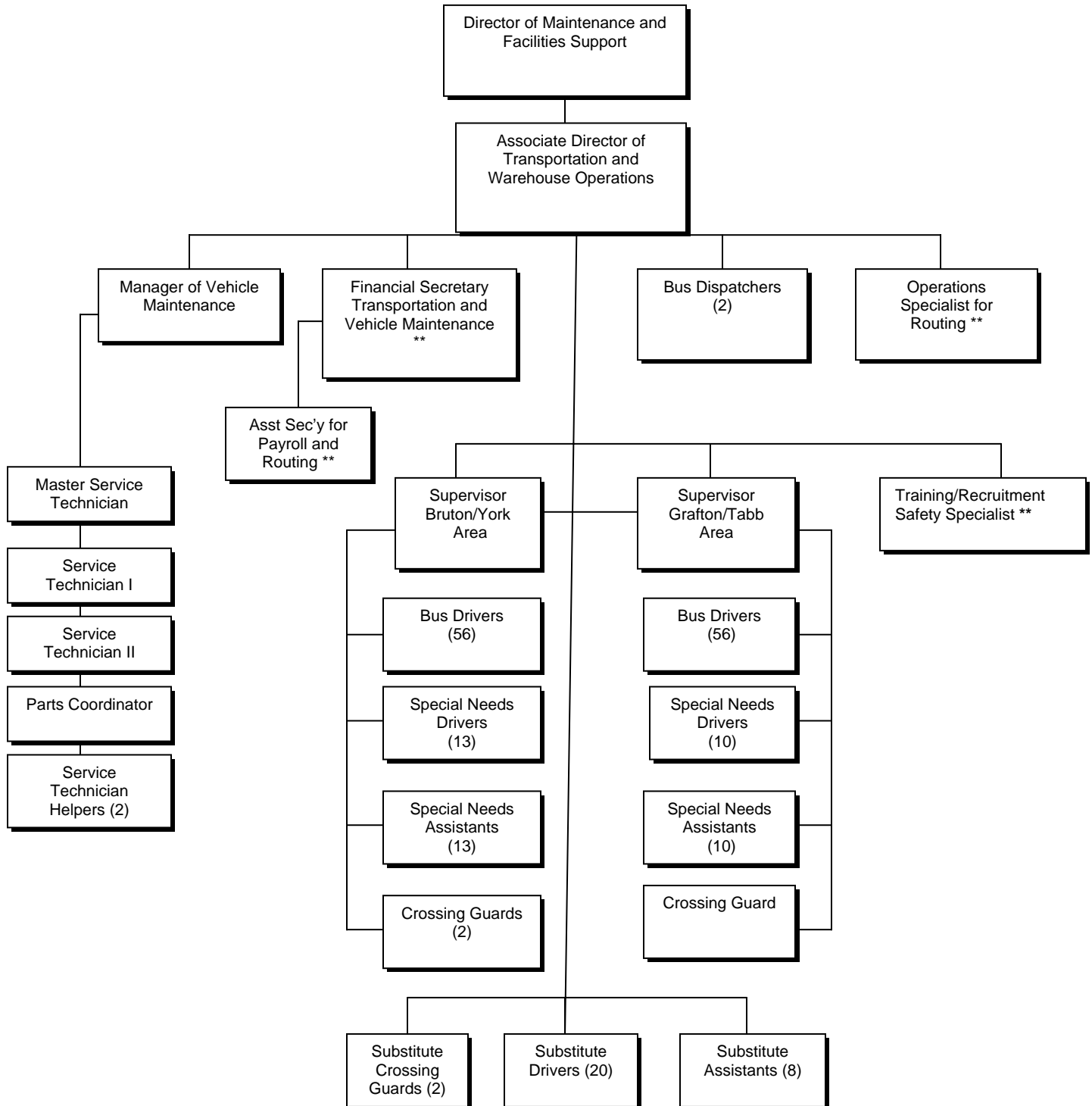
The MGT consultants observed that a very robust and effective organization had potential weaknesses in its excellent automated routing system (no backup capacity), and a shortfall in fixing the responsibility for safety and accident reporting. The ADTWO assessment led him to fix another capacity shortfall while addressing the ones noted. The Financial Secretary has payroll responsibility for over 200 employees, including Teacher Assistants in the schools. There is no backup in this staff function. The solutions that the Associate Director of Transportation and Warehouse Operations says have been approved by the Superintendent are as follows:

- The Financial Secretary has an assistant for the payroll function and this new hire will also be trained in the EDULOG automated routing and scheduling system; the backup requirement and cost are discussed in the Routing and Scheduling section of this chapter.
- The approved but vacant Training/Recruitment Specialist position will be filled, and the safety function will be added to the job description.

Of the 134 CDL qualified drivers, 114 are classified as full-time drivers, and 20 are substitutes. Full-time drivers and the 23 special needs assistants receive their pay and full benefits. Full-time drivers are under contract, but substitute drivers are not. Special needs assistants receive a letter denoting hiring or continued employment. Eight of the full-time drivers are Certified Driver Trainers in York County, and this gives the Associate Director flexibility in satisfying new training requirements. Driver Trainers do receive extra compensation when used as trainers.

Transportation uses innovative approaches to try and meet the challenge of recruiting and retaining bus drivers: employees who recruit a new driver receive a bonus, and school buses are parked at strategic intersections with signage indicating job opportunities. There are sufficient regular drivers for the planned routes and other transportation activities. The daunting challenge is keeping enough reliable substitute drivers.

**EXHIBIT 8-13
YORK COUNTY SCHOOL DIVISION
ORGANIZATIONAL CHART FOR TRANSPORTATION
SCHOOL YEAR 2005-06**



Source: YCSD Transportation, November 2005.

*Indicates position changes under way at the time of MGT's on-site visit.

During interviews and in the focus group, the MGT on-site team learned that there is a problem having enough available substitute drivers. Because regular work is not assured on any given day, the pay is low, and substitutes do not receive benefits, the substitute drivers (CDL trained by Transportation) may seek other employment while waiting to become a contract, full-time driver. Thus, while having 20 Substitute Drivers in the structure reflects an aggressive, commendable recruiting and training program, the substitutes are often not available. The recurring, unmet need for substitute drivers triggers the requirement to use regular drivers as substitute drivers. Therefore, regular drivers must make double runs.

Regular drivers do receive a pay supplement of \$4.00 for each double run. The ADTWO indicated that there were 6,000 double runs last school year. The supplement would cost approximately \$24,000 per year. More significant, 6,000 double runs is 22.8 percent of the annual runs (146 daily runs X 180 school days) and averages 33 double runs per day for regular drivers if substitutes are not available. The driver team responds admirably in support of the transportation mission; however, according to focus group comments, double runs add to driver stress in a heavy traffic area and can contribute to late pickup and delivery of students. While mechanics are also licensed to drive school buses, they only do so in their repair support role and are not used as substitute drivers.

There is no ready solution to what a recent *USA Today* news story reported to be a nationwide problem: keeping school bus drivers. Low pay without benefits is a factor in many regions. In contrast, YCSD has retained regular drivers and assistants by providing pay and benefits for a six-hour day. Exhibit 8-14 illustrates this success.

**EXHIBIT 8-14
YORK COUNTY SCHOOL DIVISION
TRANSPORTATION TURNOVER RATES
2005-06 SCHOOL YEAR**

SCHOOL YEAR	NON-BUS DRIVERS	REGULAR BUS DRIVERS	BUS DRIVER ASSISTANTS
2002-2003	.09	.07	.04
2003-2004	.00	.06	.04
2004-2005	.00	.09	.00

Source: MGT of America, November 2005.

Nonetheless, having enough substitute drivers available on a daily basis remains a challenge. Filling the Training/Recruitment and Safety Specialist position previously discussed will help, but low pay and no benefits will continue to have a negative effect on availability and the consequential requirement for double runs by regular drivers.

FINDING

Hiring and retention of substitute bus drivers are only minimally accomplished.

As noted above, \$24,000 was spent in 2005 as a supplement to drivers for double runs. Additionally, \$232,209 was spent to pay regular drivers for field trips and sports trips, for example, and this does not include overtime for driving routes. Driving overtime for routes does not seem to be a factor because the six-hour contract leaves two hours for double runs when necessary. Double runs on certain routes that are from one end of the

district to the other can lead to late pickups and delivery, plus added stress affecting safety in a highly congested traffic area. The ADTWO should review how the above dollars are spent with a view to reallocate a portion of the costs to contract substitute or utility driver positions. These persons would be contracted for a 20-hour week at 66 percent of the first-year driver pay with benefits (\$11,191 instead of \$16,956). Ten substitute/utility drivers would cost \$111,191 per year, reduce the double run burden by one-third, and still leave \$145,000 in flexible response for student transportation requirements.

RECOMMENDATION

Recommendation 8-1:

Implement an analysis of how resources are allocated to identify ways to minimize the substitute driver problem.

The ADTWO should review the current allocation of resources and hire up to 10 contract substitute/utility drivers to reduce the double run burden and consequences, and to accomplish other recurrent transportation requirements.

A review should assist management to make informed decisions on how best to hire additional substitute/utility drivers. In addition, working with other key personnel in Transportation and soliciting their input should prove valuable in reviewing and allocating scarce resources.

FISCAL IMPACT

There are no fiscal impacts since the annual efficiency cost of \$111,191 is an allocation from the \$256,209 already in the budget and expense history. Should recommendations that pertain to reducing deadhead miles and optimizing bus capacity (Section 8.3) be implemented, portions of the cost savings could possibly be applied to this recommendation.

FINDING

Bus drivers and special needs assistants perform admirably in their respective positions.

During the on-site visit, focus group meetings were held with bus drivers and special needs assistants who transport the YCSD student population. These individuals are highly professional and truly care about the students they transport. They were observed interacting with students as they boarded the buses. The students were greeted with warm welcomes that were friendly and yet firm.

The bus drivers and special needs assistants are a credit to the recruiting efforts in YCSD and commended for upholding professional standards.

There is little that can be added to the laudatory comments from parents and principals. However, the following commendation is reinforced by the high praise they also receive from teachers.

COMMENDATION

The Bus Drivers and Special Needs Assistants are commended for their professionalism and performance. Parents during the Community Forum and the Principals interviewed praised their performance. Their ready response to the requirement for double runs shows their commitment to families and the community.

FINDING

The YCSD has in place incentives that significantly affect bus driver employee retention.

The Associate Director of Transportation and Warehouse Operations has in place an innovative and successful incentive to pay drivers when they complete double runs. In effect, it is known as a double run pay supplement, and those drivers who perform are compensated for their labor.

In these instances, drivers who have already completed their respective routes on a given morning or afternoon drive other routes where there are driver shortages. This in effect helps to reduce the impact of substitute driver shortages.

As stated earlier, there is no ready solution to what is a nationwide problem, keeping school bus drivers. *School Bus Fleet Magazine* and other transportation publications highlight that low pay is a major factor in the disaffection among bus drivers. This initiative by the Transportation Department in YCSD is commendable and helps alleviate bus driver shortages.

COMMENDATION

The Associate Director of Transportation and Warehouse Operations (ADTWO) and his staff are commended for the innovative initiatives in recruiting and the double run pay supplement, as well as the creation of a climate that enhances retention of full-time employees.

FINDING

The number of employees directly supervised by the two Area Supervisors results in an extraordinary span of control, not just in the numbers with whom they may have to communicate during daily operations, but also with respect to how information is disseminated, how information is obtained by subordinates, and how performance is observed and evaluated.

The Area Supervisors assist the ADTWO in the daily execution of the transportation mission. Their geographic responsibilities are based logically in the western and eastern sections of YCSD. The organizational chart shows that the Area Supervisors are responsible for the performance of 84 and 77 persons, respectively. Each is assigned 56 regular bus drivers.

In the focus group discussion, the practice of having two lead drivers in each area rather than the one supervisor was described as a better arrangement. Most of the participants agreed with that observation. The Associate Director for Transportation and Warehouse Operations indicated that there were problems when they used Lead Drivers. There are apparently problems with the current structure from the drivers' perspective. The Director should review this structure with a view towards strengthening it by reducing the span of control and improving the two-way flow of communication in daily operations. Lead or Senior Drivers could be a means of augmenting the information flow up and down in support of performance evaluation and the communication of key policies and practices. They could both enhance the flow of information and provide better information on the day-to-day performance of the drivers.

RECOMMENDATION

Recommendation 8-2:

Review the supervision and span of control situation.

The ADTWO, with drivers and Area Supervisors, should determine how best to reduce the span of control and resolve problems as perceived by management and the drivers in the two areas. If the addition of a Lead or Senior Driver for each area is the solution chosen, ADTWO should specify the position's responsibilities so as to eliminate whatever problems were experienced in the past with Lead Drivers.

The exceptional relationship existing between persons involved with the transportation functions provides an excellent environment for problem solving. The interaction between drivers and Area Supervisors in conjunction with the ADTWO could result in resolution of this important issue.

FISCAL IMPACT

There are no fiscal impacts associated with this recommendation. It can be accomplished with current resources.

8.2 Planning, Policies, and Procedures

The YCSD Transportation Department has an experienced key staff that works effectively as a team. Filling the Training/Recruitment and Safety Specialist position and adding a backup to the Operations Specialist for Routing position will strengthen Transportation planning and the capacity to adhere to safety reporting requirements without the hands-on, direct involvement of the ADTWO. Problems associated with Virginia Department of Education accident reporting are addressed in Section 8.4 of this chapter. These problems are not the fault of the Transportation staff.

There are excellent published YCSD policies and procedures governing Transportation operations. In addition to an excellent YCSD Intranet Web site, the public has access to information on the public Web site. All students are provided a student handbook each year. Parents are asked to sign acknowledgement on a form in the book indicating that they have reviewed the documents contained in the YCSD Student Handbook and

Conduct Code. YCSD School Board policies define a safe and reasonable walking distance to clarify which students are eligible for bus transportation.

Procedures for the training and safety program rely on the VDOE Driver Training Curriculum and the Special Drivers for Special Children Curriculum. While Section 8.4 discusses training and safety, it is important to acknowledge the existence of an innovative in-service training class for drivers and assistants serving Special Education students. During the training, the drivers and assistants are taken on a "field trip" riding a special needs equipped bus. Some of them are in wheelchairs. Some are blindfolded or wear earplugs. All need the help of someone to exit the building, board the bus, get seated. They thus sense to some degree what it means to have special needs. The class is designed to sensitize participants and not just teach a set of skills.

YCSD allows drivers to take buses home if they are closer to their first pickup point than they would be if they parked in the bus lot, which in fact is too small for all the buses. This policy can potentially reduce deadhead miles and enhances the timely start of a route in the morning. However, there are safety and security issues associated with parking buses in a nonsecure location.

FINDING

There are security implications (in the current terrorist threat environment) when buses are left in nonsecure locations.

YCSD school buses transport students onto military facilities in the area. This issue was discussed with the Associate Director for Transportation and Warehouse Operations, and he indicated his concern and desire to have three fenced and lighted parking areas to secure all buses. It was agreed that a feasibility study would have to be done to determine suitability of locations; security; homeland security implications; funding support, if any, from the federal government; total cost; and support of the school board.

RECOMMENDATION

Recommendation 8-3:

Initiate a study to determine the feasibility of obtaining secure parking areas for buses.

The ADTWO should obtain approval for a feasibility study to park school buses in secure sites with fencing and lighting. The feasibility study and cost estimates, utilizing property already owned by YCSD, should be submitted through the Director of Maintenance and Facilities and the Deputy Superintendent for Operations for the Superintendent's approval.

The implementation of this recommendation will require a detailed study employing resources of a highly competent professional consulting firm. It will require community involvement and approval. Additionally, an environmental impact study may be required.

This recommendation should be expedited for inclusion in the 2006-07 school year budget.

FISCAL IMPACT

There are fiscal impacts associated with this recommendation. The MGT on-site team cannot determine the impacts because a detailed study is not within the scope of work for this efficiency study. Costs associated with this recommendation may be significant and require a feasibility study by a competent authority so that an informed decision can be made by the Superintendent to develop additional secure parking lots for school buses.

FINDING

Personnel records maintained by the Human Resources personnel in coordination with the Transportation Department are exceptional.

The MGT on-site team reviewed certification records for drivers and assistants, criminal record checks, random substance abuse testing files, and the performance evaluation records. Record keeping by the human relations staff is excellent. A random sample of records was evaluated. Records were found to be complete; they had the right information, and any required administrative action was accomplished with efficiency and dispatch.

Maintaining accurate files on personnel involved in bus operations cannot be overemphasized. Individuals operating buses transporting the young people of our nation must stand and pass the rigid scrutiny required to be a bus driver or bus driver assistant. The program in YCSD ensures that every effort is made to hire only those individuals who can be trusted with the important responsibility of transporting its school children.

COMMENDATION

The Transportation Department and the supporting section of Human Resources are commended for excellent maintenance of critical transportation personnel files.

8.3 Routing and Scheduling

Routing and scheduling of student transportation services is one of the most important functions performed by the York County School Division Transportation Department. Commonwealth of Virginia Review Procedures as part of the Governor's initiative for school efficiency reviews state that "an effective routing and scheduling system not only will help the division control costs, but can maximize the state's reimbursement for miles driven." Having an effective routing and scheduling program improves efficiency, transports students more effectively, and reduces costs and waste.

FINDING

The routing and scheduling of students by York County Schools Division's Transportation Department is exceptional. The department is in its tenth year using EDULOG NT software technology to route and schedule student transportation services. The MGT on-site team examined the use and implementation of routing and scheduling and found:

- The Transportation Operations Specialist coordinates and implements routing and scheduling of student transportation requirements. She is well trained and fully knowledgeable of her duties and responsibilities.
- The Director of Transportation ensures that the routing and scheduling technician receives additional training as required to remain proficient on the EDULOG NT system.
- The Transportation Department works closely with the Director of Information Services, coordinating a myriad of transportation-related services.
- The Deputy Superintendent for Operations encourages and supports maximum use of computer technology to improve operations and reduce operating costs.
- The Transportation Department's routing and scheduling program is efficient and effective in scheduling regular and exclusive/special education student transportation services.

COMMENDATION

The York County School Division is commended for implementing and using an effective routing and scheduling program for student transportation services. Special recognition is given to the Transportation Operations Specialist, whose performance is outstanding.

FINDING

The Transportation Department is overutilizing the Transportation Operations Specialist to execute and implement its routing and scheduling program.

The Transportation Operations Specialist is the only person in the Transportation Department fully knowledgeable of EDULOG routing and scheduling technology. As a result, her skills are critical to the success of the program, and without her the program could become weakened. The MGT on-site team was informed that on those rare occasions when the Transportation Operations Specialist is ill or on personal leave, she has to be contacted about technical EDULOG matters. Though a backup plan is in place to use the services of the Director of Information and other personnel sources within YCSD to ensure continuity of routing and scheduling operations, putting this initiative in place expeditiously could prove cumbersome and unreliable.

The MGT on-site team was informed by the Director of Transportation that he had submitted and received approval from the Superintendent to add a Secretary position to the Transportation Department. The YCSD Transportation Department could realize greater efficiencies by filling the Secretary position as soon as practical and ensuring that the individual hired is cross-trained to the same level of proficiency as the Transportation Operations Specialist to effectively use and implement the EDULOG system for student transportation routing and scheduling.

The benefits to YCSD of having an additional person proficient in implementing and using the EDULOG automated system for routing and scheduling would be significant. At present, significant personnel challenges confront the Transportation Operations Specialist who is performing routing and scheduling for regular and exclusive/special education students. Though routing and scheduling for regular and exclusive/special education students are of equal importance, a significant amount of time and effort on her part are required to service the exclusive or special education population. Having an additional person working routing and scheduling challenges will improve efficiency, streamline operations, and reduce the stress and unfair expectations placed on the Transportation Operations Specialist.

RECOMMENDATION

Recommendation 8-4:

Fill the Transportation Secretary position.

Ensure that the individual is cross-trained and achieves proficiency in EDULOG technology for routing and scheduling student transportation services.

The division should ensure that the Secretary is fully trained as an assistant backup to the Transportation Operations Specialist to operate and maintain the EDULOG system as an additional duty associated with the position.

This recommendation should be fully implemented prior to the start of the 2006-07 school year.

FISCAL IMPACT

According to information provided by the ADTWO, a contracted Secretary would cost YCSD \$28,020 a year, benefits included. MGT estimates a one-time cost of \$2,700 to fully train the individual on EDULOG technology. The cost to implement this recommendation over the five-year budget cycle would be \$114,780.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Fill Secretary Position	(\$28,020)	(\$28,020)	(\$28,020)	(\$28,020)	(\$28,020)
EDULOG Training (One-Time Cost)	(\$2,700)	\$0	\$0	\$0	\$
TOTAL	(\$30,720)	(\$28,020)	(\$28,020)	(\$28,020)	(\$28,020)

FINDING

YCSD has an effective bell schedule; however, it could be improved.

It is staggered and driven by the availability of bus transportation assets to ensure transportation of students to and from school to meet opening and closing times. In other words, school bell schedules are dependent on the efficacy of the Transportation Department to route and schedule its transportation assets, which in turn drive school bell schedules. This situation is not unusual and is the situation in most school divisions throughout the Commonwealth of Virginia. There are only so many buses for use, and the ADTWO must plan their most effective utilization. Maximum efficiency of school bell schedules is achieved when the ADTWO works in coordination with principals and school administrators to plan and implement an effective and efficient bell schedule.

Exhibit 8-15 shows the bell schedules for the various schools in YCSD.

During the MGT on-site visit, interviews and meetings were held with several principals and school administrators who discussed bell schedules. Though all had high praise for the services rendered by bus drivers serving their respective schools, they were universal in suggesting that bell schedules and support of student activities requiring transportation assets should be improved. In addition, MGT team members rode a bus, observed bus operations, held focus group meetings with bus drivers and bus driver aides, and determined that buses are generally achieving on-time delivery of students. However, it was noted that with the exception of the bell schedule for the three high schools, the bell schedules are inconsistent and do not maximize efficiency of student bus transportation assets.

Exhibit 8-15 is the current bell schedule for YCSD. At issue are start times for middle and elementary schools that are determined by the Director of Transportation's management of assets for delivery of students to schools.

**EXHIBIT 8-15
BELL SCHEDULE
YORK COUNTY SCHOOL DIVISION
2005-06 SCHOOL YEAR**

GRADE LEVEL	SCHEDULE
Bruton, Grafton, Tabb, and York High Schools	7:20-1:47
York River Academy	8:40-2:54
Queens Lake, Grafton Middle, and Tabb Middle Schools	8:00-2:27
Yorktown Middle School	8:10-2:37
Bethel Manor and Tabb Elementary Schools	8:45-3:11
Coventry, Grafton Bethel, and Magruder Elementary Schools	8:45-3:11
Waller Mill and York Elementary Schools	9:00-3:26
Dare and Seaford Elementary Schools	9:00-3:26
Mt. Vernon Elementary School	8:30-2:56

Source: YCSD Transportation Department, 2005.

Although the current bell schedule works, it could be improved by better planning and improved integration of the input of school principals and administrators into the overall process.

RECOMMENDATION

Recommendation 8-5:

Ensure full integration of the input of school principals and school administrators into the bell planning and implementation process.

Guarantee that the final bell schedule takes maximum advantage of bus transportation assets and is programmed to meet the needs and requirements of YCSD schools.

The ADTWO should begin initiation of a plan that outlines his conceptual framework for a bell schedule for the 2006-07 school year. This draft plan should be presented to school principals and administrators for their comments and recommendations not later than March 2006. The ADTWO should incorporate their comments and recommendations and prepare a draft final not later than April 2006 for further review and comment by school principals and administrators. Once their comments and recommendations have been integrated as appropriate, a final version of the bell schedule for YCSD should be submitted not later than May 2006 through the Director of Maintenance and Facilities Support to the Deputy Superintendent for Operations for approval by the Superintendent. Superintendent approval should be received not later than June 2006 to allow implementation at the start of school year 2006-07.

The significance of this issue places it for implementation action as soon a practical. Further delay impacts adversely on the YCSD process and wastes resources. The current bell schedule is not as efficient as it could be and creates unwarranted anxiety among principals, staff, and teachers. It also adversely impacts students who participate in the free breakfast program, because in many instances they are not arriving at their schools in sufficient time to receive breakfast. This is unacceptable, considering that YCSD has the expertise, competency, and resources to remedy the situation. Therefore, this recommendation is strongly recommended for implementation at the start of the 2006-07 school year.

FISCAL IMPACT

There are no fiscal impacts associated with this recommendation. It can be accomplished within existing resources.

FINDING

YCSD is not optimizing bus capacity to transport its student population.

During the on-site visit, MGT found that YCSD has optimized its bus maintenance and operations capability by ensuring that the bus fleet consists of the International model of manufactured buses. The rationale is that having only one manufactured brand of bus in the fleet reduces maintenance costs, improves bus parts inventory realization, improves mechanical skills cross-application for bus maintenance, and reduces the number of

buses required in the fleet, and thereby reduces costs. In spite of these noteworthy initiatives, optimizing the number of riders on buses is not being accomplished. Exhibit 8-16 shows bus routes' average daily riders and average daily bus capacity. Average daily bus capacity is 17,324, and YCSD is utilizing only 12,423.

**EXHIBIT 8-16
YORK COUNTY SCHOOL DIVISION
BUS ROUTES, AVERAGE DAILY
RIDERSHIP AND MILES DRIVEN
2004-05 SCHOOL YEAR**

BUS ROUTES	AVERAGE DAILY RIDERSHIP	AVERAGE DAILY MILES DRIVEN	AVERAGE DAILY BUS CAPACITY
146	12,423	2,325	17,324*

Source: YCSD Transportation Department, November 2005.

*Figure determined by YCSD Transportation Department.

YCSD uses planning factors for routing and scheduling that are less than the manufacturer's stated capacities for its buses. For the manufacturer's recommendation for a 64-passenger bus, YCSD programs the bus for 44 passengers. For the manufacturer's recommendation for a 78-passenger bus, YCSD programs the bus for 52 passengers. These modifications of bus capacity are made across the board for all students using transportation services in YCSD.

MGT of America concedes the point that for high school and some middle school students (8th and 9th graders), the manufacturer's stated bus capacity is problematic. Difficulties are encountered trying to place 78 high school or some middle school students on such a bus to maximize seating capacity. Considering the size of high school students and some middle school students, it is prudent to modify bus capacity when transporting that student population.

However, as stated above, YCSD has instituted a blanket policy of using its 64-passenger buses at 44-passenger capacity and its 78 passenger buses at 52-passenger capacity for all routing and scheduling demands. This policy creates waste and could be modified.

The ADTWO provided Route Statistics Data to MGT of America. The data show the route, bus number, YCSD-determined bus capacity, load count, and use of the bus for high school, middle school, or elementary school students. It is a voluminous document and too large to print in detail in this chapter. The computations using data and information provided by the ADTWO to compile Exhibit 8-17 are on file at MGT of America and also available from the YCSD Transportation Department.

Exhibit 8-17 provides information on the number of students riding each route each day and compares riders to the YCSD planning factors and the manufacturer is recommended bus capacity. As the exhibit shows, YCSD is using only 62 percent of the manufacturer's recommended seating capacity to transport 12,901 students in grades pre-kindergarten through grade 12. Even according to the reduced formula, YCSD is using only 74 percent of its seating capacity. The Transportation Department is not effectively using daily seats that comprise bus capacity.

Exhibit 8-17 also shows that YCSD is not maximizing transportation capacity. The MGT on-site team observed and rode buses that were not operating near capacity. In addition, bus drivers in focus groups conducted by the on-site MGT team reported that most of them operated buses at far less than capacity. Discounting the manufacturer's recommended capacity and using the formula designed and used by YCSD, we find that transportation assets transport 74 percent of capacity or a shortfall of 4,423 passengers when considering the YCSD-determined bus capacity of 17,324. The Transportation Department should take immediate action to remedy this situation, as improving bus capacity utilization would reduce costs.

**EXHIBIT 8-17
YORK COUNTY SCHOOL DIVISION
BUS CAPACITY UTILIZATION
2005-06 SCHOOL YEAR**

MANUFACTURER'S RECOMMENDED CAPACITY	YCSD PLANNING FOR USE CAPACITY	ACTUAL YCSD LOAD COUNT OR STUDENTS TRANSPORTED	YCSD PERCENT USE OF MANUFACTURERS CAPACITY	YCSD PERCENT USE OF YCSD PLANNING FOR USE CAPACITY
20,957	17,324	12,901	62%	74%

Source: YCSD Transportation Department, November 2005.

RECOMMENDATION

Recommendation 8-6:

Optimize bus capacity.

YCSD is currently losing approximately 4,483 seats daily on buses because it is not optimizing bus capacity. The division could review its original decision to modify the manufacturer's recommended bus capacity and discipline the system to optimize student riders using bus transportation.

Implementation of this recommendation should result in reduction of three buses and bus drivers for a total cost savings of \$420,012.

FISCAL IMPACT

This recommendation can be implemented with existing resources and should result in a cost savings of \$420,012.

The salary plus benefits of a bus driver is computed at \$34,251 (\$25,753 salary and benefits package of \$8,498), and the salvage cost from selling the oldest buses in the fleet would realize a minimum of \$3,000 per bus.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Reduce Three Regular Bus Drivers	\$102,753	\$102,753	\$102,753	\$102,753	\$102,753
Remove Three Oldest Buses from Inventory and Sell Them	\$9,000	\$0	\$0	\$0	\$0
TOTAL	\$111,753	\$102,753	\$102,753	\$102,753	\$102,753

FINDING

YCS D has established goals of maximum ride times of no more than 45 minutes for regular students and no more than one hour and 30 minutes for exclusive students. With few exceptions, the Transportation Department meets these goals.

A bus run is accomplished by beginning at a start point and then proceeding to pick up students at designated points along the run and depositing the students at a school or other designated location. According to data provided by the Transportation Department, YCS D completes all bus runs for regular and special needs students within prescribed time limitations. Exhibit 8-18 is a random sample of bus run completion times. It shows a random sample of the normal completion times for regular and exclusive student transportation runs within prescribed routes in YCS D.

YCS D students are being transported within the goal times established and are not spending excessive time being transported to and from school. As a result, students are arriving at school unencumbered by long transit time and ready to begin their educational day.

COMMENDATION

The YCS D Transportation Department is commended for maintaining short bus ride times for students.

**EXHIBIT 8-18
YORK COUNTY SCHOOL DIVISION
COMPLETION TIMES FOR BUS RUNS
2005-06 SCHOOL YEAR**

COMPLETION TIMES	REGULAR STUDENT ROUTES	EXCLUSIVE STUDENT ROUTES
15-25 minutes	132	3
26-35 minutes	43	1
36-45 minutes	16	4
46-55 minutes	14	1
56-75 minutes	1	5
TOTAL	206	14

Source: YCS D Transportation Department, November 2005.

8.4 Training and Safety

YCSD transportation training and safety programs are the responsibility of the ADTWO. As stated, this function has goals to monitor all safety issues related to pupil transportation, investigate all accidents, and file accident reports with VDOE. During the MGT on-site visit, discussions were held with the Director of Transportation on the training and safety program.

The YCSD Transportation Safety Program is coordinated under supervision of the ADTWO. The Transportation Department stresses the importance of maintaining an active and responsive safety program to keep its personnel highly trained. It also sets high standards of safety and has a stated policy to achieve zero injuries and zero chargeable accidents. The ADTWO is a “hands-on” individual when it comes to safety. He personally teaches portions of safety orientations and classes for bus drivers emphasizing their safety responsibilities and the importance of transporting students in YCSD safely and without incident.

FINDING

Submission of accident reports to the Virginia Department of Education’s Transportation Division is not being accomplished effectively.

According to the ADTWO, the accident reports in question are not being submitted due to technical electronic transmission problems between the YCSD’S Transportation Department and the VDOE Transportation Division. MGT of America made contact with the VDOE Transportation Division at state level and subsequent contact with the official responsible for receiving and processing accident reports. MGT found that the state has electronic receipt and transmission problems with its computer software for processing accident reports. As a result, it cannot receive electronic reports from the school divisions in the state. The state official stated that efforts are being made to remedy the situation, and in the interim, school divisions are being asked to submit written reports.

YCSD has an exceptional accident prevention and safety program in effect. In assessing the YCSD accident prevention and safety program, it was found that:

- Safety meetings are conducted for all drivers.
- YCSD bus drivers possess a valid Commercial Driver’s License (CDL), are 21 years of age, and are physically fit to operate a school bus safely.
- State-mandated classroom instruction and 24 hours of behind-the-wheel training are completed by all bus drivers.
- Training, as required, is conducted for all other personnel assigned to the Transportation Department.
- The ADTWO is personally involved in safety programs and training for personnel assigned to the Transportation Department.

- The Deputy Superintendent for Operations personally monitors all accidents in YCSD and places significant emphasis on determining the cause of any accidents involving school buses and how to prevent recurrence.
- The Chief Financial Officer of YCSD maintains statistics on all accidents in the division and ensures prompt processing for payment of any insurance claims.
- In instances where a special or exclusive special education student using York County School Division Transportation Services is in physical or mental distress on a special education bus, the bus driver is to call 911 for assistance.

As stated earlier, YCSD has an exceptional safety and accident program. Exhibit 8-19 shows transportation-related staff development training offered as part of its safety and accident prevention program; whether, required by law; employee satisfaction ratings; whether certification is available; and any pay differential.

**EXHIBIT 8-19
YORK COUNTY SCHOOL DIVISION
TRANSPORTATION-RELATED STAFF DEVELOPMENT TRAINING
2005-06 SCHOOL YEAR**

TRAINING OFFERED	REQUIRED BY LAW	EMPLOYEE SATISFACTION	CERTIFICATION	ANY PAY DIFFERENTIAL
CPR & First Aid	Yes	Moderate	Yes	No
Driver Training	Yes	High	Yes	Yes
VA Assn. for Pupil Transportation	Yes	High	Yes	No
Special Needs*	Yes	High	Yes	No
Passenger Control	Yes	High	No	No
Safety	Yes	High	Yes	No
DMV Regulations	Yes	High	No	No
Drug Abuse	Yes	High	Yes	No
Bus Evacuation of Students*	Yes	High	Yes	No
Radio and Cell Phone Use	Yes	High	Yes	No
School Bus Safety Curriculum	Yes	High	Yes	No
EDULOG Training	No	High	Yes	No
Automotive Service Excellence (ASE)	No	High	Yes	No

Source: YCSD Transportation Department, November 2005.

*Training hosted by Virginia Department of Education at away locations for two or more days.

Training, safety, and accident performance indicators are important management tools. In discussions with the ADTWO and members of his staff, it was determined that the Transportation Department uses many performance indicators to manage its safety and accident program. Exhibit 8-20 is provided to incorporate these variables and may be considered for use by the YCSD Transportation Department as a safety and accident management tool.

**EXHIBIT 8-20
YORK COUNTY SCHOOL DIVISION
TRAINING, SAFETY, AND ACCIDENT PERFORMANCE INDICATORS
2005-06 SCHOOL YEAR**

PERFORMANCE AREA	PERFORMANCE INDICATOR
Safety	<ul style="list-style-type: none"> ■ Accidents per 100,000 miles ■ Incidents per 100,000 miles ■ Pre-performance checks ■ Safety Orientations
Cost-Effectiveness	<ul style="list-style-type: none"> ■ Average rider trip time in minutes ■ Driver absentee rate ■ On-time performance ■ Open routes due to unfilled positions
Training	<ul style="list-style-type: none"> ■ Driver Training ■ Safety Training ■ Student Discipline Training

Source: Created by MGT of America, 2005.

Overall, the YCSD training, safety, and accident prevention program is exceptional. Though an issue exists regarding accident reporting to VDOE, it is not a shortcoming of YCSD and does not impact on the commendable safety and accident program in YCSD.

The safety training program, accident and performance indicators, and interest and support by the Deputy Superintendent of Operations and Chief Financial Officer of YCSD are exceptional and are an example for other school divisions in the Commonwealth of Virginia.

COMMENDATION

The Transportation Department of YCSD is commended for its outstanding Accident and Safety Program.

8.5 Vehicle Maintenance

YCSD vehicle maintenance responsibilities are performed by four full-time mechanics. The Manager of Vehicle Maintenance and the Parts Coordinator are also qualified mechanics and if necessary may be utilized to support maintenance operations as mechanics. These two individuals bring the total to six mechanics as required for the maintenance function in the YCSD Transportation Division. The Parts Coordinator is responsible for timely parts availability to support the mechanics. The Vehicle Maintenance Section operates from 5:30 a.m. to 5:00 p.m. daily. However, a commendable culture exists in the Vehicle Maintenance Section to provide repair and maintenance service 24 hours daily. Mechanics work staggered shifts, with each mechanic completing eight hours. The Manager of Vehicle Maintenance has worked for YCSD for more than 42 years and has been in his current position of responsibility for several years. He has overall supervision of vehicle and equipment maintenance in YCSD. He reports to the Associate Director of Transportation and Warehouse Operations.

FINDING

The YCSD vehicle maintenance section is commendable and performs its transportation maintenance function in an outstanding fashion. The maintenance section is well supervised, demonstrates high morale and esprit de corps, has a sufficient number of mechanics, and provides outstanding service. The maintenance facility is spacious and appealing, and has the necessary maintenance bays, equipment, and support system to accomplish its mission

The current fleet inventory consists of 151 school buses and 83 other vehicles and equipment (automobiles, tow truck, dump trucks, tractors, lifts, and other equipment) for a total of 234 items requiring maintenance support. Since six mechanics may be counted as available, YCSD has a mechanic-to-equipment ratio of 1:39. The transportation industry and majority of school divisions nationwide have a common ratio of one mechanic per 20 to 30 vehicles, with the average being approximately 1:25. The YCSD mechanic-to-vehicle ratio is above the national average of 1:25. However, when factoring in the age of the fleet, expertise of the mechanics, maintenance facility, and level of maintenance performed, the mechanic-to-vehicle ratio is adequate.

The records on the type of repairs and cost data are adequately captured to show which bus was repaired, what was repaired, who repaired it, where it was repaired, and what the cost of the repair was.

Among the numerous school divisions in Virginia and other school systems throughout the nation evaluated by MGT of America, the achievements of mechanics in the Transportation Department of YCSD in maintaining and repairing school buses and a myriad of other equipment rank among the very best.

COMMENDATION

The YCSD Transportation Department mechanics are commended for the outstanding service they provide in maintaining the fleet. Special recognition is given to the Manager of Vehicle Maintenance, whose leadership and dedication contribute immeasurably to commendable YCSD maintenance operations.

FINDING

Mechanics assigned to YCSD pay for Automotive Service Excellence (ASE) certification.

During the on-site review, MGT found that the YCSD mechanics had high regard and appreciation for ASE certification. During focus group meetings, mechanics made it clear that ASE certification was desirable and that they were aware that ASE certification could help make them better mechanics.

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. ASE certification demands preparation. Mechanics who are ASE certified are considered superior in their profession.

Qualified mechanics are needed to maintain school buses and a host of other equipment in YCSD. 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. At present, YCSD is recipient of a “value added” dividend by having its mechanics ASE certified. ASE certification is accomplished at personal expense to mechanics who take the test. This is professional development comparable to the YCSD development programs for teachers, staff, and other professionals receive, which are budgeted and paid for by YCSD. Nothing less should be done for the mechanics; YCSD should pay for ASE certifications.

RECOMMENDATION

Recommendation 8-7:

Budget and fund ASE certification testing for mechanics.

The School Board should approve continuing funding to pay the costs associated with its mechanics being ASE certified. ASE certification should be stressed continuously, covering all major areas of maintenance in the Transportation Department’s Maintenance Section. YCSD should consider making certification a condition of initial employment for future hires.

This program should have yearly continuous funding beginning with the 2006-07 school year.

FISCAL IMPACT

The current ASE registration fee per mechanic is \$50, and the test fee is \$35 or \$85 per mechanic for testing. An additional cost of approximately \$25 per person is recommended for travel expenses to the test site and related expenses. Cost per mechanic is anticipated at \$110. Yearly funding for five mechanics over the five-year budget cycle is \$550 each year.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Provide ASE Certification for Mechanics	(\$550)	(\$550)	(\$550)	(\$550)	(\$550)

FINDING

The YCSD Vehicle Maintenance Section has an impressive Vehicle Maintenance Information System (VMIS) that conforms to Commonwealth of Virginia School Review Procedures as they relate to transportation.

The YCSD Transportation Department exceeds Commonwealth guidelines and has exceptional VMIS, employing several technological innovations and indicators to

manage the fleet. The following are the major technologies examined by MGT while onsite:

- The Transportation Staff uses EDULOG NT software for planning bus routing and scheduling.
- Fuel is controlled using the Faster Fleet Management System and the Fuel Master Program. Computers in the Manager of Vehicle Maintenance, the ADTWO office, and the Parts Coordinator all may access and manage the system.
- Mechanics in YCSD use diagnostic tools to troubleshoot repair problems.
- The Parts Specialist uses Fleet Pro 2000. It allows for tracking each vehicle and keeps an accurate maintenance record to include scheduled maintenance services.
- Payroll functions are completed using the KRONOS time and attendance system.
- The Parts Coordinator uses BUS ISIS to access the International vehicle Web site. At the Web site warranty history, vehicle modifications, safety, troubleshooting, and other information important to management of the school division bus fleet is available.

The Manager of Vehicle Maintenance uses effective fleet management indicators to manage the YCSD fleet. They are important to managing the fleet and contribute to the high standards of excellence achieved by the YCSD Transportation Vehicle Maintenance Section.

Among the many school divisions MGT of America has evaluated in the Commonwealth of Virginia and throughout the nation, YCSD is exceptional in its implementation of a superb vehicle maintenance information system (VMIS) and other technology supporting the transportation function.

COMMENDATION

The YCSD Transportation Department is commended for its exceptional Vehicle Maintenance Information System. Special commendation is given to the Parts Specialist, whose use of VMIS and related technology is outstanding.

FINDING

The School Board has sanctioned and approved the current Transportation Department 10 percent spare bus policy.

YCSD has 151 buses in its fleet. Of these, 23 are used to transport exclusive students and 113 to transport regular students on daily routes. The remaining 15 buses comprise the spare bus portion of the fleet for augmentation and support.

According to the Associate Director of Transportation and Warehouse Operations, YCSD uses a 10 percent spare bus policy.

Exhibit 8-21 shows the current bus utilization and percentage of spares maintained by the division. Considering a bus fleet of 151 buses, and using a 10 percent spare bus policy, YCSD currently has 15 spares.

**EXHIBIT 8-21
YORK COUNTY SCHOOL DISTRICT
BUS UTILIZATION AND PERCENT SPARES
2005-06 SCHOOL YEAR**

BUS UTILIZATION	NUMBER OF BUSES	NUMBER OF SPARES	PERCENT OF SPARES
Exclusive Education buses	23	4	11%
Regular passenger buses	113	11	10%
TOTAL	124	15	100%

Source: YCSD Department of Transportation, 2005.

RECOMMENDATION

Recommendation 8-8:

Monitor and implement continuing actions by the Associate Director of Transportation and Warehouse Operations (ADTWO) and his staff to ensure that YCSD maintains a highly effective spare bus policy.

The YCSD bus spare bus program is within the boundaries of other divisions in the Commonwealth of Virginia and school systems nationally. The current YCSD spare bus policy of 10 percent is considered within normal range for school divisions and compares favorably to that of the peer divisions cited earlier in this chapter.

This recommendation requires no action at this time.

FISCAL IMPACT

There are no fiscal impacts associated with this recommendation.

FINDING

YCSD has an excellent School Board-approved policy of replacing buses every 14 years or at 200,000 miles.

The Transportation Department enforces an aggressive bus replacement program that is effective and well managed, and ensures that new buses are integrated into the bus fleet in a timely manner. This, coupled with its highly efficient vehicle maintenance program, places buses on the road daily that are dependable and safe.

The ADTWO maintains a school bus purchase schedule. It shows the number of regular education and special education buses programmed for replacement out to fiscal year 2019. It is an effective management tool that allows him to determine the YCSD bus replacement needs and advise his superiors on future budget requirements for school buses.

Exhibit 8-22 shows the number of bus replacements by year of purchase since 1991. YCSD has replaced 163 buses in its fleet since 1991. This is a commendable accomplishment

**EXHIBIT 8-22
YORK COUNTY SCHOOL DIVISION
BUS REPLACEMENTS PURCHASES BY YEAR
1991–2005**

YEAR REPLACED	NUMBER OF BUSES REPLACED	FUEL USE TYPE
1991	19	Diesel
1992	14	Diesel
1993	11	Diesel
1994	2	Diesel
1995	1	Diesel
1996	13	Diesel
1997	10	Diesel
1998	8	Diesel
1999	11	Diesel
2000	4	Diesel
2001	14	Diesel
2002	15	Diesel
2003	17	Diesel
2004	9	Diesel
2005	15	Diesel
TOTAL BUSES	163	Diesel

Source: YCSD Transportation Department, November 2005.

The typical useful life of school buses is between 10 and 15 years. The Virginia Department of Education recommends a 10-year depreciation cycle for 64-passenger buses and a 12-year replacement cycle for 78-passenger buses. In those unique situations where highly satisfactory maintenance programs are in effect, there is low bus mileage, and operating conditions are considered good, it is possible to achieve a bus replacement cycle in excess of 14 years. YCSD is more than meeting its bus replacement plan of a 14-year cycle. The replacement plan complements ongoing initiatives of a superb routing and scheduling program; keeping a bus inventory consisting of single brand of manufactured buses versus multiple brands; and the excellent vehicle maintenance program.

The support, dedication, and foresight of the YCSD School Board in ensuring that resources are available to provide timely purchase of buses for the fleet are noteworthy. In addition, the dedication and concern shown by the ADTWO and his Manager of Vehicle Maintenance in supervising and implementing the plan are commendable.

COMMENDATION

YCSD is commended for its excellent school bus replacement plan and implementation procedures.

SUMMARY STATEMENT

As stated earlier in this report on the transportation function, YCSD has an exceptional program that is well managed by the Associate Director of Transportation and Warehouse Operations (ADTWO). He and the Transportation Department are fully supported by his superiors, key members of the administration, and the Superintendent. In addition, the personnel assigned to the Transportation Department are motivated, highly professional and dedicated, and care deeply about the students for whom they provide transportation service. Of the many transportation operations that this MGT team has visited throughout the nation, the Transportation Department of York County School Division is among the best in its level of preparation, concern, enthusiasm, and courtesy and is sincerely appreciated.

9.0 TECHNOLOGY MANAGEMENT AND USE

This chapter reviews administrative and instructional technology use in York County School Division (YCSD). The six major sections are:

- 9.1 Technology Planning
- 9.2 Organization and Staffing
- 9.3 Infrastructure and Web Development
- 9.4 Software and Hardware
- 9.5 Professional Development
- 9.6 Technical Support

The effective utilization of technology in public schools should facilitate operational efficiencies, instructional enhancement, and authentic learning opportunities for students to gain competency in the use of technology.

CHAPTER SUMMARY

The York County School Division has demonstrated exemplary practices in the delivery of instructional and operational technology services and management. Dedicated staff have provided leadership in the consistent and efficient delivery of operational technology services. Instructional technology supports both the enhancement of the division's curriculum as well as creates authentic learning opportunities for students.

The International Society for Technology in Education (ISTE), an internationally recognized nonprofit organization dedicated to advancing the effective use of technology in K-12 education, has developed a Technology Support Index rubric to assist school districts in determining their needs in a variety of technology support areas. In the index, school districts are divided into one of four categories for various areas of technology usage and support.

These categories are:

- emergent (beginning support capability);
- islands (isolated areas of effective support);
- integrated (very good support provided in most areas); and
- exemplary (excellent support in most areas).

The Technology Support Index identifies integrated school districts as having an organization structure where the technical support functions and instructional technology support functions report differently, but each unit is cohesively organized and there is communication between units. Higher-functioning districts, those functioning at an exemplary level, instead have an organizational structure where all of the technology functions report through the same unit in the organization, providing for a logical chain of command and communication structures.

Although MGT found the York County School Division to have many exemplary practices in the delivery and management of operational and instructional technologies, other findings led to recommendations for continued improvement. Recommendations include:

- Expand the Instructional Technology Plan to include discreet funding lines at the strategy and target levels, as well as specific person(s) responsible for completing the activities related to each strategy.
- Reorganize the information services and instructional technology units so that both functions report through the same unit of the organization.
- Limit software development and extensions by division staff.
- Actively manage the content of the division's public-facing and Intranet web sites.
- Fund the computer and software replacement schedule to maintain the three schools per year model as approved in the Technology Plan.
- Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools.
- Focus professional development opportunities for teachers and administrators towards resolving technical support issues at the school level and for information services staff towards the instructional use of the technology.
- Utilize existing remote-troubleshooting and communication technologies to improve help desk resolution within a single call.

This chapter also includes best practices and research that support the findings and recommendations for the York County School Division. While MGT does make recommendations to the division, the overall operation of operational and instructional technology service delivery was found to be exemplary.

INTRODUCTION

When reviewing the administrative technology resources of a school system, MGT examines the computing environment within which the administrative applications operate; 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 technology support personnel operations.

In reviewing instructional technology, MGT analyzes all areas that contribute (or should contribute) to the effective use of technology in the classroom. This includes broad areas such as the technology plan; the organizational structure and the infrastructure to more specific resources available in the classroom, such as the type of hardware employed; the method of selecting software; and the access to outside resources. Other critical factors assessed include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools.

Information Services is the unit that supports all technology use in the York County School Division. Information Services is headed by a Director who reports to the Deputy Superintendent for Operations and includes 36 additional staff members, six interns, and two open positions. Staff includes:

- a secretary
- a telecommunications specialist
- an energy educator
- a manager of application support
- five business support analysts
- an information services technician
- a programmer/analyst
- a supervisor of computer maintenance
- an assistant supervisor of computer maintenance
- 11 computer support technicians
- a manager of network administration
- two senior network administrators
- five network administrators
- a supervisor of resource and security control
- a building automation systems analyst
- six interns
- a resource and security technician (open)
- three software configuration specialists (one open)

Exhibit 9-1 depicts the organizational structure of the unit. This staff is responsible for:

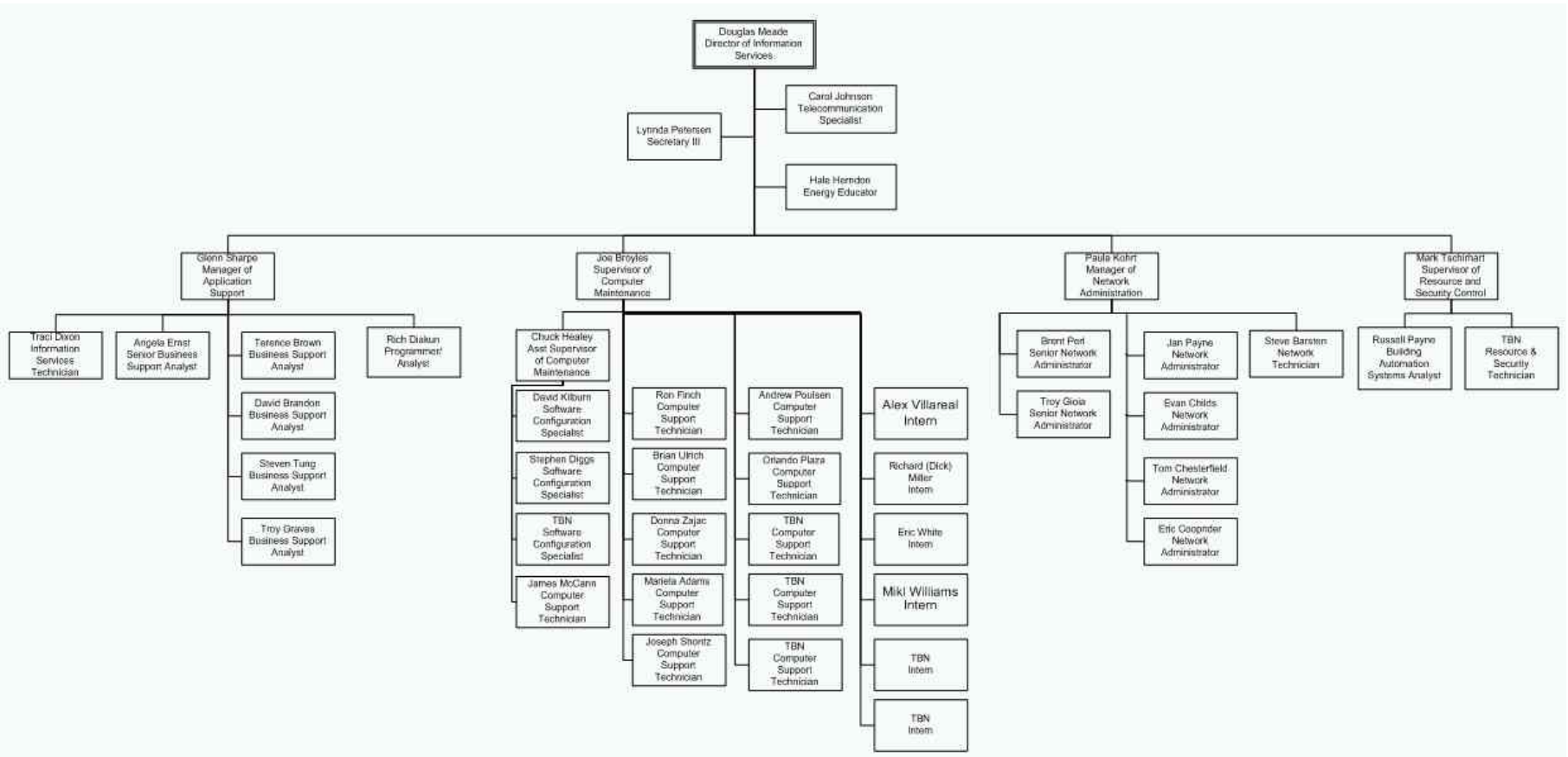
- Application Programming and Support
- Development of Business Applications
- Energy Conservation
- Network Administration, Maintenance, Infrastructure, and Servers
- Repair and Maintenance of Computers and Peripherals
- Resource and Security Control
- Telecommunications
- Testing and Deployment of all Instructional Software and Hardware

Information Services maintains the following equipment in schools, administrative offices, and other satellite locations:

- 4,577 computers
- 117 servers
- 212 switches
- 114 wireless access point
- 38 routers
- 25 networked HVAC systems
- 34 networked security systems
- 50 Kronos[®] terminals

Note: The Kronos[®] terminals include those that the school division maintains for the county (e.g., fire stations).

**EXHIBIT 9-1
YORK COUNTY SCHOOL DIVISION
INFORMATION SERVICES ORGANIZATIONAL STRUCTURE**



Source: Information Services Organizational Chart, 2005.

The distribution of computers in the schools is shown in Exhibit 9-2.

**EXHIBIT 9-2
YORK COUNTY SCHOOL DIVISION
COMPUTER COUNTS, ALL SCHOOLS**

Total Elementary School Computers	1,791
Total Middle and High School Computers	2,786
Total Computers	4,577

SCHOOL	STUDENTS	COMPUTERS	RATIO
Burton High	675	355	1.90
Tabb High	1,277	486	2.63
York High	954	441	2.16
York River Academy	40	96	0.42
Grafton Middle and High	2,233	718	3.11
Queens Lake Middle	484	198	2.44
Tabb Middle	942	281	3.35
Yorktown Middle	680	211	3.22
Total Middle and High	7,285	2,786	2.61
Coventry Elementary	661	192	3.44
Bethel Manor Elementary	611	253	2.42
Dare Elementary	401	152	2.64
Grafton Bethel Elementary	636	217	2.93
Mt. Vernon Elementary	577	161	3.58
Magruder Elementary	526	190	2.77
Seaford Elementary	505	146	3.46
Tabb Elementary	630	199	3.17
Waller Mill Elementary	282	103	2.74
Yorktown Elementary	518	178	2.91
Total Elementary	5,347	1,791	2.99
All Schools	12,632	4,577	2.76

Source: Information Services Hardware Inventory, YCSD Approved Annual Budget, 2005.

Several questions on the MGT survey of central administrators, principals, and teachers relate to technology development and implementation in the York County School District. Exhibit 9-3 reviews some of the relevant survey responses. As the exhibit shows, there is an overall high level of satisfaction regarding the use of technology, although teachers were generally the least satisfied group in this regard. Although the survey did not specifically ask about technology-related staff development, responses to general staff development questions could be driven by concerns with technology training. Although most respondents were generally satisfied with YCSD administrative technology and the technology they use in completing their job responsibilities, a significant minority was dissatisfied with process and procedures that typically rely on technology, including data processing. In addition, there is a consistently higher level of dissatisfaction relative to Instructional Technology than any other specific technology area surveyed.

**EXHIBIT 9-3
COMPARISON MGT SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

SURVEY STATEMENT OR FUNCTIONAL AREA	ADMINISTRATORS	PRINCIPALS	TEACHERS
	(% Good + Excellent) / (% Fair + Poor) ¹		
The school district's job of providing adequate instructional technology.	77/20	83/17	66/32
The school district's use of technology for administrative purposes.	83/16	87/14	58/19
Staff development opportunities provided by York County School Division for teachers.	83/7	94/5	67/31
Staff development opportunities provided by York County School Division for school administrators	83/13	90/11	33/8
	(% Agree + Strongly Agree) / (% Disagree + Strongly Disagree) ²		
I have adequate equipment and computer support to conduct my work.	74/20	89/8	62/26
Most administrative practices in York County School Division are highly effective and efficient.	90/7	87/5	59/16
Most of York County School Division's administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	87/0	79/6	47/14
Major bottlenecks exist in many administrative processes which causes unnecessary time delays.	26/57	16/71	21/37
	(% Needs Improvement + Needs Major Improvement) / (% Adequate + Outstanding) ³		
Data Processing	30/56	19/66	12/39
Administrative Technology	27/70	21/79	11/41
Instructional Technology	36/60	37/63	35/56
Instructional Support	16/80	23/76	30/58
Staff Development	13/83	3/97	30/61

¹ Percentage responding *Good* or *Excellent*/Percentage responding *Fair* or *Poor*.

² Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree*.

³ Percentage responding *Needs Some Improvement* or *Needs Major Improvement*/Percentage responding *Adequate* or *Outstanding*.

9.1 Technology Planning

Ten years ago, technology was seen as an add-on in school districts—indeed in many organizations, including private businesses. Now, technology is a foundational aspect of almost every organization.

Planning is the key to success for using technology. This applies to a school system overall as well as to each of its schools. Schools should have a technology plan that is closely aligned with their curricula. Technology is, after all, a tool—though a very powerful one—that can greatly enhance the teaching and learning process. Similarly, a school system's technology plan should be designed to help the school system achieve its educational goals.

The value of planning cannot be overstated. It is the only way that educational enterprises can adequately address the five most critical factors related to the use of technology: Training, Equity, Rapid Change, Funding, and Credibility.

A technology plan must address the specific requirements and preferences of the organization it is designed to serve. Although multiple plans may contain very similar elements, no two plans will be alike. Likewise, while there are guidelines that can help a school district develop a plan that is right for the environment within which it operates, there is no "right way" to develop a technology plan.

FINDING

The York County School Division established a representative group to develop the Instructional Technology Plan and then continued this representation through the creation of a Technology Steering Committee.

In order to develop the division's Instructional Technology Plan, an Instructional Technology Planning Committee was formed. The team was composed of 29 members from across the division. The members included:

- the division Manager of Applications Support;
- the division Manager of Network Administration;
- the division Coordinator for Instructional Technology;
- the division Coordinator for Technology Utilization;
- the division Community and Public Relations Officer;
- a Computer Maintenance Specialist;
- an Information Services Software Support Specialist
- four Technology Coordinators
- three Instructional Specialists;
- five principals;
- an assistant principal;
- four teachers;
- a reading specialist;
- a guidance specialist;
- two parents; and
- one community member.

This committee was representative of the entire school system and it included personnel with a good understanding of technology.

Although the Instructional Technology Planning Team was composed of a group of well-qualified individuals, it was created only for this one purpose. Once it completed its work, the committee ceased to exist and replaced by a Technology Steering Committee meeting monthly to review and evaluate current technology models and discuss innovations that may meet identified needs.

COMMENDATION

The York County School Division is commended for establishing a representative group of qualified educators and stakeholders to create an Instructional Technology Plan and maintaining this representation through the establishment of a Technology Steering Committee.

FINDING

Although the York County School Division's Technology Plan has been completed and approved, it is lacking the identification of specific funding resources and lacks the assignment of responsible parties for the completion of tasks.

The plan was approved on May 24, 2004, and was developed around five core components:

- **Integration:** the use of appropriate technology to enhance the teaching/learning process and improve student achievement;
- **Educational Applications:** software and e-services that support and enhance student achievement and data management;
- **Connectivity:** a sophisticated, secure, high-speed network and supporting infrastructure that delivers applications, data, and e-services to all users;
- **Accountability:** the evaluation of technologies available for instruction and administration and the value and viability of each to teaching, learning, and decision-making processes;
- **Professional Development:** the incorporation of continuous training opportunities for professional staff to support the advanced use of hardware, software, and e-services for instruction, administration, and productivity.

Each of these components contains goals, strategies, and targets with time benchmarks for achievement. These goals, targets, and strategies can be mapped back to three of the five critical factors related to the successful use of technology. Examples of this mapping include:

Training

Professional Development – Goal 1: To provide comprehensive and ongoing training opportunities for all division instructional personnel that promotes the utilization of technology as an integrated component of effective classroom instruction.

Equity

Connectivity – Goal 1: Ensure division-wide interoperability of integrated instructional and administrative services across high-speed networks for all staff and students, regardless of disability, economic status, or other special needs.

Rapid Change

Integration – Goal 2: Provide research into emerging technologies and the potential impact on instruction and student achievement

While clearly organized and well thought out, the YCSD Instructional Technology Plan is lacking in the critical areas of clarifying discreet funding resources and achieving credibility relative to the targets and strategies documented.

Funding

Exhibit 9-4 shows the high-level funding information contained with the Instructional Technology Plan.

**EXHIBIT 9-4
YORK COUNTY SCHOOL DIVISION
INSTRUCTIONAL TECHNOLOGY PLAN BUDGET**

DESCRIPTION	FY05	FY06	FY07
Telecommunications	\$500,000	\$500,000	\$500,000
Online Testing Initiative	\$544,000	\$544,000	\$544,000
IT Operating Funds	\$90,000	\$90,000	\$90,000
IS Replacement Budget	\$1,300,000	\$1,300,000	\$1,300,000
Rollover funding (*Board of Supervisors decision)	\$350,000	\$350,000	\$350,000
Prof. Dev. Funds-Instructional	\$20,000	\$20,000	\$20,000
Title IId EdTech Funds ("DOE controlled)	\$24,000	\$24,000	\$24,000
Total	\$2,828,000	\$2,828,000	\$2,828,000

Source: YCSD Instructional Technology Plan, 2004.

One identified issue in a review of the funding model within the Instructional Technology Plan is that a plan reviewer cannot map the various strategies to one or more of these funding descriptions. Strategies without related funding requirements, and ideally, funding sources, are more likely to be underfunded and lack completion than those discretely mapped to both a funding need and a funding source.

Credibility

The Instructional Technology Plan does assess each of the stated components with a plan to support the goals and impacts on student achievement; however, the plan does not reference detailed action tasks with person(s) responsible for completion of tasks by each strategy. The absence of these details allows a plan to be implemented in name only unless committee members are asked to complete assigned tasks within a reasonable period of time and monitor the status of the plan's implementation.

An example of what occurs when a plan does not have tasks assigned to specific individuals for completion can be found in the Accountability Section of the YCSD Instructional Technology Plan. Targets in both Goal 1 and Goal 3 have been missed. When school leaders at eight schools were individually interviewed regarding their progress against the strategies and measures listed in Goal 1 – Targets 2 and 3, only one school leader answered affirmatively that they were actively engaged in these

activities. Similarly, when division leaders were interviewed regarding Goal 1 – Target 4, the response was that there is no benchmarking occurring and there are no formal evaluation processes applied.

The best-written plans, without detailed action lists with person(s) assigned responsibility, will most likely be less effective than those that incorporate a specific, defined level of accountability and monitoring.

RECOMMENDATION

Recommendation 9-1:

Expand the Instructional Technology Plan to include discreet funding lines at the strategy and target levels, as well as specific person(s) responsible for completing the activities related to each strategy.

As indicated earlier, the existing technology plan effectively addresses instructional technology needs, and since helping students achieve at a high level is the highest priority of the division, it is vitally important that this area be carefully planned. However, it is also important that the technology that supports the administrative functions be well planned. That is because divisions do not have an option. Managing financial, student, and human resources data is essential to the success of the organization. Unless these operations are as efficient and effective as possible, they will consume more financial and personnel resources than they should. The result will be that, because these functions are not performed efficiently, there will be fewer resources to allocate to the classroom.

This recommendation can be implemented by utilizing existing division staff with expertise in these areas. The Technology Steering Committee, many of whom will be individuals responsible for the monitoring and completion of specific strategies, should be assigned defined responsibilities.

This recommendation should be started in time to affect the budgeting activities related to the 2006-07 school year.

FISCAL IMPACT

This recommendation can be implemented with existing resources through the work of the Technology Steering Committee.

9.2 Organization and Staffing

Ideally, technology is one area of a school system that supports all administrative and instructional personnel in a constructive way. Organizing technology resources to effectively achieve this outcome can be challenging.

FINDING

To maximize the effectiveness of both information services staff and instructional technology staff both units should be reorganized to report through the same organizational unit.

MGT's interviews made clear that while there is communication between the Information Services and Instructional Technology units, there is not a cohesiveness of service and support provided to the administrators, teachers, and students. The outcomes of these units become one in the classroom, and organization and staffing models that represent this cohesiveness are more successful in servicing the technical and instructional needs of a district than those that are not.

RECOMMENDATION

Recommendation 9-2:

Reorganize the information services and instructional technology units so that both functions report through the same unit of the organization.

For York County School Division to operate at the highest levels of technology support and usage, the information services and instructional technology functions should report to the same unit in the organization. This will ensure that the same goals and priorities are being addressed and that end-users are getting a holistic support model that recognizes the need for technology instruction as well as computers and networks that work when the students engage in a lesson.

Currently, most members of information services staff do not inherently understand the core activities of teaching and learning—the “business” of the school division that their work supports. In addition, most members of instructional technology staff do not inherently understand the hardware and software requirements or impacts of instructional design decisions. Having these two functions working more closely together will create an environment where a broadening of understanding by members of both units will facilitate improved approaches to the design, implementation, and support of technology within the school division as well as create the opportunity for effective professional development and streamlined support models. By organizing the two support functions within the same unit, cross-support mechanisms will become easier to implement.

FISCAL IMPACT

This recommendation can be implemented with existing resources and has the potential of reducing the overall costs related to effectively supporting end-users in their use of technology for instruction and administration in the future.

FINDING

The Information Services Department of the York County School Division supports instructional and administrative technology. The application support section of information services consists of a manager, a technician, and six application analysts.

This group is actively engaged in the management of the administrative systems, such as the Kronos[®] and ADM2000 systems. In addition, this group engages in software development to extend the reporting functionality of, and between, these systems, as well as develops new applications for administrative support. Exhibit 9-5 lists the administrative software titles and provides a brief description.

All enterprise systems such as these require a certain level of management, as there are continuing needs that arise related to product upgrades and maintenance, as well as new reporting requirements that force the division to restructure how data are utilized and represented. In many cases, contracts can be negotiated with software vendors that offer reasonably priced time and materials services related to extending the functionality of these software packages as well as ensuring ongoing interoperability with other systems.

In addition to software customizations, data manipulation, and reporting, this group also focuses on the development of new software solutions. One example of this is the help desk application. The computer maintenance unit needs an improved help desk application to increase their ability to service the schools and administrative staff. The information services managers need improved accountability records for the time spent by the help desk and computer maintenance staff. To meet this need, the application support unit engaged in a software development effort culminating in a new help desk application for use by the computer maintenance unit.

This effort, while well-intentioned, is a good example of how hours spent by staff members on the development of an application can often be offset positively by the acquisition of commercial, or predeveloped solutions. Advantages of these solutions are that they generally require less long-term maintenance, are more complete at the outset, offer a vendor or user-community to streamline troubleshooting and solution-generation, and have a proven track record.

RECOMMENDATION

Recommendation 9-3:

Limit software development and extensions by division staff.

**EXHIBIT 9-5
YORK COUNTY SCHOOL DIVISION
ADMINISTRATIVE TECHNOLOGY**

Title	Description
ACT	Asset inventory, facilities request scheduling, maintenance work order tracking, supply order entry
ADM2000	Contains all student data and controls report card print jobs
Bright	Financial package used for General Ledger, Accounts Payable, and Payroll
Budget	Internally developed web delivered application which allows departments to submit and review annual budget requests.
CAFS	POS software for the division cafeterias
CWT	Palm software installed on key administrators computers used for the performance evaluation or teaching staff
Edulog	Bus routing software for the division
Energy Cap	Tracks cost avoidance and savings to monitor the energy efficiency for the division
EIMS	State sponsored web delivered student-based data collection and reporting regarding student achievement
Fleetpro	Vehicle maintenance and parts tracking software for the bus garage
Help Desk	Web delivered access to IS staff for tracking and completing computer, network, application, security, and HVAC issues
Kronos [®] WFC	Automates employee time, attendance, and leave management
Kronos [®] HRMS	Provide employees with convenient online access to personal information, benefits administration, job-related tools, and provides managers with a single view into their employees and centralizes the tools and information they need to manage them.
MVQuery	Web delivered report writer and creator used for student data queries
Laserfiche	Web delivered copies of scanned historical student records, Special Education IEPs, resumes of potential applicants, board member meeting documents
Online SOL	Web delivered online SOL testing, requires an installed application, proxy server, and Internet access
PDA Requests	Web and email delivery system for approval of Professional Development Requests for Instructional Staff
Relicensure	Database that tracks the relicensure progress and compliance of division teaching staff
SPEDSYS	Special Education reporting and tracking software required by the state
Sitepro	Building automation system software used to schedule lighting, heating and cooling for all division facilities
Systemlink	Software used for monitoring security and fire alarm panels
Tivoli	Software used for monitoring the network and reporting outages
TOMS	Web delivered field trip management software
Wavereader	Remote viewing software for the digital video recorders (DVRs) used for the security cameras at the schools

Source: YCSD Information Services, 2005.

Project-based software development, specifically flat-bid projects, are most likely to cost the division less than having internal staff address the same issues. This model also forces the IS managers to carefully plan each part of a project, determining cost and value propositions prior to engaging in the effort. If the projects can be flat-bid, then the division is also further protected from cost overruns common in software development and customization. Examples of help desk applications that would meet the division's needs and not require a development effort include:

- software already available or inexpensive to acquire such as Microsoft SharePoint Team Services¹;
- commercial applications with full vendor support²; or
- open source options supported by others in the education community.³

While there are pros and cons to each of the above solutions, they all offset the risk and long-term costs of continuing to develop and maintain custom software in-house with division staff.

FISCAL IMPACT

This recommendation can eliminate three full-time staff needed to support administrative applications and result in an annual savings of \$172,800. These cost savings can then be reallocated to outsourced, project-based services as determined by need or directed to other areas of technology support. The division can realize a reduction of three Business Analysts if this unit limited its efforts to Kronos[®] support, support of the existing applications, and only the management, requirements generation, and approval for project-based software development and customizations,

These savings are based on the following calculations. The average salary of a business analyst at \$45,000, plus fringe benefits of 28% (\$12,600) for a total of \$57,600 per position, times three positions for an annual savings of \$172,800. The estimated five-year savings is \$864,000.

Average salary of Business Analyst:	\$ 45,000
Benefits (28%):	<u>\$ 12,600</u>
	\$ 57,600
 Three Positions:	 \$ 864,000

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Eliminate Three Business Analysts	\$172,800	\$172,800	\$172,800	\$172,800	\$172,800

¹ <http://www.microsoft.com/downloads/details.aspx?FamilyId=82E86A1D-C818-496B-8AD4-818AAF1C2FED&displaylang=en>

² http://www.helpdesklit.com/helpdesk_software.asp

³ Helpdesk - <http://osuosl.org/projects/helpdesk/>

Trouble Ticket Express - <http://www.troubleticketexpress.com/open-source-software.html>

OS Ticket - <http://osticket.com/>

PMOS help desk - <http://richtech.ca/cgi-bin/seul/seulview.pl?recnum=755>

9.3 Infrastructure and Web Development

Infrastructure is the underlying system of cabling, communications lines, hubs, switches, and routers that connect the various parts of a Wide Area Network (WAN). It is similar in nature to a human skeleton or a country's road network—it accomplishes no work on its own, but rather enables other systems to perform their functions.

Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result. Without an effective infrastructure, such capabilities are very limited.

Web sites have become one of the primary vehicles used by the private sector to promote the services or products they offer, identify the locations of their regional offices, provide testimonies from satisfied customers, or deliver any other message that they want the public to see. Similarly, governments are turning to web sites to help provide the information and services they are obligated to provide to their constituents. Furthermore, web sites are becoming exceedingly important resources for use at all levels of education.

FINDING

The Network Administration Section of Information Services carefully manages the division's networks and servers. This group of eight engineers is responsible for managing not only the WAN but discreet elements connected to it is such as:

- 117 servers;
- 212 switches;
- 114 wireless access points; and
- 38 routers.

Interviews with principals and others in the schools indicate that the network is working effectively for them. The network is nearly always up, and historical uptime metrics show that it exceeds even corporate standards of reliability and uptime.

MGT visits a surprising number of school districts whose infrastructure is not as effective as it should be in order to properly support their schools. Given its size and the breadth of communication requirements, it is impressive that the York County School Division WAN serves the schools as well as it does. This strong framework will affect the division positively as technology continues to require increases in server and infrastructure capacity.

COMMENDATION

The York County School Division Information Services unit is commended for implementing and maintaining an effective wide area network that provides excellent support to the schools and administrative offices.

FINDING

The York County School Division web site is supported technologically by Information Services, and the content is managed by the division's Community and Public Relations Office.

The division web site consists of both a public-facing site and a password-protected Intranet site. This is a common practice for school districts, as it allows internal documents and data to be available to approved individuals regardless of physical location.

The division's Intranet site is easy to navigate and contains helpful information that many employees will want to access regularly such as evaluation criteria for all job positions, help desk request information, equipment requisition forms, and a variety of databases available for specific users. While most of this site is up-to-date and helpful, there were sections of the site where documents were outdated and referenced technologies no longer in service or which had links that no longer worked. In two instances, employee computer support requests and employee computer equipment checkouts, processes referenced were not the processes currently in place.

The division's public-facing site has information available on the schools and activities within the division. Attention has been paid to represent what community members and parents might want to find, and links to that information is highlighted and available at the highest levels of navigation. The site is easily navigated and understandable. Within the site, though, there are multiple pages that have "dead" links on them. These are links that no longer work and generally give the user an error. In addition the same navigation links will work in some areas but not in others.

RECOMMENDATION

Recommendation 9-4:

Actively manage the content of the division's public-facing and Intranet web sites.

A school division's web site is a key communication vehicle to parents and community members and therefore becomes one representation of the school division's overall quality. Just as it is important to keep grass clipped and weeds at bay to maintain the curb-appeal of a physical school, it is important to actively manage and update the web site to keep a high-quality profile for web site visitors.

FISCAL IMPACT

This recommendation can be implemented with existing resources by improving the quality of the web site management activities.

9.4 Software and Hardware

The price of hardware is generally declining, but the cost of software is increasing. This 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 is particularly true for an educational entity, because the types of software such organizations require are more diverse than other governmental agencies or private corporations.

MGT's review of equipment involves an analysis of the type of hardware resources available for staff, teacher, and student use. While computers are the predominant resource in the classroom, other relevant technologies include, but are not limited to, digital cameras, projectors, and networking equipment. With respect to computers used for instruction, it is important that they have sufficient power and speed to support the use of recently developed multimedia courseware, and the effective access of the Internet/World Wide Web. All such computers should be networked. Similarly, computers that are used for administrative purposes also need sufficient power and speed if they are to effectively use the more advanced software tools available for data storage, manipulation, and analysis. Administrative computers, too, should be networked.

FINDING

The York County School Division utilizes a full-school infusion model for implementing and replacing technology within the schools. All schools have previously been outfitted with instructional technology such as computers, software, multimedia technology, and projection systems. Currently, three schools per year are infused with replacement technology.

This infusion begins with a planning process that includes members from Instructional Technology and the principal and teachers from the schools. Decisions are made regarding how best to utilize technology in each school. Some schools prefer a utilization model that has more computers in the classrooms and fewer labs. Other schools prefer to utilize labs, both wired and mobile, with fewer computers in each classroom.

The requirements for teacher computer stations are also completed with specific instructional uses in mind. For example, teachers in most schools are currently being outfitted with mobile stations that include a laptop docking station. All hardware and software on each teacher's laptop is identical, so they can dock their laptop in any classroom's station and immediately begin using all attached peripherals as well as access the network and their shared files.

When the end-user requirements are completed, the information is shared with Information Services, which prepares the technical model for meeting the desired needs. When this is approved, the acquisition and implementation planning begins.

Standardization of hardware and software is maintained throughout a school with the use of hard drive imaging and forecasted purchasing. A version of all software needed for every type of computer implemented is kept on a shared server within the school. This allows technicians to replace a computer quickly and ensures that all computers of that type are running identical configurations. Also, the division purchases additional computers for both anticipated growth and breakage. These additional computers are then warehoused until needed. By having the exact same configuration of computer available for implementation two years after initial infusion, technicians are able to quickly load this new computer with the appropriate software image and put it into service in a matter of minutes.

While prepurchasing computers and storing them in inventory is generally not considered a best-practice, the division will realize significantly higher uptime and productivity over the six-year planned lifecycle, along with lower maintenance costs, by ensuring standardization of equipment in each building even after the initial infusion.

Computer and software standardization and maintenance are critical factors in maximizing utilization within schools. The York County School Division's decision to implement a full-infusion model with a six-year lifecycle has the potential to achieve higher-than-average results. This model also has some unique risks that the division should be sure to continually mitigate in order to keep this a model practice. These include:

- **Increased Maintenance Costs.** This model offers the opportunity for streamlining maintenance and support issues effectively requiring less support technician time for each school. Failure to leverage this will cause an increase in maintenance costs that will emulate nonstandardized environments.
- **Warehousing Costs.** Purchasing additional inventory means that the division must store it somewhere for up to six years. Creative solutions to warehousing the computers related to school infusions should be explored to reduce the division's warehousing costs. Solutions may include on-site storage at the schools, vendor storage until needed, or other low-cost solutions.

COMMENDATION

The York County School Division is commended for implementing a creative solution for technology infusion and replacement that offers the potential for increased productivity schoolwide and lower maintenance costs over the lifecycle of the technology.

FINDING

York County School Division has a policy that requires that the purchase of all technology resources be approved by the Director of Information Services. This policy effectively implements a standard for computer acquisition, which is a very constructive approach to controlling costs.

When schools do not have to adhere to acquisition standards, they decide for themselves the hardware and software they will purchase. With limited resources, the freedom from standards encourages schools to purchase the least expensive systems they can find, without regard to age, power, or speed. When buyers with limited technical expertise try to save money purchasing technology products, and they do not follow the advice provided by more knowledgeable individuals, mistakes are common.

Another advantage that accrues from implementing such a policy is that standards will maximize the useful life of new equipment. Because change in the technology industry is so rapid and constant, it is exceedingly difficult for the most seasoned technology veteran to keep up with what seems to be almost daily developments. These rapid changes make it practically impossible for even the most knowledgeable school-based

personnel (unless they forego their regular teaching or administrative responsibilities) to keep abreast of these new developments. Consequently, if schools are going to buy hardware that effectively serves their purposes for the longest possible time, they must follow advice provided by those who are most knowledgeable about the industry.

The ISTE Technology Support Index contains a number of indicators related to hardware and software acquisition standards. The York County School Division rates as exemplary in its brand selection, model selection, standard operating system, and applications software standard.

In addition, the York County School Division has built a relationship with a single county-approved vendor to ensure high levels of support and customer service while also negotiating pricing below the GSA rates. Continuing the single vendor relationship with a pricing-validation check against market education pricing (ex. RFP or RFI) every four years will ensure long-term support relationships and highest-value benefit.

Often MGT's review of technology use in districts includes a recommendation that acquisition standards be implemented. Thus, the York County School Division is ahead of many districts in this regard.

COMMENDATION

York County School Division is commended for establishing technology acquisition standards by requiring that the Director of Information Services approve all such purchases.

FINDING

Through interviews with principals and during school visits, it became apparent that many schools in the York County School Division are actively utilizing technology within daily instruction. Although the age of the computers did not necessarily correlate with usage observations, it was apparent that the oldest equipment and software images tended to be utilized the least—largely due to the inability to fully function with newer technologies such as streaming video and graphic-intensive applications. The goal of upgrading and improving technology in three schools per year should be maintained in order to avoid teachers and students utilizing old technology outside of its acceptable lifecycle.

During school visits, MGT observed computers and software that ranged from less than one year old to eight years old. Generally, each school had all the same age of equipment throughout the entire school. In the schools with older equipment and software, where teachers were actively utilizing the technology, there was significant desire to be upgraded as soon as possible to more fully expand the appropriate use of technology within the daily lessons.

In the ISTE Technology Support Index, “integrated” school districts replace technology equipment on a four- or five-year replacement cycle. In “exemplary” school districts, equipment is replaced on a three-year cycle. During a Technology Support Project conducted by ISTE, it was found that establishing a computer replacement cycle allowed districts to avoid obsolescence and provided for better support, thereby reducing the total cost of ownership. The total cost of ownership (TCO) is an indicator used in

business to determine the costs associated with the acquisition and maintenance of computers and other technologies over their lifetime.

The only way to avoid having computers become too old to be effective tools is to implement a replacement cycle that refreshes the computers every few years. Recognizing that the school system needed an equipment replacement policy, the York County School Board has committed to the goal of refreshing the instructional technology (both hardware and software) in three schools per year in order to keep all schools on a six-year replacement cycle.⁴ The Instructional Technology Plan states:

In its commitment to deliver the highest quality education for all students, the School Board has determined to support the integration of technology into all areas of instruction. During the past 6 years, the board has provided funding to purchase classroom and lab technology for all 19 division schools. In its continuing efforts to support instructional technology, the Board committed in 2004 to upgrade and improve the infrastructure and educational technology packages available in three schools per year. For all students to succeed, research-based instructional practices must be used to meet the needs and learning styles of each student. The Board has determined that technology supports those instructional practices that provide engaged instruction and active learning experiences that ensure student achievement.

The funding model proposed within the technology plan for replacing the computers and software at three schools per year costs \$1,300,000 per year. According to the Director of Information Services, the actual average cost of acquiring the computers and software for replacement and related infrastructure upgrades on a per school basis is:

- High School \$1,400,000
- Middle School \$1,000,000
- Elementary School \$ 800,000

Therefore, the cost of acquiring the computers and software for replacement at three schools per year will actually fall within a range of \$2,400,000 and \$4,200,000, depending on the type of schools refreshed during any given year. This amount does not include the costs of division personnel testing all purchased software for compatibilities, creating software images, imaging all computers, deploying the computers to the location, or the first year of support necessary for professional development and troubleshooting. As there are staff within information services and instructional technology whose primary focus is on these refresh efforts, these costs should be captured and detailed for each school's replacement effort.

⁴ There are 19 schools in YCSD, but one of these, York River Academy, is a very small, focused school and for technology support and replacement purposes is included in calculations with York High School, effectively making 18 schools for reference.

In addition, interviews with principals and the Director of Information Services illuminated that the board has decided to fund only two schools this year rather than the goal of three. This decision will have the effect of causing at least one school to be moved from a six-year replacement model to a seven-year model. Continuing this reduction will effectively cause all schools to move to a nine-year replacement model. Exhibits 9-6, 9-7, and 9-8 show the impact of these changes. In each of these exhibits, created by MGT, a box with an “x” denotes the school year within which a particular school will realize a computers and software technology replacement. Filled boxes denote school replacements that fall significantly outside of the lifecycle expectancy of previously implemented technology.

RECOMMENDATION

Recommendation 9-5:

Fund the computer and software replacement schedule to maintain the three schools per year model as approved in the Technology Plan.

The division has implemented an infusion model for reducing maintenance and management costs and increasing teacher and student productivity relative to technology utilization within the schools. This model means that all of the computers and software within a school are replaced at one time, and then not updated or replaced again until that school comes up again on the schedule. Reducing the funding for this model and doing fewer schools per year means that some students, teachers, and administrators will be working with technology that is seven to nine years old—effectively moving the York County School Division to the lowest rating on the ISTE Technology Support index.

Furthermore, TCO increases as computer equipment gets older, so even within this model the schools with the oldest technology will generally require the most technology support resources. Finally, equipment purchased within the infusion model was estimated for six years of growth. Going beyond six years may mean that the student to computer ratios in some schools will begin to increase as the school grows beyond the inventory of available equipment purchased for that school.

FISCAL IMPACT

This recommendation will require additional funds to be allocated towards the goal of replacing the hardware and software in three schools per year. As the capacity of information services to replace schools is currently staffed at four schools per year, the additional costs will be related to only the acquisition of hardware and software and any related infrastructure upgrades. Utilizing the estimates for average cost per school, the current 2005 fiscal budget lines allocated to instructional technology replacement (\$1.8 million in operating funds, \$544,000 in state technology grant funds, and an estimated \$300,000 in rollover funds),⁵ and the least-variable combinations schools as shown in Exhibit 9-9, the fiscal impact of this recommendation is detailed below.

⁵ Allocation verified by Director of Information Services. It should be noted that both the amounts and utilization titles of these funds differ from what is in the Instructional Technology Plan. See Recommendation 9-1.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Fund the Computer and Software Replacement Schedule	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)

**EXHIBIT 9-9
LEAST-VARIABLE YEAR-TO-YEAR COMBINATIONS FOR SCHOOL TECHNOLOGY REPLACEMENT**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	TOTAL
High	1	0	1	1	1	0	4
Middle	0	3	0	0	0	1	4
Elementary	2	0	2	2	2	2	10
Total (M)	\$3.0	\$3.0	\$3.0	\$3.0	\$3.0	\$2.6	\$17.6
Average (M)	\$2.9	\$2.9	\$2.9	\$2.9	\$2.9	\$2.9	\$17.6
Difference	\$66,667	\$66,667	\$66,667	\$66,667	\$66,667	\$(333,333)	\$0

Source: YCSD Director of Technology, 2005; YCSD Budget, 2005.

FINDING

In MGT's interviews with school administrators and managers from both Information Services and Instructional Technology, it became apparent that no formal or systemic effort is under way to collect and analyze usage of the educational software titles purchased, tested, trained, implemented, and maintained by Information Services and Instructional Technology.

Within a school system, one of the primary indicators of value related to computer hardware and software investments is usage by students and teachers. Computers and software that are used offer a higher return on the investment than those that sit idle. In addition, quality evaluations of effectiveness related to the use of technology in instruction or specific educational software cannot be undertaken effectively without first implementing a mechanism to collect usage data.

The York County School Division understands the importance of this metric and has included it as a measure in the Instructional Technology Plan. In the Educational Applications section, Goal 1 reads as follows:

Enhance and support instruction for staff, students, and community through the use of network-accessible educational applications to improve student achievement.

To support achieving this goal, various targets, strategies, and measures are listed in the Instructional Technology Plan. Among these is Target 1, Strategy 3, Measure 2:

Usage statistics on web-based resources, software and repository activity provided for instruction.

RECOMMENDATION

Recommendation 9-6:

Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools.

The division has a very broad variety of educational software titles, specifically at the elementary levels. This variety could reflect the diverse teaching approaches facilitated and supported within the division. This could also represent unnecessary expenses for the evaluation, purchase, testing, implementation, training, and maintenance of software that is barely, if ever, utilized. In addition, the educational value of software titles cannot be measured without first understanding student and teacher usage metrics.

Information Services staff have at their disposal measurement tools within the server, desktop, and laptop environments to electronically collect some of this information. Other information can be collected manually through off-line processes.

FISCAL IMPACT

This recommendation can be implemented with existing resources by incorporating the electronic measurement setup into the school infusion implementation processes and the manual measurement into existing classroom observations and student/teacher survey opportunities.

9.5 Professional Development

Training in the use of technology is the most critical factor that determines whether technology is used effectively. Teachers and administrators must be comfortable using technology, and they must know much more than merely how to operate the equipment. In fact, teachers must know how to integrate it effectively into their teaching, and administrators must know how to use technology to better manage their schools and their district as a whole. Studies indicate that it may take three, four, or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering this approach is not something that can be achieved quickly. Planning and support for technology-related professional development must take this factor into account.

Training must also be ongoing. Teachers and administrators need to continuously have an opportunity to improve their technology skills, and they need opportunities to interact with peers so that they may share new strategies and techniques. While face-to-face interaction is essential, technology can also facilitate communication through e-mail and interactive Web sites.

Technology integration involves more than learning to replicate common tasks such as lecturing and record keeping using computers. Teacher roles, instructional strategies, organization of curriculum, and classroom management often have to change in order to take advantage of technology. Professional development should support teachers as they make these transitions.

School and district administrators are the key to integrating technology into the curriculum. Although teachers are on the front lines, administrators are often the driving force behind increasing levels of technology use in the schools. Administrators who make technology a priority in their schools will have teachers who make technology a priority in their classrooms.

Just as it is critical that teachers and administrators receive extensive staff development, it is also important for technical staff to regularly participate in training programs that enable them to stay current. No industry changes as rapidly as the technology industry. In order for technical support staff to continue to provide the level of support that a school district requires, they should participate in effective training programs at least annually.

FINDING

The York County School Division emphasizes professional development and the teachers and administrators in the division have multiple opportunities for professional development throughout the year. Approximately two-thirds of the teachers in the division responded that the professional development opportunities are adequate. This breakdown is similar to peer-division responses.

The York County School Division believes that professional development in the use of technology is important and has included it in the Instructional Technology Plan. The first bullet point under the Professional Development section of the Technology Plan reads:

Provide comprehensive and on-going training opportunities for all division instructional personnel to promote the utilization of technology as an integrated component of effective classroom instruction.

MGT's interviews with instructional staff and school administrators regarding their competency in the utilization of technology as an integrated component of effective classroom instruction found that a few staff members in every school have a high level of understanding and comfort in this area. The majority of instructional staff and administrators have some level of comfort but require the regular assistance of the Instructional Technology Facilitators and Computer Technicians for effective and regular usage, and some were still not fully engaged in utilizing technology in their classrooms.

MGT's interviews with Information Services staff found that very few of them had an understanding of the instructional use of the technology that they supported. The majority of them felt that it was not important for them to understand how the technology was being utilized but rather what was needed to meet the requests and needs from the instructional staff on a reactive basis. When asked about two key goals from the technology plan, few staff members could answer how their specific work affected either.

- **Integration. Goal 1:** "Improve student achievement through research-based instructional strategies enhanced by technology integration."
- **Accountability. Goal 1:** "Assess the value that instructional technology adds to the teaching and learning environments."

RECOMMENDATION

Recommendation 9-7:

Focus professional development opportunities for teachers and administrators towards resolving technical support issues at the school level and for information Services staff towards the instructional use of the technology.

At the school level, focusing professional development on technical problem-solving will enable instructional staff to self-resolve issues that arise complicating their use of technology in the classroom. Teachable moments and learning opportunities are lost to technological issues throughout the course of any given week. By enabling instructional staff to quickly resolve these issues, many of these opportunities can be regained.

Requiring that information services staff have a basic level of understanding relative to the use of technology within the classrooms will both build their skills and also enable them to improve their service to instructional staff. Multiple studies have shown that cross-training professional and service staff increases the productivity of both groups. While many of the Information Services staff would be considered professional staff, the current staffing model enables them to remain ill-informed about the functional use of the technology that is the core business of the division. Two Computer Support Technician positions can be redefined to include staff training and a large portion of their time can be spent building in-school capacity for first-level technical troubleshooting and resolution.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.6 Technical Support

Only training is more important than technical support in determining how effectively technology is used in the classroom. Frequently teachers, even those with considerable experience with technology, encounter difficulties that interrupt their planning or classroom activities. Unless they are able to get quick responses, their effectiveness is diminished. Teacher questions typically include:

- Why is one of the computers in my classroom malfunctioning so often?
- Why does my connection to the Internet keep disappearing?
- How do I direct a document to another printer in the building?
- How do I transfer this file to another school?
- Why can't I import this Excel chart into my Word document?

In addition to these technical questions, teachers have a multitude of instruction-related questions. Particularly when they have had limited experience in using technology, they frequently want and need help in incorporating some specific technology-related

resource into their lessons in math, science, and social studies, for example. At those times, they need an experienced technology-using teacher to work with them one-on-one to address the specific issue with which they are dealing.

Those schools that are able to supply answers quickly to questions such as those identified above and are able to assist individual teachers with their instruction-related questions will be the schools that most effectively prepare their students. The best way of addressing the questions posed above is to place at least one full-time technology specialist in every school. However, because of the financial burden, not very many districts are able to place a technology support person in every school.

FINDING

The York County School Division requires that all newly purchased computers come with a five-year extended warranty. An extended warranty on all purchased computers means that the vendor must support the product for five years. This essentially increases the number of support personnel available for repair for an insignificant amount per computer. This warranty means that the repair work necessary on any computer during the first five years is repaired by the manufacturer (or their representative).

COMMENDATION

York County School Division is commended for implementing the five-year warranty requirement.

FINDING

An efficient and effective help desk is a critical part of an enterprise-level technology support model. An effective help desk answers users questions quickly, tries to resolve issues within a single call, and communicates effectively with the end-user throughout the incident lifecycle.

The York County School Division implemented a help desk last year. Interviews with principals and teachers indicated that this was an improvement over not having a help desk but that response times, availability of someone answering the calls, and over-the-phone assistance have room for improvement. Survey of staff, a subset of which is previously shown in Exhibit 9-3, shows that nearly one-third of the instructional staff desires more technology support.

The York County School Division is infusing three schools per year with new computers and software. For the past two years, the software that has been available and implemented by YCSD has within it the ability to remotely troubleshoot desktop computers and servers. Remotely troubleshooting computers offers the ability to solve technology challenges “on-the-fly” that may be inhibiting the effective delivery of a lesson or the enablement of student learning.

An additional challenge that was identified by MGT through interviews with school staff and information services staff was the availability and location of phones through which to call the help desk when a classroom or lab technology issue arises.

RECOMMENDATION

Recommendation 9-8:

Utilize existing remote-troubleshooting and communication technologies to improve help desk resolution within a single call.

Improving the capacity of the help desk to answer every call as it comes in (staffing) and triage and/or resolve the majority of calls through viewing and manipulating the remote desktop in real-time should significantly improve the speed of resolution and increase staff confidence in support processes. This real-time response will allow teachers to continue instructing and facilitating classroom processes while a technician from a remote location works to resolve the technical issues. Enabling this process will also allow YCSD to evaluate cost models of outsourcing help desk and remote-assistance support. Some school districts have found it more cost-effective to have this first level of support handled by an outside vendor specializing in school district technology support.

Schools that have received Windows XP have this capability available at no additional cost. Schools that have older technology may need the addition of free software to allow remote management by the help desk.

In addition to remote-desktop technologies, real-time chat technologies exist that are available for free (or at a nominal cost). Real-time chat would enable a teacher who did not have easy access to a phone to contact the help desk and request assistance, even talking to a support technician and handing over desktop control for troubleshooting, without having to leave the computer.

FISCAL IMPACT

This recommendation can be implemented with existing resources through improved use of support technician time and existing or free software.

10.0 FOOD SERVICES

In this chapter the findings and recommendations for the overall organization of the Nutrition Services Department are presented. The major sections of this chapter include:

- 10.1 Organization and Management of Nutrition Services
- 10.2 Policy, Procedures, and Compliance with Regulations
- 10.3 Financial Performance
- 10.4 Student Meal Participation
- 10.5 Food Quality and Nutrition Services Competition

CHAPTER SUMMARY

York County School Division has a comprehensive Nutrition Services Department that includes participation in the National School Breakfast Program and National School Lunch Program and offers catering services.

The key findings of this chapter include:

- Nutrition Services is generally well-received among division leadership and staff.
- Nutrition Services, which is an operational program, is currently placed under the Instructional Department in division management.
- The division is allowing employees to remain under division employment and benefits even though services have been outsourced to Aramark.
- The meals per labor hour rates are very low and need to be increased.
- The division and Aramark have implemented high standards of training for all employees in Nutrition Services.
- The participation rates for lunch are very high for a division with low free/reduced eligibility. Breakfast rates, however, are quite low and need to be increased.

In January 2004, the division contracted with Aramark Educational Services to provide Nutrition Services. Division employees were given an option of remaining with the division or signing on with Aramark. Employees who were eligible for division retirement were able to retire with benefits from the division and continue to work under Aramark. All performance reviews of lower-level staff are carried out by the kitchen managers. Reviews of the kitchen managers are split between the Nutrition Services manager and the Aramark liaison, depending on their employer. The same evaluation criteria are used for both division and Aramark employees.

INTRODUCTION

Nutrition Services, in conjunction with Aramark, has implemented health-conscious menu options and excellent training programs for employees. The Nutrition Services Department is generally regarded favorably within the York County School Division (YCSD). Fifty-seven administrators agree or strongly agree that Nutrition Services provides nutritious and appealing meals and snacks, with only three disagreeing or strongly disagreeing. Principals (57/3) and teachers (45/26) tend to support this perception. This is comparable to other divisions surveyed at a rate of 62/14 for administrators, 58/26 for principals, and 43/34 for teachers. YCSD administrators (62% to 20%), principals (58% to 34%), and teachers (49% to 33%) also agree that nutrition service is adequate to outstanding. When compared to other divisions, there is again, a direct correlation to administrators' perceptions of the Nutrition Services Department, with an adequate to outstanding response of 67/18. Principals in other divisions rated their food services as adequate to outstanding at a rate of 65/35, and teachers 47/41.

There are some exceptions to the generally favorable impression of Nutrition Services. Surveys conducted internally show that at a 23/13 rate, administrators agree or strongly agree that the Nutrition Services Department encourages student participation through customer satisfaction surveys. This is not the case, however, with school personnel. Principals (11/40) and teachers (16/21) either disagree or strongly disagree that surveys are conducted. In comparison with other divisions, there was no response given regarding nutrition service surveys, so no correlation can be made.

10.1 Organization and Management of Nutrition Services

10.1.1 Division Organization

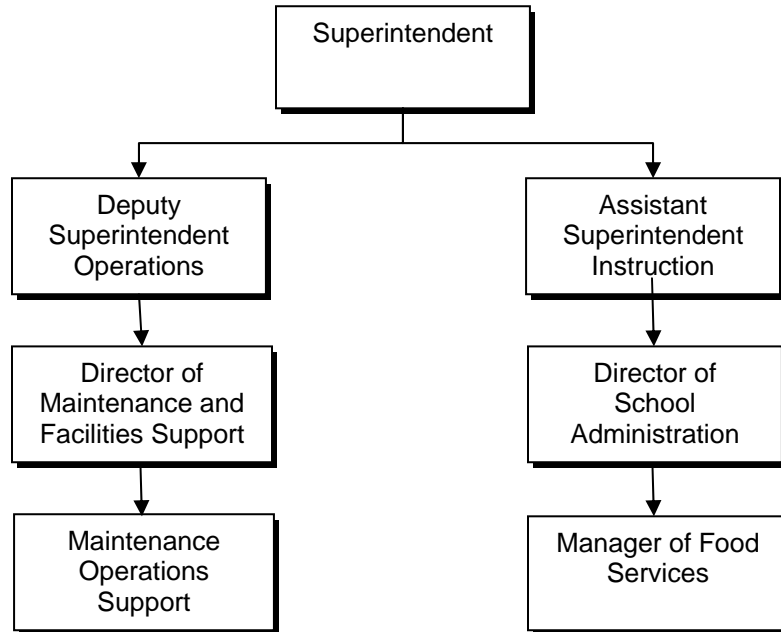
FINDING

The current organizational structure is cumbersome. The YCSD organizational chart lists Nutrition Services as a component of the Instructional Department, under the Assistant Superintendent for Instruction. It is listed under the subdivision for School Administration. This creates confusion and interdepartmental issues between Instruction and Operations when equipment failure occurs. Work orders are generated by Instruction and then submitted to Operations.

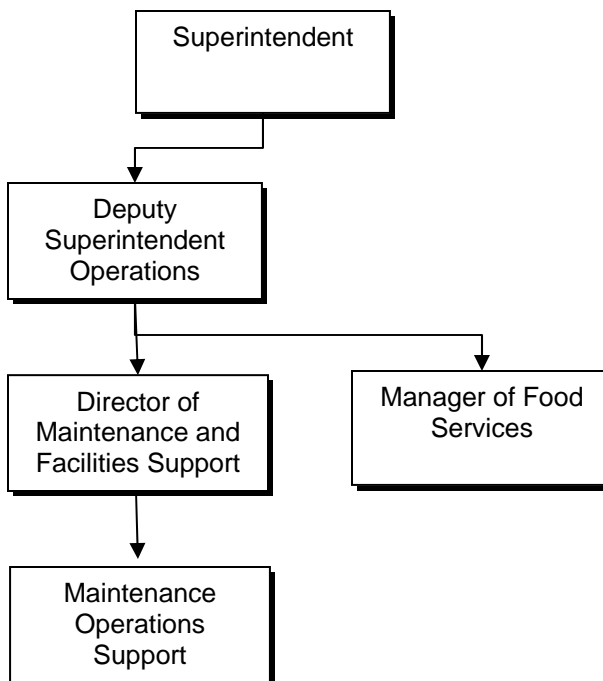
Nutrition Services was moved to Instruction when the decision was made to outsource the program. The reason for this was that the person who was handling the decision-making process for the outsourcing process was a former school administrator. What was meant to be a temporary measure has become permanent.

Nutrition Services is not an instructional or curricular program. The organization of similar divisions lists Nutrition Services as a component of Operations. Exhibit 10-1 shows the current line of authority for Nutrition Services. Exhibit 10-2 shows a proposed move for Nutrition Services to Operations. Moving the process from Instruction directly to Operations will eliminate steps in the line of authority and streamline the process significantly.

**EXHIBIT 10-1
YORK COUNTY SCHOOL DIVISION
CURRENT LINE OF AUTHORITY – NUTRITION SERVICES
2005-06 SCHOOL YEAR**



**EXHIBIT 10-2
YORK COUNTY SCHOOL DIVISION
PROPOSED LINE OF AUTHORITY – NUTRITION SERVICES**



RECOMMENDATION

Recommendation 10-1:

Revise the organizational structure to place Nutrition Services under the Operations Department of the division.

Nutrition Services is an operational program. It should be under the same division as maintenance and operations in order to facilitate swift response to pertinent issues.

FISCAL IMPACT

This recommendation can be implemented within existing resources. There is no labor cost involved in this, as it involves only a change in reporting status.

10.1.2 Outsourcing of Nutrition Services

FINDING

York County School Division has outsourced its school Nutrition Services to Aramark. Under this contract, the Division will pay the sum of the Federal Free Lunch Reimbursement, the Meal State Lunch Reimbursement amount, value of the USDA Commodities foods, labor costs, and a management fee.

The value of this for the 2004-05 school year was \$2.46 for the reimbursement amount plus a \$.03 management fee and a \$.03 administrative charge per meal.

The reimbursement is broken out as follows:

$$\$2.24 \text{ (federal)} + \$0.0514 \text{ (state)} + \$0.1725 \text{ (commodity)} = \$2.4639, \text{ or } \$2.46.$$

The projected number of meals to be sold was 1,762,176. The Aramark contract ensures the division that the YCSD program revenue would be equal to, or more than, the total of the direct costs and administrative and management fees. Any revenue in excess of that guarantee is designated for the division.

In the first year of the Aramark contract, there was a loss reported of \$169,000. The Aramark liaison stated that this was due to a problem with the contract. The contract has since been revised, and budgets have been balanced for the past ten months.

There is a challenge that exists when attempting to balance both the division and Aramark budgets. However, the budget reports are reviewed weekly, as per Aramark's standard, and revisions are made based on forecasting for revenue and expenditures. Monthly reports are sent to the division.

The contract guarantees the Board that Nutrition Services will operate at no cost to the division, and that it will meet all requirements of the United States Department of Agriculture for the National School Lunch and School Breakfast Programs, as well as any requirements rendered by the Commonwealth of Virginia. Adjustments are permitted

based on changes in FTE reimbursements, and allowances are made for three school-day cancellations over the course of a school year.

Currently, 53 percent of the Nutrition Services employees are on the division payroll. The remaining 47 percent either signed on with Aramark, or came with the company to the division. Aramark gave the option for employees to change their status to Aramark employment. Aramark employees have access to better benefits, due to the size of the corporation. Aramark also permits its employees to draw unemployment benefits during the summer months. The division does not permit this. The only benefit that Aramark does not carry is the division's leave policy, which is one day per month plus three personal days, prorated for part-time employees. Aramark has a five-day per year leave policy for full-time employees.

RECOMMENDATION

Recommendation 10-2:

Negotiate a clause in the Aramark contract that requires that any newly hired employees become Aramark employees and develop and implement incentives to encourage current division employees to transfer to Aramark.

The division is currently paying an average of \$220,500 in benefits (28% rate) annually to Nutrition Services employees, on top of salary. While labor costs must be paid to Aramark, the cost of benefits for their own employees is absorbed by Aramark. Substantial savings can be generated for the division with a move to Aramark employment by Nutrition Services employees. It is to the employee's benefit to transfer to Aramark, where better benefits are available due to Aramark's large size. Aramark also permits employees to obtain unemployment insurance during the summer months, which the division does not permit. Implementation of this policy will result both in substantial savings for the division and improved benefits for the employee. The incentives should be substantial enough to encourage employees to transfer within two fiscal years. Examples of incentives offered in other school districts which have outsourced services include a one-time cash bonus, purchase of annuities, and whole life insurance packages. The division may wish to consider an incentive cost that is based on a percent of estimated savings.

FISCAL IMPACT

The division is currently paying an average of \$220,500 in benefits (28%) annually to Nutrition Services employees, on top of salary. This amount is based on the average salary rates of both line and supervisory employees, weighted according to the number of positions for each. While the division will still have to provide the labor cost to Aramark, the benefit rate will be absorbed by the company, providing a projected \$220,567 in savings to the division once all employees have transferred to Aramark employment. Cost savings assume a 25 percent implementation for the 2006-07 school year, 50 percent for 2007-08, and 100% by 2008-09. It should be noted, however, that the current Aramark contract ends with the 2007 school year and will be up for negotiation. This recommendation assumes that Aramark will continue to be the nutrition services vendor and that the terms of the current contract will be carried over to the new contract.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Encourage Transfer of Division Employees to Aramark Employment	\$55,142	\$110,284	\$220,567	\$220,567	\$220,567

10.1.3 Staffing Levels

FINDING

YCSD has very low meals per labor hour (MPLH) rates. Division benchmarks for MPLH are 18, minimum. The Nutrition Services Manager indicated that they would prefer over 20. The Nutrition Services Manager reported the range to be from 15.5 to 18 for middle schools, and 12 for high schools.

Analysis of the actual Average Daily Participation rate (ADP), when compared with the staffing levels, reveals a range of 8.7 to 14.4 MPLH, well below the division standard. YCSD, however, also has a high volume of adult meals and a la carte sales. The 2004-05 school year financials show an a la carte and adult meal sale total of \$509,196.56. This adds 25 percent onto the total sales for the school breakfast and lunch programs. Meals per labor hour are a determinant of potential excesses in staffing levels. Exhibit 10-3 below shows the MPLH rates at each school for September 2005, as well as division averages.

**EXHIBIT 10-3
YORK COUNTY SCHOOL DIVISION
MEALS PER LABOR HOUR
SEPTEMBER 2005**

SCHOOL	LABOR HOURS/DAY	ADM-BREAKFAST	ADM-LUNCH	MPLH
Bethel Manor ES	31	47	399	14.4
Coventry ES	30.5	21	350	12.2
Dare ES	24.5	25	253	11.3
Grafton Bethel ES	35.5	14	316	9.3
Magruder ES	31	107	339	14.4
Mt Vernon ES	29.5	14	281	10.0
Seaford ES	24.5	47	307	14.4
Tabb ES	36.5	27	324	9.6
Waller Mill ES	13	21	140	12.4
Yorktown ES	33.5	90	319	12.2
ELEMENTARY AVERAGE				12.0
Queens Lake MS	29.5	18	370	13.2
Tabb MS	46.5	N/A	590	12.7
Yorktown MS	41	27	415	10.8
MIDDLE AVERAGE				12.2
Bruton HS	36.75	19	433	12.3
Tabb HS	45.25	N/A	477	10.5
York HS	48	29	388	8.7
Grafton Complex	106.75	N/A	1072	10.0
HIGH AVERAGE				10.4
DIVISION AVERAGE				11.5
DIVISION AVERAGE W/ A LA CARTE AND ADULT MEALS (+25%)				14.4

Source: York County School Division, MGT Analysis, 2005

As shown in the table above, even with a la carte and adult meals factored into the overall rates, the MPLH rates are still below the division standard. This is due, in part, to the low breakfast participation rates. There is full staffing during the breakfast block without participation numbers to warrant the staffing level. Given the current production rates, the school kitchens appear to be overstaffed. However, the employees present in the kitchens are busy, even during the breakfast block times, so the current staffing levels are effective. An increase in student participation will increase the MPLH rate.

RECOMMENDATION

Recommendation 10-3:

Increase MPLH rate to a minimum of 18 meals per labor hour, per division standard.

The MPLH rate is 20 percent below the low-end of the division benchmark of 18 MPLH, and 28 percent below the preferred benchmark of 20 MPLH. An increase in student participation, particularly at breakfast, will offset the costs of the labor already present without requiring additional employees.

FISCAL IMPACT

This recommendation can be implemented within existing resources. Actual savings or increases in revenue are reflected in the fiscal impact to Recommendation 10-7.

10.2 Policy, Procedures, and Compliance with Regulations

10.2.1 Strategic and Operational Planning

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 10-4 details the goals.

**EXHIBIT 10-4
YORK COUNTY SCHOOL DIVISION 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

10.2.2 Policy and Procedure Manual

FINDING

YCSD Nutrition Services has a comprehensive policy and procedure manual. This manual is distributed to all employees upon hiring. In addition, each school maintains a copy of the Aramark cooking guidelines, which include recipes and nutrient-based menu standards.

All employees are required to sign a safety rules policy, which describes the procedures for maintaining a safe work environment and the process for reporting an injury.

In addition, there is also a comprehensive Sanitation and Food Safety Manual produced by Aramark, which is kept at each site, and Hazard Analysis and Critical Control Point (HACCP) training and procedure manuals. There are detailed YCSD Standard Operating Procedures (SOP) for:

- Storing and Using Poisonous or Toxic Chemicals
- Personal Hygiene
- Washing Fruits and Vegetables
- Cooling Potentially Hazardous Foods
- Cooking Potentially Hazardous Foods

- Holding Hot and Cold Potentially Hazardous Foods
- Using Suitable Utensils When Handling Ready-to-Eat Foods
- Date Marking Ready-to-Eat, Potentially Hazardous Food
- Washing Hands
- Receiving Deliveries

Each SOP has a designated purpose, (e.g., to prevent food-borne illness by chemical contamination), scope, keywords for cross-checking, and specific instructions.

All injuries must be reported immediately. If injury is due to a procedure not being followed correctly, then the injured employee is required to present the injury situation before the management council, and give a presentation on proper safety precautions at the next safety meeting.

COMMENDATION

YCSD Nutrition Services has maintained exceptional documentation of procedures and policies.

10.2.3 Preventive Maintenance

FINDING

YCSD has an effective system for maintaining equipment. The division has a routine maintenance schedule in order to ensure that equipment is working effectively.

During the site visits, equipment was observed to be in excellent working condition. One school had a milk box that needed a compressor and a freezer that needed a part, but both pieces were on order at the time of the evaluation. Kitchen managers reported that their equipment failures were repaired quickly. If there is an emergent situation, a maintenance worker is dispatched, and the work order is written up retroactively, to eliminate down-time.

During the evaluation of York High School, a key pad for one of the point-of-sale terminals failed. The kitchen manager called the Help Desk to report it between lunch blocks. A new terminal pad was delivered within three minutes of her call, and was installed and operational before the next lunch block began.

COMMENDATION

York County School Division has a highly effective maintenance plan and response procedure for equipment failure.

10.2.4 Compliance with Regulations

FINDING

There was a lack of consistency in regulations regarding non-Nutrition Services employees in serving areas. All kitchens had signage posted advising that only Nutrition Services employees were to be in the kitchen area; however, this was not uniformly enforced. At one site, non-Nutrition Services staff members were observed entering the kitchen area to fill cups with ice and place lunch orders. At one point, a teacher attempted to enter the kitchen area with two small children. She was stopped by the kitchen manager, and the children were made to wait in the service line area, yet the teacher was permitted in the food prep area. There were several incidents of teachers and administrative employees filling cups with ice. There was no control of how the ice was obtained, and no gloves were worn. The risk with ice is that cold temperatures do not kill bacteria, but rather preserve it until conditions are optimal for growth. Ice can contain a wide variety of bacteria, from *E. coli* to salmonella and hepatitis A.

YCSN Nutrition Services maintains HACCP training for all employees. Temperature logs are posted and checked at regular intervals for both hot and cold holding. During site evaluations, line service employees were observed removing food items from the line and testing the temperatures with a meat thermometer to ensure that holding temperatures were appropriate to avoid food-borne illnesses. All employees wore gloves and hairnets and were safety conscious.

RECOMMENDATION

Recommendation 10-4:

Enforce the policy prohibiting non-Nutrition Services employees from entering food prep areas at all school sites.

All non-Nutrition Services employees at the school sites should receive training to understand fully the risks of handling ready-to-eat foods, including ice. Any food service handling should be performed by a trained Nutrition Services employee, using proper safety precautions. Non-Nutrition Services Employees must be prohibited from entering food prep areas. The policies are already in place, and the training may be accomplished with a directed memo stating hazards.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

10.2.5 Training

FINDING

YCSD, through Aramark, has a comprehensive training program for all employees. All employees are required to complete food handling training, ServSafe, which is a five-year certification, and twice-yearly HACCP training. In addition, the General Manager of Nutrition Services is certified to teach. The Grafton Complex serves as a training unit.

Aramark has a set of SOPs for equipment usage, which employees are required to study and are tested on prior to starting work. These include site-specific information, which tests on safety policies, goals with regard to injury, illness and safety training, safety responsibilities and committee members, emergency action plans and HazCom, and personal protective equipment, and specific training on the Hobart meat slicer.

Aramark also offers a comprehensive video library. This service is connected to their Safety and Loss Prevention Department in order to assure adequate safety training at all locations.

COMMENDATION

YCSD Nutrition Services has maintained high standards of training for all employees.

10.3 Financial Performance

10.3.1 Food Costs

FINDING

The division does not participate in a purchasing cooperative to negotiate lower food costs. The reason for this is that Aramark, a national corporation, has increased buying power, and has contracted rates with vendors such as Sysco Food Services. The standard for purchasing practice is to get the highest quality items at the lowest prices.

YCSD and Aramark accept only the commodities that the schools will use. For example, they will not take cans of asparagus simply because they are inexpensive. Instead, they use the commodity dollars to purchase items that cannot be purchased at a substantial discount from the vendors. In 2004, the division received \$194,000 in commodity dollars. Of that, \$98,000 was used to purchase mozzarella cheese for the pizzas served at the middle and high schools, since the cheese is normally a high-ticket item. As a result of this, the division netted a \$.10 reduction in meal cost.

COMMENDATION

YCSD Nutrition Services has streamlined purchasing processes and use of commodity dollars.

10.3.2 Catering Program

FINDING

The division has a catering program, Classic Fare Catering, which is used and implemented divisionwide; however, a comparison of the cost with other providers of catering has not been conducted. Most schools will provide catering services for special programs, such as the Terrific Kids Program, where the school will serve 200 parents and students. The majority of catering is handled out of the central office, however, with the schools taking orders for catering requests. Most catering requires a two-week advance notice. Accommodations can be made for last-minute orders, but they must be placed within 72 hours of the event.

YCSD also has daily offerings for teachers, apart from the school lunches, called The Bistro at YCSD. Elementary teachers are given the options of ordering deli sandwiches, wraps, or salads from the kitchen. There is also catering offered through The Bistro, with pricing ranging from \$2.75 to \$4.00 per person for a “combo” (e.g., Buffalo Chicken Salad with Baked Lay’s and a drink). All Bistro catering may be placed until 9:00 AM the day of the event.

On the 2005 Support Services Satisfaction Survey, there were some complaints about catered meal items. Quality has been questioned, as well as expense. It should be noted, however, that when the division caters an event, set-up is usually included, as are service items, such as plates and utensils. In many cases, pricing is substantially lower than that of outside vendors. Pizza, for example, can be ordered for \$9.50 for a large pizza with three toppings.

RECOMMENDATION

Recommendation 10-5:

Compare catering menu costs with competitors in the public sector to ensure competitive pricing.

Some items provided by Classic Fare may be in excess of market prices. In order to remain competitive with outside providers, routine evaluations and comparisons should be conducted, and pricing adjusted accordingly.

FISCAL IMPACT

The recommendation could be accomplished with existing staff.

10.3.3 Cash Handling and Financial Reporting

FINDING

The division uses the CAFS POS System for its accounting. Students enter a PIN upon purchase and the amount is automatically debited from the student account. At the elementary levels, different methods are used to speed up the entry of student PIN numbers. Either the Nutrition Services cashier will manually enter the student name into the system, or the cashier is provided with an object with the PIN number on it.

The division has written procedures for cash handling. The process is as follows:

- Cashiers count cash and tally by denomination of cash.
- Manager verifies cash count.
- Manager prepares and deposits cash at bank. This is done by each site individually on a daily basis.

The reporting process is as follows:

- Manager closes out workstation on Computer Assisted Food Services (CAFS) Point of Sale (POS) system.
- Manager runs end of day reports.
- Managers enter sales/meals data into spreadsheet and e-mail to school nutrition office.
- Data are entered into Food Service Accounting (FSA) system to capture all sales/meal data for all schools. This system also manages accounts payable and inventory.
- Data flows into Weekly Operating Report (WOR).
- WORs are rolled up into a Monthly Operating Report (MOR).
- Bill to YCSD is issued from MOR, based on all daily sales for the month.
- Managers also send reports from POS to the YCSD Accountant, where the claim to the state for reimbursement is generated, as well as the reconciliation for the bill for services.

At issue is the fact that the CAFS system does not link to the FSA accounting system. This requires a duplicative effort at the kitchen sites to run the reports through CAFS and then transfer them from CAFS to Excel. The process is repeated again at the division level, where the data are again transferred from Excel to the FSA system. This is redundant and time-consuming.

The decision to devise a method of connecting the two systems rests entirely with Aramark, as the outsourced vendor. Aramark has chosen not to pursue this option. Since the division is responsible for labor costs, there is savings to be gained with an uplink of the two systems.

RECOMMENDATION

Recommendation 10-6:

Require Aramark to pursue uplink of software systems in order to create efficient cash-reporting processes.

FISCAL IMPACT

According to data provided by the Aramark manager, there are approximately three hours of labor per day attached to this effort divisionwide. The transfer of the Excel data to FSA is an additional effort. The average salary for a Kitchen Manager, the employee responsible for this component, is \$11.83 per hour, plus a benefits rate of 28 percent. Overall, when calculating the cost of the effort, there are over \$38 per day being spent for the data entry. An uplink of the systems will save the division an average of \$6,950 per year.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Encourage Uplink of CAFS System to FSA System	\$6,950	\$6,950	\$6,950	\$6,950	\$6,950

10.4 Student Meal Participation

10.4.1 Pricing and State Comparisons

FINDING

YCSD uses different scales for elementary and secondary meal prices. This is standard practice. YCSD charges between \$.85 to \$1.05 for breakfast and \$1.75 to \$1.85 for lunches. Staff meals are set at \$2.50. The current meal pricing structure for full-priced meals is detailed in Exhibit 10-5 below.

**EXHIBIT 10-5
SCHOOL MEAL PRICES 2005-06**

BREAKFAST		LUNCH	
ELEMENTARY	SECONDARY	ELEMENTARY	SECONDARY
.85	1.05	1.75	1.85

Source: York County School Division, 2005

York County's breakfast rates are equitable, on average to the peer divisions, with elementary prices somewhat lower, and the secondary prices higher. However, they are

on the higher end of the scale for lunch rates with only the high school rate being lower than the peer divisions. Exhibit 10-6 below shows the comparison between the peer divisions and York County, as well as an average across all divisions and the difference in pricing compared to the average. The difference is calculated based on an average of the prices of the peer districts, including YCSD, when compared to the rates at YCSD alone.

**EXHIBIT 10-6
SCHOOL MEAL PRICES 2005-06**

	BREAKFAST			LUNCH		
	ELEMENTARY	MIDDLE	HIGH	ELEMENTARY	MIDDLE	HIGH
Albemarle	\$1.00	\$1.00	\$1.00	\$1.75	\$2.00	\$2.00
Fauquier	\$1.05	\$1.15	\$1.30	\$1.55	\$1.80	\$2.00
Frederick	\$0.90	N/A	N/A	\$1.60	\$1.85	\$1.85
Montgomery	\$0.85	\$0.85	\$0.85	\$1.70	\$1.75	\$1.75
Roanoke	\$0.85	\$0.85	\$0.85	\$1.60	\$1.75	\$1.75
York	\$0.85	\$1.05	\$1.05	\$1.75	\$1.85	\$1.85
AVERAGE	\$0.92	\$0.98	\$1.01	\$1.66	\$1.83	\$1.86
DIFFERENCE	\$(0.07)	\$0.07	\$0.04	\$0.09	\$0.02	\$(0.01)

Source: York County School Division, Virginia Department of Education, MGT Analysis, 2005.

Based on the above data, the Division's meal prices are comparable to those of the peer divisions. There is an average of a \$.02 discrepancy between the average price of York County and the average pricing of all divisions in the identified peer group. This is not a significant difference, given the demographic makeup of this county.

Aramark has been implementing gradual increases in meal prices in order to account for higher food and labor costs. This has met with some resistance from parents, who reported in community forums that the meal prices were high; however, when compared to peer divisions, the rates are competitive and reasonable.

COMMENDATION

YCSD Nutrition Services has maintained competitive pricing for school meals while implementing a steady increase in rates.

10.4.2 Student Participation Rates

FINDING

YCSD has a low Free/Reduced eligibility rate (14.52%), far below the state average (33.31%). Exhibit 10-7 shows a comparison between YCSD and the state average.

**EXHIBIT 10-7
FREE/REDUCED ELIGIBILITY COMPARISON**

	YCSD	STATE
FREE	8.40%	26.15%
REDUCED	6.11%	7.16%
TOTAL ELIGIBILITY*	14.52%	33.31%

Source: Virginia Department of Education, SY2004-2005
Free and Reduced Price Lunch Program Eligibility Report

*Totals are rounded to two decimal spaces

School breakfast and lunch participation rates are usually proportionate to free/reduced eligibility rates. Where the free/reduced rates are higher, participation will be higher. Despite the low eligibility rate for free/reduced lunches, YCSD has experienced historically high participation in the school lunch program. Since Aramark took control, there has been a steady increase in participation. In order to calculate participation accurately, a benchmark date was set. Participations are historically lower in the fall and late spring months, due to field trips and changes in family situations. As a result, the month of March was used to mark the changes in participation over the past three years. Data were compiled beginning with March 2003, to capture the changes prior to and after the outsourcing to Aramark. Exhibit 10-8 details the Average Daily Participation (ADP) with factoring considered for Average Daily Attendance (ADA).

Based on the following data, a 6.37 percent overall increase in lunch participation is evident. This includes a 2.58 percent increase at the elementary level and a 2.35 percent increase at the middle school level. Of particular note is the increase in high school participation (14.18%), which is usually lower, due to programs such as early release and work study, and teenaged-student eating habits. With the exception of three schools, the overall participation has increased, divisionwide.

**EXHIBIT 10-8
AVERAGE DAILY PARTICIPATION – LUNCH**

SCHOOL	MARCH 2003 TOTAL ADP/ADA	MARCH 2004 TOTAL ADP/ADA	MARCH 2005 TOTAL ADP/ADA	TOTAL ADP CHANGE
Bethel Manor ES	64.32%	74.91%	75.56%	11.24%
Coventry ES	56.45%	57.16%	58.17%	1.72%
Dare ES	62.00%	67.77%	67.98%	5.98%
Grafton Bethel ES	63.41%	65.84%	64.78%	1.37%
Magruder ES	70.93%	72.56%	70.33%	-0.60%
Mt Vernon ES	63.02%	66.32%	65.00%	1.98%
Seaford ES	70.85%	68.67%	66.24%	-4.61%
Tabb ES	62.15%	58.26%	63.58%	1.43%
Waller Mill ES	49.29%	52.42%	54.85%	5.56%
Yorktown ES	64.79%	66.81%	66.47%	1.68%
AVERAGE INCREASE - ES			2.58%	
Queens Lake MS	62.63%	N/A*	64.71%	2.08%
Tabb MS	49.53%	55.00%	60.14%	10.61%
Yorktown MS	60.53%	59.71%	54.88%	-5.65%
AVERAGE INCREASE - MS			2.35%	
Bruton HS	33.51%	53.29%	52.34%	18.83%
Grafton Complex	50.71%	54.86%	57.75%	7.04%
Tabb HS	30.77%	35.47%	38.88%	8.11%
York HS	41.89%	58.80%	64.62%	22.73%
AVERAGE INCREASE - HS			14.18%	
OVERALL INCREASE			6.37%	

Source: York County School Division, MGT Analysis

*No data are provided for this site during the 2003-04 school year

COMMENDATION

YCSD Nutrition Services has been highly effective in increasing and maintaining school lunch participation rates.

FINDING

An important component of participation rates is the different reimbursement levels. The purpose of the National School Lunch Program is to provide nutritionally sound meals to all students who want one, with provision for extreme reduction or forgiveness of cost to students from needy families. As mentioned previously, YCSD has a very low percentage of students qualified for free/reduced lunches. When looking at the average daily participation, this is apparent as shown in Exhibit 10-9. The highest eligibility rate for free lunches is at Yorktown Elementary (33.23%), followed by Magruder (29.20%). The remainder are below 20 percent eligibility. Bethel Manor is the only school with a high reduced eligibility rate (30.98%). The remaining schools are below 15 percent.

**EXHIBIT 10-9
YORK COUNTY SCHOOL DIVISION ADP – LUNCH
MARCH 2005**

	PAID % ADP	REDUCED % ADP	FREE % ADP
Bethel Manor ES	55.58%	30.98%	13.44%
Coventry ES	90.63%	3.31%	6.06%
Dare ES	83.78%	7.72%	8.49%
Grafton Bethel ES	85.41%	4.77%	9.81%
Magruder ES	56.05%	14.75%	29.20%
Mt Vernon ES	95.83%	2.24%	1.92%
Seaford ES	88.22%	3.50%	8.28%
Tabb ES	73.74%	14.06%	12.20%
Waller Mill ES	76.19%	4.76%	19.05%
Yorktown ES	54.68%	12.08%	33.23%
Queens Lake MS	69.70%	11.78%	18.52%
Tabb MS	85.39%	8.05%	6.55%
Yorktown MS	75.71%	5.65%	18.64%
Bruton HS	76.72%	5.67%	17.61%
Tabb HS	84.52%	8.39%	7.10%
York HS	81.67%	3.48%	14.85%
Grafton Complex	89.64%	5.46%	4.90%

Source: York County School Division, MGT Analysis, 2005.

According to the March 2005 data, there are a significant number of students who pay full meal prices. This correlates with the low free/reduced rate for the County. With the low ADP for free/reduced, it is important to monitor the ADP as it relates to eligibility, in order to ascertain that the program is reaching the students who need it most. Exhibit 10-10 details the Average Daily Participation as it relates to eligibility status.

**EXHIBIT 10-10
YORK COUNTY SCHOOL DIVISION ADP – ELIGIBILITY
MARCH 2005**

	PAID ADP AS % OF ELIGIBILITY	REDUCED ADP AS % OF ELIGIBILITY	FREE ADP AS % OF ELIGIBILITY
Bethel Manor ES	65.42%	79.07%	89.39%
Coventry ES	53.32%	66.67%	84.62%
Dare ES	62.00%	86.96%	78.57%
Grafton Bethel ES	56.99%	72.00%	80.43%
Magruder ES	53.98%	86.21%	85.34%
Mt Vernon ES	59.80%	87.50%	66.67%
Seaford ES	60.09%	64.71%	96.30%
Tabb ES	54.40%	81.54%	85.19%
Waller Mill ES	47.06%	70.00%	82.35%
Yorktown ES	53.24%	80.00%	85.94%
ELEMENTARY AVERAGE	56.63%	77.47%	83.48%
Queens Lake MS	55.05%	77.78%	87.30%
Tabb MS	54.22%	71.67%	85.37%
Yorktown MS	47.35%	71.43%	54.88%
MIDDLE AVERAGE	52.21%	73.63%	75.85%
Bruton HS	45.89%	63.33%	69.41%
Tabb HS	33.42%	65.00%	80.49%
York HS	39.95%	65.22%	71.11%
Grafton Complex	45.53%	78.38%	74.29%
HIGH AVERAGE	41.20%	67.98%	73.83%
OVERALL AVERAGE	50.01%	73.03%	77.72%

Source: York County School Division, MGT Analysis, 2005.

As shown in the table, there are high participation rates across the free and reduced lunch eligibility groups. Almost three-fourths (73.03%) of all reduced meals students and 77.72 percent of all free meals students are participating in the school lunch program. At Seaford Elementary, nearly all eligible free students are participating. When considering just the full-price students, there is an average of 50.01 percent participation. Only one elementary and one middle school fall below the 50 percent participation mark.

COMMENDATION

YCSN Nutrition Services has maintained consistently high levels of participation, particularly with regard to free/reduced lunches, especially at the elementary level.

FINDING

Although lunch participation rates are higher than average, breakfast participation rates are extremely low. Exceptions to this are the breakfast programs at Magruder, Bethel Manor, and Yorktown Elementaries. Exhibit 10-11 below details the monthly breakfast participation as of March 2005 as it pertains to average daily attendance for each school.

**EXHIBIT 10-11
YORK COUNTY SCHOOL DIVISION ADP – BREAKFAST
MARCH 2005**

SCHOOL	ADP W/ADA
Bethel Manor ES	12.05%
Coventry ES	3.93%
Dare ES	6.79%
Grafton Bethel ES	4.96%
Magruder ES	24.35%
Mt Vernon ES	1.21%
Seaford ES	12.03%
Waller Mill ES	9.33%
Yorktown ES	17.67%
ELEMENTARY AVERAGE	10.26%
Queens Lake MS	6.54%
Tabb MS	N/A
Yorktown MS	6.63%
MIDDLE AVERAGE	6.59%
Bruton HS	3.12%
Grafton Complex	N/A
Tabb HS	N/A
York HS	4.75%
HIGH AVERAGE	3.94%
DIVISION AVERAGE	8.03%

Source: York County School Division, MGT Analysis, 2005.

The division has implemented breakfast programs at two middle schools and two high schools. The Bruton High School program began in March 2005 and has continued to show some success, with an ADP/ADA of 2.66 percent for September 2005, which is a traditionally lower-rate month.

Division breakfast programs at the secondary level are up to the school's discretion. The program for one of the secondary schools was started when a principal moved from another secondary site that had a breakfast program. The principal requested that nutrition services start up the program there, with immediate implementation. The program was well-received among students.

The importance of nutritional balance for students cannot be overemphasized. Students who receive regular, nutritionally balanced meals perform better in testing and in daily class work. Breakfast programs tend to target the free/reduced eligible students. Exhibit 10-12 below shows the current free and reduced participation rates at the secondary levels. The rates shown are for the free and reduced participation rates as they pertain to actual participation compared with those participating who are actually eligible.

**EXHIBIT 10-12
BREAKFAST PARTICIPATION BY ELIGIBILITY
MARCH 2005**

SCHOOL	FREE		REDUCED		PAID	
	FREE % OF ADP	FREE % ELIGIBLE	RED. % OF ADP	RED. % ELIGIBLE	PAID % ADP	PAID % ELIGIBLE
Queens Lake MS	53.33%	25.40%	16.67%	11.11%	30.00%	2.39%
Yorktown MS	53.49%	26.74%	4.65%	7.14%	41.86%	3.18%
Bruton HS	50.00%	11.76%	0.00%	0.00%	50.00%	1.79%
York HS	62.22%	31.11%	4.44%	8.70%	33.33%	1.70%

Source: York County School Division, MGT Analysis, 2005.

The data show that, at the secondary level, approximately 26 percent of students who are eligible for free breakfast are eating at school at the middle school level. The average for high school students is 21 percent. Over 50 percent of the students participating at the secondary level are free-qualified students. While the actual numbers are low compared to average daily attendance, it is apparent that the program is reaching the students to which it is primarily targeted.

RECOMMENDATION

Recommendation 10-7:

Continue to increase participation rates for free-qualified students to 50 percent of eligibility.

The division should continue efforts to target those students who are eligible for free and reduced lunch, but are not currently participating. Increases in participation will not only increase reimbursement dollars from the federal and Commonwealth governments, but also will encourage proper student nutrition. Participation can be raised and encouraged by aggressively promoting the breakfast and lunch programs and targeting eligible families through direct certification to make them aware of the availability of the breakfast and lunch program.

FISCAL IMPACT

In 2004-05, the division received \$14,395 in reimbursement for free-qualified breakfasts at the four secondary schools offering a breakfast program, with an average participation rate of 23.75 percent. Based solely on these four sites, an increase to 50 percent participation by free-qualified students would result in a total potential federal reimbursement of \$30,300.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Increase Participation Rates	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300

FINDING

Currently, there are three sites that do not offer a breakfast program. These are Tabb Middle, Tabb High, and the Grafton Complex. As evidenced by the continued success of the breakfast programs at Bruton and York High schools, as well as Queens Lake and Yorktown Middle Schools, there is a need for school breakfasts to be offered at all sites. If similar participation rates are applied to these schools, even at the current level of participation, the increased reimbursement to the division could be substantial. Implementing breakfast programs at these remaining schools will also assist with increasing the MPLH rate.

The current policy for breakfast programs is site-specific. It is up to the principal whether the program is offered. At York Middle School, the kitchen manager approached the principal about starting the program up. She was told to proceed, and was asked if she could start the program immediately. There is no divisionwide support for a breakfast program. It is left up to Nutrition Services and the principal if one will be implemented.

RECOMMENDATION

Recommendation 10-8:

Implement a divisionwide secondary breakfast program.

Costs for maintaining breakfast programs will be absorbed by federal and state reimbursement, and the program can be managed with current staffing levels. As mentioned previously, there is full staffing during the breakfast period, even at schools without a breakfast program. Food prep time is minimal, due to the nature of the offerings (e.g., cold cereal, fruit). Utilizing existing staffing positions will increase the MPLH rate, per Recommendation 10-3.

FISCAL IMPACT

Based on current participation levels, the additional reimbursement to the division would be \$14,395 annually. If the recommendation to target 50 percent participation among all free-qualified students were applied to new breakfast programs at the Tabb MS, Tabb HS, and Grafton Complex sites, the proposed increase in participation would result in an additional annual federal reimbursement of approximately \$30,300.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Implement a Divisionwide Secondary Breakfast Program	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300

FINDING

The elementary level shows the highest level of participation in the school breakfast program. Nutrition Services management has implemented several programs to promote participation. Among these are visits from the mascot “Spike” once a month on a pre-

announced date. Students who attend and eat breakfast are given a gift from “Spike,” such as folders, pencils, erasers. The Nutrition Services Department conducts focus groups with students to talk about nutrition and takes them on “field trips” of the kitchen facilities so that they will understand the preparation process. Aramark also conducts surveys and gives presentations to the PTAs in order to promote the Nutrition Services program.

Lunch rates have remained high and continue to increase gradually, but there is very slow growth in the breakfast program. A prime reason for this is the late hour at which the elementary schools begin classes. Many of the children have “stay-at-home” mothers who serve breakfast in the morning, at home, before the student is transported to school. There is no need for the student to eat breakfast at school, if he or she is able to eat a balanced meal at home.

RECOMMENDATION

Recommendation 10-9:

Promote the breakfast program (aggressively), targeting children who are not receiving breakfast at home.

It is important not to assume that all children who are not eating at school have already eaten at home. Aggressive promotion of the breakfast program should continue for all students.

FISCAL IMPACT

This recommendation can be implemented within existing resources. Promotion is already taking place through a variety of activities as mentioned in the finding. The effort should be continued aggressively for maximum participation.

10.4.3 Factors Affecting Student Participation

FINDING

YCSD has extremely low participation rates for breakfast in most schools, particularly at the secondary level. Research has shown that students who receive balanced, nutritional meals perform better in school. In particular, “schools that offer breakfast programs see increases in academic test scores, daily attendance, and class participation.”¹ In the Morbidity and Mortality Weekly Report from the Centers for Disease Control and Prevention (CDC), the author summarizes research by stating:

Healthy eating patterns in childhood and adolescence promote optimal childhood health, growth, and intellectual development; prevent immediate health problems, such as iron deficiency anemia, obesity, eating disorders, and dental caries; and may prevent long-term health problems, such as coronary heart disease, cancer and stroke. School health programs can

¹ Powell, C.A. et al. “Nutrition and Education: A Randomized Trial of the Effects of Breakfast in Rural Primary School Children.” *American Journal of Clinical Nutrition* 68(4) (1998): 873-79.

help children and adolescents attain full educational potential and good health by providing them with the skills, social support, and environmental reinforcement they need to adopt long-term, healthy eating behaviors.²

The importance of receiving balanced nutrition cannot be overstated; however, there are issues that will impact student participation, particularly at the secondary level.

The low participation rates at the secondary level may be due to age and peer issues. Students do not want the stigma of having to go to the cafeteria to have breakfast in the morning. Often, students do not want to give up their socialization time prior to the class bells in order to eat breakfast.

In addition, there is an issue at the elementary level. According to interviews with Nutrition Service personnel, students are given early morning seatwork to complete. They have all day to complete this work, but students are more inclined to complete the work in the morning, so it is out of the way.

RECOMMENDATION

Recommendation 10-10:

Implement a “Breakfast-in-a-Bag” program at all levels.

Students will be more inclined to participate in the program if they are fed a meal that they can take with them and eat on the way to class, as they visit with peers prior to the start of school, or during early morning seatwork. This program has been implemented in states and divisions across the country in an effort to ensure that students are receiving balanced meals, and to raise participation levels in the breakfast program. For example, when this program was implemented in Galveston, Texas, at two elementary schools, participation was increased by 50.5 percent, on average.³

FISCAL IMPACT

Increases in participation result in higher reimbursement dollars. Current breakfast participation levels, per eligibility are 4.04 percent paid, 13.99 percent reduced, and 31.82 percent free, divisionwide. If the increase experienced in Galveston were applied to YCSD, the reimbursement would be substantial. For the 2005-06 school year, reimbursement rates were \$1.27 for free, \$.97 for reduced, and \$.23 for full price. Factoring in the increase, with a weighting for the free/reduced eligibility rate, using the March 2005 data, there would be a potential increase of revenue of \$43,931 per year. This is at the sites with existing breakfast programs and does not include potential reimbursement dollars from the implementation of programs at the Tabb MS, Tabb HS, and Grafton sites.

² Centers for Disease Control and Prevention. Guidelines for school health programs to promote lifelong healthy eating. MMWR 1996;45(No. RR-9): 1.

³ Texas School Performance Review. Galveston Independent School Division. Texas Comptroller of Public Accounts 2000; Chapter 9: Child Nutrition Services. Available on-line: <http://www.window.state.tx.us/tspr/galveston/chapt9.htm>

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Implement a Breakfast-in-a-Bag Program	\$43,931	\$43,931	\$43,931	\$43,931	\$43,931

FINDING

There is a perceived lack of buy-in to the Nutrition Services program by some administration members. Focus groups held with both Nutrition Services employees and with school principals verified this perception. For example, students are not permitted into the school if they arrive early. This is time that could be used to augment breakfast service time blocks. Another example is late buses. At the elementary level, the majority of principals will notify the kitchen manager if there is a late bus, and the students will be allowed to eat. At the secondary level, however, students on late buses are sent straight to class.

There is a perception among the kitchen managers that the principals do not want to be bothered with the Nutrition Services program. There is a feeling that the administration believes “students come to school to learn, not to eat.”

Principals have echoed this sentiment in focus groups. They have stated that the Nutrition Services staff “pesters” them about getting students in to eat, and cite the division-funded participation bonus as the driving factor. Some have stated that Nutrition Services is “not our problem.”

Student nutrition should be a definite concern for principals at all levels. As stated previously, much research has been dedicated to the performance of children who receive regular, nutritious meals. They will perform better on tests, have better attendance rates, and are more apt to participate in class activities. A student who has not received an adequate meal will be focused on the time remaining until the lunch block, instead of his or her studies.

The kitchen managers noted that they routinely have an increase in participation during standardized testing weeks. The reason for this is that the principals and teachers stress to the children the importance of eating breakfast during that week. The perception gathered from this is that the administration is cognizant of the research and the data, but chooses to pay attention to it only when it serves their purposes.

RECOMMENDATION

Recommendation 10-11:

Retrain school administration at all levels regarding the importance of Nutrition Services in the education process.

School administrators in YCSD should be reminded of the linkages between nutrition and student performance. Training should take place at all levels in order to guarantee support of the Nutrition Services program by all school administrators.

FISCAL IMPACT

This recommendation can be implemented within existing resources. Training can be accomplished with a minimum of effort and can be accomplished with targeted memos from the food service department, requiring no additional funding.

10.5 Food Quality and Nutrition Services Competition

FINDING

Aramark has implemented a nutrient-based menu. Foods are never fried. A minimum of salt is used. Various seasonings are used in lieu of salt on items such as French fries. All items sold meet minimum nutritional standards. The division is audited on this by the state, and at their last audit had only one infraction. An ice cream bar sold in the cold case did not meet standards. The item was immediately pulled from the inventory and has not been restocked.

The division uses portion control utensils and monitors menus carefully to ensure compliance with state regulations and nutritional standards. Even items that might not be considered “healthy” ordinarily, such as pizza, are prepared with nutritional standards in mind. All cheese on the pizza is low or non-fat. There is little grease present on the cooked product. The division uses the Offer vs. Serve method with lunches. Students are offered five choices, of which they must select three, both at breakfast and lunch meals.

COMMENDATION

YCSD Nutrition Services has implemented and maintained health-conscious meal choices.

FINDING

Throughout the evaluation period, comments surfaced repeatedly regarding the quality of the food being served. Those who commented stated that the quality was excellent at first, and then decreased. One principal said “The honeymoon with Aramark is over.” Upon asking for clarification regarding this perception from several teachers and administrators, it was determined that much of the problem is food selection. For example, when Aramark first took over the division, there were several varieties of tortillas available for making sandwich wraps. Customers were allowed to choose from different varieties, such as spinach, tomato, and plain. Aramark chose to phase out the choice in that area and went to a plain tortilla.

This is a financial decision, and a waste-control issue. Items such as breads and tortillas have to be purchased in bulk. These items have a short shelf-life, as well. If a school sells 50 wraps per day, 10 of which are spinach, 10 of which are tomato, and the remainder plain tortillas, then there is substantial potential for waste. One kitchen manager stated that the tortillas come in quantities of 250. If only 50 of each of the flavored wraps are sold per week, there is a throw-away amount of 200 tortillas, per flavor (80%). By switching to just one flavor, the most popular, Nutrition Services has

decreased the level of waste. It should be noted, however, that the flavored tortillas are available as options for catered events.

Another cited issue is that the middle schools want to have the same choices as the high schools. On evaluation of the menu offerings, however, there was little difference in the offerings. The only difference, overall, was that middle school students did not have the same amount of choice on the sub line. Sandwiches were prepackaged and sold “as-is” rather than allowing the child to pick his or her own ingredients, bread, and condiments. It was also noted, however, that very few sandwiches were sold. The children bought pizza or the hot entrée, and very few went to the sub or salad lines. The lower level of choice appears to be a cost-savings and waste-reduction issue, as well.

RECOMMENDATION

Recommendation 10-12:

Maintain high levels of quality in food offerings while still maintaining cost-effective practices.

In order to maintain the current level of participation, Nutrition Services needs to be vigilant about maintaining food quality and choice, yet needs to be budget conscious in turn.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

Teacher interview comments reflect that they believe that the portion sizes were not big enough for what they pay for a meal (\$2.50). During the site visits, teacher Bistro lunches included large salads or sandwich wraps. The salads included breadsticks. All meals included a choice of drink. As with the reimbursable meals, non-reimbursable meals, such as adult meals, are subject to portion control. The portions given, however, were substantial, and appeared to be a good value for the price.

Comments were also made about a decline in the quality of the food. One kitchen manager stated that at first it was different and new, but that now they are back to serving the “same old things.” Attention needs to be paid to the menu offerings to ensure that there is ample choice, without losing sight of the budget.

The Aramark menu books have not changed, but there is a definite perception of a drop in quality that echoed through teachers and administration. Student comments did not reflect this opinion, and participation rates seem to contradict this perception. Student participation has continued to increase, even as staff perceive a decrease in quality.

RECOMMENDATION

Recommendation 10-13:

Conduct regular customer satisfaction surveys.

Since participation rates and reimbursement are the primary funding sources for school breakfast and lunch programs, it is important to ensure that students and staff are receiving the selections they want. Students and staff should be polled on a regular basis and menu offerings adjusted according to the preference of the consumers, while still maintaining nutrient-based menus and food budgets.

FISCAL IMPACT

This recommendation can be implemented within existing resources. Developing and administering a survey can be done on an annual basis and will require approximately 8 hours in labor, but will require no additional funding to implement.

FINDING

At the middle and high school levels, students are given plastic forks and spoons to eat their food. At the elementary level, however, they use “sporks.” The sporks come in a plastic pack, together with a straw and a napkin. While efficient on the surface, they are problematic. The napkins in the units are very small and thin, and ineffective. In addition, the spork does not always work effectively with the menu selection for the day. For example, when spaghetti is served, children have great difficulty eating, due to the spoon-like structure of the spork.

At both breakfast and lunch meals, particularly in the elementary schools, there was an issue with the Styrofoam trays breaking under the weight of the food. One student had a baked potato, broccoli, and an apple, as well as milk. With this light load, the tray snapped in two. Interviews indicate that this is a common occurrence.

RECOMMENDATION

Recommendation 10-14:

Revise purchasing standards to provide appropriate trays, napkins, utensils, and other service items.

The spork and tray issues were mentioned frequently, both in staff interviews and in public input sessions. Nutrition Services needs to address the service item issue in order to maintain participation and customer satisfaction. This is a supply issue that relates to Aramark.

FISCAL IMPACT

This recommendation can be implemented within existing resources, requiring only a revision in purchasing policy.

FINDING

State law and division policy prohibit the operation of vending machines during school hours. During the site visits, all vending machines were turned off during the school day and were posted clearly with operating hours, starting after the last bus had left for the day.

Secondary schools will often sponsor DECA-type programs (business education) that will often sell snack items to students during the lunch periods and non-class hours. One student store was observed during the site visits. This store was closed during the lunch block, and appeared to sell only school supplies. YCSD has no competition issues during the school day. All food sales are handled through Nutrition Services.

COMMENDATION

YCSD Nutrition Services has enforced fully the restrictions regarding vending and competition sales during the school day.

11.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in the York County Public Schools, the MGT team developed over 80 recommendations in this report. Twenty-two (22) recommendations have fiscal implications and are summarized in this chapter. **It is important to keep in mind that the identified savings and costs are incremental and cumulative.**

As shown below in Exhibit 11-1 and in detail in Exhibit 11-2, full implementation of the recommendations in this report would generate a gross savings of approximately \$5.2 million over five years and a total net savings of about \$1.6 million when one-time savings are added. It is important to note that costs and savings presented in this report are in 2004-05 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 11-1 below shows the total costs and savings.

EXHIBIT 11-1 SUMMARY OF ANNUAL SAVINGS AND COSTS

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2006-07	2007-08	2008-09	2009-10	2010-11	
TOTAL SAVINGS*	\$941,800	\$989,922	\$1,093,900	\$1,088,245	\$1,083,175	\$5,197,042
TOTAL (COSTS)	(\$715,670)	(\$715,670)	(\$715,670)	(\$715,670)	(\$715,670)	(\$3,578,350)
TOTAL NET SAVINGS (COSTS)	\$226,130	\$274,252	\$378,230	\$372,575	\$367,505	\$1,618,692
ONE-TIME SAVINGS (COSTS)						\$6,300
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$1,624,992

*Included in this total are federal reimbursements for food services.

Exhibit 11-2 provides a chapter by chapter summary for all costs and savings.

It is important to keep in mind that only recommendations with a fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency and effectiveness of YCPS are contained in Chapters 2 through 10.

MGT recommends that the York County School Board give each of these recommendations serious consideration and develop a plan to proceed with implementation, including a system to monitor subsequent progress.

Exhibit 11-3 and Exhibit 11-4 break down the costs and savings by operating versus Capital expenses, respectively.

**EXHIBIT 11-2
YORK COUNTY SCHOOL DIVISION
CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 2: DIVISION ADMINISTRATION								
2-15	Eliminate the Communications Assistant, create a department plan that includes the transfer of the Employee Recognition and Wellness Program to the Human Resources Department, involve the Education Foundation in the department goals, and adhere to the MOU with the County. (p. 2-27)	(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$235,000)	
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$235,000)	
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES								
3-1	Reduce the number of staff in the Human Resources Department by one full-time senior staff position and one half-time position of remaining positions. (p. 3-6)	\$83,707	\$83,707	\$83,707	\$83,707	\$83,707	\$418,535	
3-5	Require new hires to pay a fee of \$37 for processing fingerprints and obtaining a criminal background check. (p. 3-20)	\$19,462	\$19,462	\$19,462	\$19,462	\$19,462	\$97,310	
3-6	Eliminate the stipend of \$25 paid to substitute teachers for attending a training session. (p. 3-22)	\$4,450	\$4,450	\$4,450	\$4,450	\$4,450	\$22,250	
3-7	Provide a supplement to salary for teachers attaining a doctorate degree. (p. 3-25)	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$12,500)	
3-8	Reduce the Number of Days Teachers are Absent from Duty by at least 10 percent. (p. 3-26)	\$70,005	\$62,985	\$56,680	\$51,025	\$45,955	\$286,650	
CHAPTER 3 SUBTOTAL SAVINGS (COSTS)		\$175,124	\$168,104	\$161,799	\$156,144	\$151,074	\$812,245	

**EXHIBIT 11-2 (Continued)
YORK COUNTY SCHOOL DIVISION
CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 6: EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT								
6-1	Hire one Instructional Curriculum Specialist. (p. 6-8)	(\$66,560)	(\$66,560)	(\$66,560)	(\$66,560)	(\$66,560)	(\$332,800)	
6-1	Hire four Middle School Testing Coordinators (p. 6-8)	(\$215,040)	(\$215,040)	(\$215,040)	(\$215,040)	(\$215,040)	(\$1,075,200)	
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		(\$281,600)	(\$281,600)	(\$281,600)	(\$281,600)	(\$281,600)	(\$1,408,000)	
CHAPTER 7: FACILITIES USE AND MANAGEMENT								
7-4	Review maintenance costs and target a reduction of 10 percent. (p. 7-13)	\$296,000	\$296,000	\$296,000	\$296,000	\$296,000	\$1,480,000	
7-6	Establish a cleaning supply budget for each school. (p. 7-17)	\$26,000	\$26,000	\$26,000	\$26,000	\$26,000	\$130,000	
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		\$322,000	\$322,000	\$322,000	\$322,000	\$322,000	\$1,610,000	
CHAPTER 8: TRANSPORTATION								
8-4	Hire the Transportation Secretary position. (p. 8-19)	(\$28,020)	(\$28,020)	(\$28,020)	(\$28,020)	(\$28,020)	(\$140,100)	
8-4	EDULOG Training (p. 8-19)	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,700)
8-6	Reduce Three Regular Bus Drivers and Remove Three Oldest Buses from Inventory and Sell Them. (p. 8-24)	\$102,753	\$102,753	\$102,753	\$102,753	\$102,753	\$513,765	\$9,000
8-7	Providing ASE Certification for Mechanics. (p. 8-29)	(\$550)	(\$550)	(\$550)	(\$550)	(\$550)	(\$2,750)	
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		\$74,183	\$74,183	\$74,183	\$74,183	\$74,183	\$370,915	\$6,300
CHAPTER 9: TECHNOLOGY								
9-3	Eliminate Three Business Analysts. (p. 9-14)	\$172,800	\$172,800	\$172,800	\$172,800	\$172,800	\$864,000	
9-5	Fund the computer and software replacement schedule to maintain the three schools per year model as approved in the Technology Plan. (p. 9-22)	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$1,780,000)	
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		(\$183,200)	(\$183,200)	(\$183,200)	(\$183,200)	(\$183,200)	(\$916,000)	

**EXHIBIT 11-2 (Continued)
YORK COUNTY SCHOOL DIVISION
CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 10: FOOD SERVICES								
10-2*	Negotiate a clause in the Aramark contract that requires that any newly hired employees become Aramark employees; and develop and implement incentives to encourage the remaining division employees to transfer to Aramark. (p. 10-5)	\$55,142	\$110,284	\$220,567	\$220,567	\$220,567	\$827,127	
10-6*	Encourage Aramark to pursue uplink of software systems in order to create efficient cash-reporting processes. (p. 10-14)	\$6,950	\$6,950	\$6,950	\$6,950	\$6,950	\$34,750	
10-7*	Increase participation rates for free-qualified students to 50 percent of eligibility. (p. 10-21)**	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300	\$151,500	
10-8*	Implement a divisionwide breakfast program. (p. 10-22)**	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300	\$151,500	
10-10*	Implement a "Breakfast-in-a-Bag" program at all levels. (p. 10-24)**	\$43,931	\$43,931	\$43,931	\$43,931	\$43,931	\$219,655	
CHAPTER 10 SUBTOTAL SAVINGS (COSTS)		\$166,623	\$221,765	\$332,048	\$332,048	\$332,048	\$1,384,532	
TOTAL SAVINGS		\$941,800	\$989,922	\$1,093,900	\$1,088,245	\$1,083,175	\$5,197,042	\$6,300
TOTAL (COSTS)		(\$715,670)	(\$715,670)	(\$715,670)	(\$715,670)	(\$715,670)	(\$3,578,350)	
TOTAL NET SAVINGS (COSTS)		\$226,130	\$274,252	\$378,230	\$372,575	\$367,505	\$1,618,692	\$6,300
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							\$1,624,992	

*Reserve Fund for Food Service

**Denotes federal reimbursements

**EXHIBIT 11-3
YORK COUNTY SCHOOL DIVISION
CHAPTER-BY-CHAPTER SUMMARY OF OPERATING FUND SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 2: DIVISION ADMINISTRATION								
2-15	Eliminate the Communications Assistant, create a department plan that includes the transfer of the Employee Recognition and Wellness Program to the Human Resources Department, involve the Education Foundation in the department goals, and adhere to the MOU	(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$235,000)	
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$47,000)	(\$235,000)	
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES								
3-1	Reduce the number of staff in the Human Resources Department by one full-time senior staff position and one half-time position of remaining positions. (p. 3-6)	\$83,707	\$83,707	\$83,707	\$83,707	\$83,707	\$418,535	
3-5	Require new hires to pay a fee of \$37 for processing fingerprints and obtaining a criminal background check. (p. 3-20)	\$19,462	\$19,462	\$19,462	\$19,462	\$19,462	\$97,310	
3-6	Eliminate the stipend of \$25 paid to substitute teachers for attending a training session. (p. 3-22)	\$4,450	\$4,450	\$4,450	\$4,450	\$4,450	\$22,250	
3-7	Provide a supplement to salary for teachers attaining a doctorate degree. (p. 3-25)	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$2,500)	(\$12,500)	
3-8	Reduce the Number of Days Teachers are Absent from Duty by at least 10 percent. (p. 3-26)	\$70,005	\$62,985	\$56,680	\$51,025	\$45,955	\$286,650	
CHAPTER 3 SUBTOTAL SAVINGS (COSTS)		\$175,124	\$168,104	\$161,799	\$156,144	\$151,074	\$812,245	

**EXHIBIT 11-3 (Continued)
YORK COUNTY SCHOOL DIVISION
CHAPTER-BY-CHAPTER SUMMARY OF OPERATING FUND SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 6: EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT								
6-1	Hire one Instructional Curriculum Specialist. (p. 6-8)	(\$66,560)	(\$66,560)	(\$66,560)	(\$66,560)	(\$66,560)	(\$332,800)	
6-1	Hire four Middle School Testing Coordinators (p. 6-8)	(\$215,040)	(\$215,040)	(\$215,040)	(\$215,040)	(\$215,040)	(\$1,075,200)	
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		(\$281,600)	(\$281,600)	(\$281,600)	(\$281,600)	(\$281,600)	(\$1,408,000)	
CHAPTER 7: FACILITIES USE AND MANAGEMENT								
7-4	Review maintenance costs and target a reduction of 10 percent. (p. 7-13)	\$296,000	\$296,000	\$296,000	\$296,000	\$296,000	\$1,480,000	
7-6	Establish a cleaning supply budget for each school. (p. 7-17)	\$26,000	\$26,000	\$26,000	\$26,000	\$26,000	\$130,000	
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		\$322,000	\$322,000	\$322,000	\$322,000	\$322,000	\$1,610,000	
CHAPTER 8: TRANSPORTATION								
8-4	Hire the Transportation Secretary position. (p. 8-19)	(\$28,020)	(\$28,020)	(\$28,020)	(\$28,020)	(\$28,020)	(\$140,100)	
8-4	Implement EDULOG Training (p. 8-19)	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,700)
8-6	Eliminate Three Regular Bus Drivers. (p. 8-24)	\$102,753	\$102,753	\$102,753	\$102,753	\$102,753	\$513,765	
8-7	Providing ASE Certification for Mechanics. (p. 8-29)	(\$550)	(\$550)	(\$550)	(\$550)	(\$550)	(\$2,750)	
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		\$74,183	\$74,183	\$74,183	\$74,183	\$74,183	\$370,915	(\$2,700)
CHAPTER 9: TECHNOLOGY								
9-3	Eliminate Three Business Analysts. (p. 9-14)	\$172,800	\$172,800	\$172,800	\$172,800	\$172,800	\$864,000	
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		\$172,800	\$172,800	\$172,800	\$172,800	\$172,800	\$864,000	

**EXHIBIT 11-3 (Continued)
YORK COUNTY SCHOOL DIVISION
CHAPTER-BY-CHAPTER SUMMARY OF OPERATING FUND SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 10: FOOD SERVICES								
10-2*	Negotiate a clause in the Aramark contract that requires that any newly hired employees become Aramark employees; and develop and implement incentives to encourage the remaining division employees to transfer to Aramark. (p. 10-5)	\$55,142	\$110,284	\$220,567	\$220,567	\$220,567	\$827,127	
10-6*	Encourage Aramark to pursue uplink of software systems in order to create efficient cash-reporting processes. (p. 10-14)	\$6,950	\$6,950	\$6,950	\$6,950	\$6,950	\$34,750	
10-7*	Increase participation rates for free-qualified students to 50 percent of eligibility. (p. 10-21)**	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300	\$151,500	
10-8*	Implement a divisionwide breakfast program. (p. 10-22)**	\$30,300	\$30,300	\$30,300	\$30,300	\$30,300	\$151,500	
10-10*	Implement a "Breakfast-in-a-Bag" program at all levels. (p. 10-24)**	\$43,931	\$43,931	\$43,931	\$43,931	\$43,931	\$219,655	
CHAPTER 10 SUBTOTAL SAVINGS (COSTS)		\$166,623	\$221,765	\$332,048	\$332,048	\$332,048	\$1,384,532	
TOTAL SAVINGS		\$941,800	\$989,922	\$1,037,220	\$1,088,245	\$1,083,175	\$5,197,042	
TOTAL (COSTS)		(\$359,670)	(\$359,670)	(\$359,670)	(\$359,670)	(\$359,670)	(\$1,798,350)	(\$2,700)
TOTAL NET SAVINGS (COSTS)		\$582,130	\$630,252	\$677,550	\$728,575	\$723,505	\$3,398,692	(\$2,700)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							\$3,395,992	

*Reserve Fund for Food Service

**Denotes federal reimbursements

**EXHIBIT 11-4
YORK COUNTY SCHOOL DIVISION
CHAPTER-BY-CHAPTER SUMMARY OF CAPITAL FUND SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 2: DIVISION ADMINISTRATION								
8-6	Remove Three Oldest Buses from Inventory and Sell Them. (p. 8-24)	\$0	\$0	\$0	\$0	\$0	\$0	\$9,000
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	\$9,000
CHAPTER 9: TECHNOLOGY								
9-5	Fund the computer and software replacement schedule to maintain the three schools per year model as approved in the Technology Plan. (p. 9-22)	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$1,780,000)	
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$1,780,000)	
TOTAL SAVINGS		\$0	\$0	\$0	\$0	\$0	\$0	\$9,000
TOTAL (COSTS)		(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$1,780,000)	
TOTAL NET SAVINGS (COSTS)		(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$356,000)	(\$1,780,000)	\$9,000
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							(\$1,771,000)	

APPENDIX A

EXHIBIT A-1 COMPARISON SURVEY RESPONSES WITHIN YORK COUNTY SCHOOL DIVISION

PART A OF SURVEY	ADMINISTRATOR RESPONSES (%)	PRINCIPAL RESPONSES (%)	TEACHER RESPONSES (%)
1. Overall quality of public education in the York County School Division is:			
Good or Excellent	93	98	96
Fair or Poor	3	3	3
2. Overall quality of education in the York County School Division is:			
Improving	80	86	66
Staying the Same	17	14	25
Getting Worse	0	0	4
Don't Know	3	0	5
3. Grade given to the York County School Division teachers:			
Above Average (A or B)	90	95	94
Below Average (D or F)	0	0	0
4. Grade given to the York County School Division school level administrators:			
Above Average (A or B)	96	100	81
Below Average (D or F)	0	0	2
5. Grade given to the York County School Division central office administrators:			
Above Average (A or B)	93	84	63
Below Average (D or F)	3	3	7

**EXHIBIT A-2
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART B	(%A + SA) / (%D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. The emphasis on learning in this school division has increased in recent years.	87/3	100/0	7
2. Our schools are safe and secure from crime.	97/0	97/0	84/8
3. Our schools effectively handle misbehavior problems.	77/3	92/5	66/20
4. Our schools have sufficient space and facilities to support the instructional programs.	23/70	37/45	30/55
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	80/3	95/3	70/14
6. Our schools can be described as "good places to learn."	93/3	100/0	93/1
7. There is administrative support for controlling student behavior in our schools.	80/7	94/3	76/15
8. Most students in our schools are motivated to learn.	93/0	93/0	78/10
9. Lessons are organized to meet students' needs.	60/13	87/3	90/3
10. The curriculum is broad and challenging for most students.	86/0	100/0	83/7
11. There is little a teacher can do to overcome education problems due to a student's home life.	13/77	8/73	22/57
12. Teachers in our schools know the material they teach.	84/3	100/0	93/1
13. Teachers in our schools care about students' needs.	77/3	92/0	94/1
14. Teachers expect students to do their very best.	83/3	92/3	92/1
15. The school division provides adequate technology-related staff development.	87/7	91/6	78/12
16. Principals and assistant principals in our schools care about students' needs.	80/7	100/0	92/4
17. In general, parents take responsibility for their children's behavior in our schools.	76/7	72/18	44/33
18. Parents in this school division are satisfied with the education their children are receiving.	90/3	95/3	81/2
19. Most parents seem to know what goes on in our schools.	74/3	76/14	63/15
20. Parents play an active role in decision-making in our schools.	57/7	63/11	57/14
21. This community really cares about its children's education.	97/0	89/8	79/5
22. The food services department encourages student participation through customer satisfaction surveys.	23/13	11/40	16/21
23. The school division requests input on the long range technology plan.	74/6	63/21	35/25
24. Funds are managed wisely to support education in this school division.	96/0	89/5	51/16
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	90/3	48/37	59/22
26. School-based personnel play an important role in making decisions that affect schools in this school division.	87/3	77/16	42/26
27. The school division provides adequate technical support.	53/36	60/27	52/34
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	6/54	29/65	21/58
29. The food services department provides nutritious and appealing meals and snacks.	57/3	58/14	45/26

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-3
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART C	(%G + E) / (%F + P) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Board of Education members' knowledge of the educational needs of students in York County School Division.	70/16	79/21	47/26
2. Board of Education members' knowledge of operations in York County School Division.	70/17	82/16	54/19
3. Board of Education members' work at setting or revising policies for York County School Division.	77/7	85/11	53/19
4. The School District Superintendent's work as the educational leader of York County School Division.	97/0	95/5	82/12
5. The School District Superintendent's work as the chief administrator (manager) of York County School Division.	97/0	94/5	82/11
6. Principals' work as the instructional leaders of their schools.	80/20	95/5	82/16
7. Principals' work as the managers of the staff and teachers.	90/10	98/3	81/17
8. Teachers' work in meeting students' individual learning needs.	67/30	92/8	90/8
9. Teachers' work in communicating with parents.	67/26	73/27	90/8
10. Teachers' attitudes about their jobs.	70/26	77/24	70/28
11. Students' ability to learn.	90/7	100/0	84/14
12. The amount of time students spend on task learning in the classroom.	67/20	84/16	81/16
13. Parents' efforts in helping their children to do better in school.	60/26	73/26	53/43
14. Parents' participation in school activities and organizations.	80/17	90/11	64/34
15. How well students' test results are explained to parents.	57/26	70/30	60/29
16. The cleanliness and maintenance of facilities in York County School Division.	76/23	82/18	68/30
17. How well relations are maintained with various groups in the community.	93/3	79/18	61/19
18. Staff development opportunities provided by York County School Division for teachers.	83/7	94/5	67/31
19. Staff development opportunities provided by York County School Division for school administrators.	83/13	90/11	33/8
20. The school district's job of providing adequate instructional technology.	77/20	83/17	66/32
21. The school district's use of technology for administrative purposes.	83/16	87/14	58/19

¹Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

**EXHIBIT A-4
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I find York County School Division to be an exciting, challenging place to work.	100/0	98/0	85/3
2. The work standards and expectations in York County School Division are equal to or above those of most other school districts.	97/0	90/3	87/2
3. York County School Division officials enforce high work standards.	93/0	92/3	92/3
4. Most York County School Division teachers enforce high student learning standards.	80/7	90/0	93/1
5. York County School Division teachers and administrators have excellent working relationships.	80/0	93/3	69/10
6. Teachers who do not meet expected work standards are disciplined.	30/30	60/21	27/20
7. Staff who do not meet expected work standards are disciplined.	40/24	63/11	25/19
8. I feel that I have the authority to adequately perform my job responsibilities.	83/10	87/8	84/8
9. I have adequate facilities in which to conduct my work.	87/7	95/5	75/18
10. I have adequate equipment and computer support to conduct my work.	74/20	89/8	62/26
11. The workloads are equitably distributed among teachers and among staff members.	33/20	89/5	48/33
12. No one knows or cares about the amount or quality of work that I perform.	17/84	8/71	17/63
13. Workload is evenly distributed.	33/40	71/16	39/35
14. If there were an emergency in the schools, I would know how to respond appropriately.	90/3	98/0	89/3
15. I often observe other teachers and/or staff socializing rather than working while on the job.	10/53	8/79	9/69

¹Percent responding Agree or Strongly Agree/Percent responding Disagree11 or Strongly Disagree. The neutral and don't know responses are omitted.

**EXHIBIT A-5
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I am very satisfied with my job in York County School Division.	87/6	92/5	82/8
2. I plan to continue my career in York County School Division.	90/3	92/3	84/3
3. I am actively looking for a job outside of York County School Division.	7/80	8/74	5/81
4. Salary levels in York County School Division are competitive.	63/20	76/21	49/35
5. I feel that my work is appreciated by my supervisor(s).	73/17	79/11	73/13
6. I feel that I am an integral part of York County School Division team.	76/6	85/8	71/13
7. I feel that there is no future for me in York County School Division.	10/64	3/86	6/79
8. My salary level is adequate for my level of work and experience.	53/30	63/29	27/59

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-6
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Most administrative practices in York County School Division are highly effective and efficient.	90/7	87/5	59/16
2. Administrative decisions are made promptly and decisively.	70/10	87/8	58/15
3. York County School Division administrators are easily accessible and open to input.	90/3	86/8	67/16
4. Authority for administrative decisions is delegated to the lowest possible level.	40/37	47/32	25/23
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	76/0	95/0	68/17
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	26/57	16/71	21/37
7. The extensive committee structure in York County School Division ensures adequate input from teachers and staff on most important decisions.	60/13	90/3	36/23
8. York County School Division has too many committees.	13/50	16/63	25/22
9. York County School Division has too many layers of administrators.	0/90	18/68	28/23
10. Most of York County School Division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	87/0	79/6	47/14
11. Central office administrators are responsive to school needs.	90/0	74/16	42/19
12. Central office administrators provide quality service to schools.	93/0	73/14	46/16

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-7
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ¹ + OUTSTANDING		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
a. Budgeting	10/90	8/84	29/40
b. Strategic planning	10/90	13/84	21/43
c. Curriculum planning	13/83	16/84	29/59
d. Financial management and accounting	7/90	8/84	16/44
e. Community relations	0/97	13/87	16/64
f. Program evaluation, research, and assessment	30/67	32/65	17/55
g. Instructional technology	36/60	37/63	35/56
h. Pupil accounting	7/80	13/79	15/47
i. Instructional coordination/supervision	17/77	16/84	19/62
j. Instructional support	16/80	23/76	30/58
k. Federal Programs (e.g., Title I, Special Education) coordination	50/46	66/34	44/42
l. Personnel recruitment	27/70	44/47	19/45
m. Personnel selection	27/74	35/64	18/55
n. Personnel evaluation	33/64	37/64	19/66
o. Staff development	13/83	3/97	30/61
p. Data processing	30/56	19/66	12/39
q. Purchasing	13/77	8/74	11/38
r. Plant maintenance	16/80	26/63	18/43
s. Facilities planning	13/84	16/66	17/35
t. Transportation	13/84	18/79	25/51
u. Food service	20/62	34/58	33/49
v. Custodial services	40/57	34/63	26/61
w. Risk management	7/73	5/71	9/40
x. Administrative technology	27/70	21/79	11/41
y. Grants administration	13/57	19/64	9/41

¹Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*. The *should be eliminated* and *don't know* responses are omitted.

**EXHIBIT A-8
COMPARISON SURVEY RESPONSES
WITHIN YORK COUNTY SCHOOL DIVISION**

PART H: OPERATIONS	ADMINISTRATORS (%)	PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of York County School Division is:			
Highly efficient	27	29	15
Above average in efficiency	60	53	55
Average in efficiency	10	16	22
Less efficient than most other school districts	0	3	2
Don't know	3	0	5
2. The operational efficiency of York County School Division could be improved by:			
Outsourcing some support services	37	34	12
Offering more programs	13	29	23
Offering fewer programs	7	3	6
Increasing the number of administrators	50	32	9
Reducing the number of administrators	0	0	15
Increasing the number of teachers	60	74	74
Reducing the number of teachers	0	0	0
Increasing the number of support staff	60	58	55
Reducing the number of support staff	0	0	1
Increasing the number of facilities	57	42	47
Reducing the number of facilities	0	0	0
Rezoning schools	33	26	19
Other	3	11	10

*Percentages may add up to over 100 percent due to rounding.

**EXHIBIT A-9
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART A OF SURVEY	YORK COUNTY SCHOOL DIVISION ADMINISTRATORS (%)	OTHER SCHOOL DISTRICT ADMINISTRATORS (%)
1. Overall quality of public education in the school district is: Good or Excellent Fair or Poor	93 3	85 14
2. Overall quality of education in the school district is: Improving Staying the Same Getting Worse Don't Know	80 17 0 3	69 20 2 3
3. Grade given to teachers: Above Average (A or B) Below Average (D or F)	90 0	78 1
4. Grade given to school administrators: Above Average (A or B) Below Average (D or F)	96 0	77 3
5. Grade given to school district administrators: Above Average (A or B) Below Average (D or F)	93 3	77 5

**EXHIBIT A-10
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART B	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. The emphasis on learning in this school division has increased in recent years.	87/3	83/6
2. Our schools are safe and secure from crime.	97/0	65/16
3. Our schools effectively handle misbehavior problems.	77/3	54/24
4. Our schools have sufficient space and facilities to support the instructional programs.	23/70	26/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	80/3	63/17
6. Our schools can be described as "good places to learn."	93/3	84/5
7. There is administrative support for controlling student behavior in our schools.	80/7	68/12
8. Most students in our schools are motivated to learn.	93/0	65/12
9. Lessons are organized to meet students' needs.	60/13	56/10
10. The curriculum is broad and challenging for most students.	86/0	70/8
11. There is little a teacher can do to overcome education problems due to a student's home life.	13/77	20/58
12. Teachers in our schools know the material they teach.	84/3	69/6
13. Teachers in our schools care about students' needs.	77/3	80/4
14. Teachers expect students to do their very best.	83/3	74/7
15. The school division provides adequate technology-related staff development.	87/7	n/a
16. Principals and assistant principals in our schools care about students' needs.	80/7	84/4
17. In general, parents take responsibility for their children's behavior in our schools.	76/7	42/34
18. Parents in this school division are satisfied with the education their children are receiving.	90/3	57/16
19. Most parents seem to know what goes on in our schools.	74/3	36/39
20. Parents play an active role in decision-making in our schools.	57/7	35/24
21. This community really cares about its children's education.	97/0	63/15
22. The food services department encourages student participation through customer satisfaction surveys.	23/13	n/a
23. The school division requests input on the long range technology plan.	74/6	n/a
24. Funds are managed wisely to support education in this school division.	96/0	67/18
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	90/3	57/26
26. School-based personnel play an important role in making decisions that affect schools in this school division.	87/3	48/24
27. The school division provides adequate technical support.	53/36	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	6/54	8/56
29. The food services department provides nutritious and appealing meals and snacks.	57/3	62/14

¹ Percent responding Agree or Strongly Agree/Percent responding Disagree or Strongly Disagree. The neutral and don't know responses are omitted.

**EXHIBIT A-11
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART C	(% G+ E) / (% F + P) ¹	
	YORK COUNTY SCHOOL DIVISION ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. Board of Education members' knowledge of the educational needs of students in the school district.	70/16	40/51
2. Board of Education members' knowledge of operations in York County School Division.	70/17	36/58
3. Board of Education members' work at setting or revising policies for the school district.	77/7	44/48
4. The school district Superintendent's work as the educational leader of the school district.	97/0	78/18
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	97/0	77/20
6. Principals' work as the instructional leaders of their schools.	80/20	70/29
7. Principals' work as the managers of the staff and teachers.	90/10	74/25
8. Teachers' work in meeting students' individual learning needs.	67/30	62/32
9. Teachers' work in communicating with parents.	67/26	49/41
10. Teachers' attitudes about their jobs.	70/26	44/47
11. Students' ability to learn.	90/7	74/20
12. The amount of time students spend on task learning in the classroom.	67/20	49/34
13. Parents' efforts in helping their children to do better in school.	60/26	29/56
14. Parents' participation in school activities and organizations.	80/17	27/59
15. How well students' test results are explained to parents.	57/26	36/44
16. The cleanliness and maintenance of facilities in the school district.	76/23	70/30
17. How well relations are maintained with various groups in the community.	93/3	60/35
18. Staff development opportunities provided by the school district for teachers.	83/7	63/32
19. Staff development opportunities provided by the school district for school administrators.	83/13	53/43
20. The school district's job of providing adequate instructional technology.	77/20	54/43
21. The school district's use of technology for administrative purposes.	83/16	53/46

¹ Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

**EXHIBIT A-12
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. I find the school district to be an exciting, challenging place to work.	100/0	81/8
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	97/0	75/7
3. School district officials enforce high work standards.	93/0	73/12
4. Most school district teachers enforce high student learning standards.	80/7	62/8
5. School district teachers and administrators have excellent working relationships.	80/0	54/14
6. Teachers who do not meet expected work standards are disciplined.	30/30	26/33
7. Staff who do not meet expected work standards are disciplined.	40/24	37/34
8. I feel that I have the authority to adequately perform my job responsibilities.	83/10	79/15
9. I have adequate facilities in which to do my work.	87/7	71/21
10. I have adequate equipment and computer support to do my work.	74/20	70/22
11. The workloads are equitably distributed among teachers and among staff members.	33/20	29/28
12. No one knows or cares about the amount or quality of work that I perform.	17/84	16/70
13. Workload is evenly distributed.	33/40	32/46
14. The failure of school district officials to enforce high work standards results in poor quality work.	90/3	78/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	10/53	16/58

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-13
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. I am very satisfied with my job in the school district.	87/6	77/12
2. I plan to continue my career in the school district.	90/3	83/6
3. I am actively looking for a job outside of the school district.	7/80	8/78
4. Salary levels in the school district are competitive (with other school districts).	63/20	45/40
5. I feel that my work is appreciated by my supervisor(s).	73/17	75/13
6. I feel that I am an integral part of the school district.	76/6	74/11
7. I feel that there is no future for me in the school district.	10/64	10/77
8. My salary level is adequate for my level of work and experience.	53/30	42/45

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-14
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. Most administrative practices in the school district are highly effective and efficient.	90/7	54/23
2. Administrative decisions are made promptly and decisively.	70/10	44/33
3. School district administrators are easily accessible and open to input.	90/3	65/18
4. Authority for administrative decisions is delegated to the lowest possible level.	40/37	28/44
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	76/0	52/18
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	26/57	40/37
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	60/13	50/20
8. The school district has too many committees.	13/50	37/32
9. The school district has too many layers of administrators.	0/90	19/64
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	87/0	54/25
11. Central office administrators are responsive to school needs.	90/0	76/8
12. Central office administrators provide quality service to schools.	93/0	77/6

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-15
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE + OUTSTANDING ¹
	YORK COUNTY SCHOOL DIVISION ADMINISTRATORS		OTHER SCHOOL DISTRICTS ADMINISTRATORS
a. Budgeting	10/90		47/45
b. Strategic planning	10/90		44/42
c. Curriculum planning	13/83		30/50
d. Financial management and accounting	7/90		36/53
e. Community relations	0/97		39/53
f. Program evaluation, research, and assessment	30/67		34/50
g. Instructional technology	36/60		48/41
h. Pupil accounting	7/80		25/48
i. Instructional coordination/supervision	17/77		30/50
j. Instructional support	16/80		32/51
k. Federal Programs (e.g., Title I, Special Education) coordination	50/46		24/52
l. Personnel recruitment	27/70		47/42
m. Personnel selection	27/74		46/48
n. Personnel evaluation	33/64		47/49
o. Staff development	13/83		48/49
p. Data processing	30/56		38/45
q. Purchasing	13/77		34/53
r. Plant maintenance	16/80		43/48
s. Facilities planning	13/84		38/48
t. Transportation	13/84		21/65
u. Food service	20/62		18/67
v. Custodial services	40/57		37/54
w. Risk management	7/73		20/54
x. Administrative technology	27/70		42/49
y. Grants administration	13/57		24/49

¹ Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

**EXHIBIT A-16
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS**

PART A OF SURVEY	YORK COUNTY SCHOOL DIVISION (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is: Good or Excellent Fair or Poor	 98 3	 89 11
2. Overall quality of education in the school district is: Improving Staying the Same Getting Worse Don't Know	 86 14 0 0	 78 15 7 1
3. Grade given to teachers: Above Average (A or B) Below Average (D or F)	 95 0	 85 1
4. Grade given to school administrators: Above Average (A or B) Below Average (D or F)	 100 0	 91 1
5. Grade given to school district administrators: Above Average (A or B) Below Average (D or F)	 84 3	 73 7

**EXHIBIT A-17
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS**

PART B	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school division has increased in recent years.	100/0	89/4
2. Our schools are safe and secure from crime.	97/0	81/9
3. Our schools effectively handle misbehavior problems.	92/5	74/14
4. Our schools have sufficient space and facilities to support the instructional programs.	37/45	30/59
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	95/3	75/14
6. Our schools can be described as "good places to learn."	100/0	92/3
7. There is administrative support for controlling student behavior in our schools.	94/3	89/6
8. Most students in our schools are motivated to learn.	93/0	77/12
9. Lessons are organized to meet students' needs.	87/3	86/6
10. The curriculum is broad and challenging for most students.	100/0	86/7
11. There is little a teacher can do to overcome education problems due to a student's home life.	8/73	19/69
12. Teachers in our schools know the material they teach.	100/0	90/4
13. Teachers in our schools care about students' needs.	92/0	92/3
14. Teachers expect students to do their very best.	92/3	89/4
15. The school division provides adequate technology-related staff development.	91/6	n/a
16. Principals and assistant principals in our schools care about students' needs.	100/0	98/1
17. In general, parents take responsibility for their children's behavior in our schools.	72/18	51/31
18. Parents in this school division are satisfied with the education their children are receiving.	95/3	73/9
19. Most parents seem to know what goes on in our schools.	76/14	43/36
20. Parents play an active role in decision-making in our schools.	63/11	60/20
21. This community really cares about its children's education.	89/8	72/14
22. The food services department encourages student participation through customer satisfaction surveys.	11/40	n/a
23. The school division requests input on the long range technology plan.	63/21	n/a
24. Funds are managed wisely to support education in this school division.	89/5	67/19
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	48/37	56/36
26. School-based personnel play an important role in making decisions that affect schools in this school division.	77/16	61/24
27. The school division provides adequate technical support.	60/27	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	29/65	18/68
29. The food services department provides nutritious and appealing meals and snacks.	58/14	58/26

¹ Percent responding Agree or Strongly Agree / Percent responding Disagree or Strongly Disagree. The neutral and don't know responses are omitted.

**EXHIBIT A-18
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS**

PART C	(%G+ E) / (%F + P) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in the school district.	79/21	39/57
2. Board of Education members' knowledge of operations in the school district.	82/16	41/56
3. Board of Education members' work at setting or revising policies for the school district.	85/11	50/47
4. The school district Superintendent's work as the educational leader of the school district.	95/5	81/17
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	94/5	81/17
6. Principals' work as the instructional leaders of their schools.	95/5	89/11
7. Principals' work as the managers of the staff and teachers.	98/3	94/6
8. Teachers' work in meeting students' individual learning needs.	92/8	80/20
9. Teachers' work in communicating with parents.	73/27	68/32
10. Teachers' attitudes about their jobs.	77/24	64/36
11. Students' ability to learn.	100/0	84/16
12. The amount of time students spend on task learning in the classroom.	84/16	72/27
13. Parents' efforts in helping their children to do better in school.	73/26	35/64
14. Parents' participation in school activities and organizations.	90/11	33/66
15. How well students' test results are explained to parents.	70/30	51/47
16. The cleanliness and maintenance of facilities in the school district.	82/18	65/34
17. How well relations are maintained with various groups in the community.	79/18	66/32
18. Staff development opportunities provided by the school district for teachers.	94/5	68/31
19. Staff development opportunities provided by the school district for school administrators.	90/11	63/37
20. The school district's job of providing adequate instructional technology.	83/17	46/52
21. The school district's use of technology for administrative purposes.	87/14	54/45

¹Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

**EXHIBIT A-19
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	98/0	88/5
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	90/3	83/6
3. School district officials enforce high work standards.	92/3	81/9
4. Most school district teachers enforce high student learning standards.	90/0	81/7
5. School district teachers and administrators have excellent working relationships.	93/3	76/7
6. Teachers who do not meet expected work standards are disciplined.	60/21	48/31
7. Staff who do not meet expected work standards are disciplined.	63/11	54/25
8. I feel that I have the authority to adequately perform my job responsibilities.	87/8	80/13
9. I have adequate facilities in which to do my work.	95/5	74/19
10. I have adequate equipment and computer support to do my work.	89/8	65/27
11. The workloads are equitably distributed among teachers and among staff members.	89/5	68/21
12. No one knows or cares about the amount or quality of work that I perform.	8/71	19/68
13. Workload is evenly distributed.	71/16	45/35
14. The failure of school district officials to enforce high work standards results in poor quality work.	98/0	96/2
15. I often observe other teachers and/or staff socializing rather than working while on the job.	8/79	12/77

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-20
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. I am very satisfied with my job in the school district.	92/5	83/8
2. I plan to continue my career in the school district.	92/3	88/4
3. I am actively looking for a job outside of the school district.	8/74	8/78
4. Salary levels in the school district are competitive (with other school districts).	76/21	40/48
5. I feel that my work is appreciated by my supervisor(s).	79/11	74/15
6. I feel that I am an integral part of the school district.	85/8	74/12
7. I feel that there is no future for me in the school district.	3/86	8/81
8. My salary level is adequate for my level of work and experience.	63/29	32/58

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-21
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	87/5	69/18
2. Administrative decisions are made promptly and decisively.	87/8	62/21
3. School district administrators are easily accessible and open to input.	86/8	71/15
4. Authority for administrative decisions is delegated to the lowest possible level.	47/32	36/38
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	95/0	77/12
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	16/71	40/39
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	90/3	60/21
8. The school district has too many committees.	16/63	35/34
9. The school district has too many layers of administrators.	18/68	27/57
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	79/6	57/26
11. Central office administrators are responsive to school needs.	74/16	65/20
12. Central office administrators provide quality service to schools.	73/14	63/18

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-22
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS**

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ¹ + OUTSTANDING	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
a. Budgeting	8/84	49/48
b. Strategic planning	13/84	38/53
c. Curriculum planning	16/84	40/59
d. Financial management and accounting	8/84	35/60
e. Community relations	13/87	37/61
f. Program evaluation, research, and assessment	32/65	32/65
g. Instructional technology	37/63	60/39
h. Pupil accounting	13/79	27/66
i. Instructional coordination/supervision	16/84	40/58
j. Instructional support	23/76	44/55
k. Federal Programs (e.g., Title I, Special Education) coordination	66/34	32/57
l. Personnel recruitment	44/47	47/48
m. Personnel selection	35/64	41/57
n. Personnel evaluation	37/64	40/58
o. Staff development	3/97	43/57
p. Data processing	19/66	39/51
q. Purchasing	8/74	37/58
r. Plant maintenance	26/63	55/43
s. Facilities planning	16/66	51/43
t. Transportation	18/79	43/54
u. Food service	34/58	35/65
v. Custodial services	34/63	47/52
w. Risk management	5/71	23/63
x. Administrative technology	21/79	48/49
y. Grants administration	19/64	34/49

¹ Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*. The *should be eliminated* and *don't know* responses are omitted.

**EXHIBIT A-23
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART A OF SURVEY	YORK COUNTY SCHOOL DIVISION (%)	OTHER SCHOOL DISTRICTS (%)
<p>1. Overall quality of public education in the school district is:</p> <p>Good or Excellent Fair or Poor</p>	<p>96 3</p>	<p>74 25</p>
<p>2. Overall quality of education in the school district is:</p> <p>Improving Staying the Same Getting Worse Don't Know</p>	<p>66 25 4 5</p>	<p>53 27 16 4</p>
<p>3. Grade given to teachers:</p> <p>Above Average (A or B) Below Average (D or F)</p>	<p>94 0</p>	<p>83 1</p>
<p>4. Grade given to school administrators:</p> <p>Above Average (A or B) Below Average (D or F)</p>	<p>81 2</p>	<p>59 11</p>
<p>5. Grade given to school district administrators:</p> <p>Above Average (A or B) Below Average (D or F)</p>	<p>63 7</p>	<p>38 21</p>

**EXHIBIT A-24
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART B	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school division has increased in recent years.	78/6	71/13
2. Our schools are safe and secure from crime.	84/8	53/28
3. Our schools effectively handle misbehavior problems.	66/20	37/48
4. Our schools have sufficient space and facilities to support the instructional programs.	30/55	28/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	70/14	54/31
6. Our schools can be described as "good places to learn."	93/1	74/11
7. There is administrative support for controlling student behavior in our schools.	76/15	55/29
8. Most students in our schools are motivated to learn.	78/10	55/29
9. Lessons are organized to meet students' needs.	90/3	79/9
10. The curriculum is broad and challenging for most students.	83/7	77/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	22/57	35/46
12. Teachers in our schools know the material they teach.	93/1	88/4
13. Teachers in our schools care about students' needs.	94/1	91/3
14. Teachers expect students to do their very best.	92/1	88/4
15. The school division provides adequate technology-related staff development.	78/12	n/a
16. Principals and assistant principals in our schools care about students' needs.	92/4	83/7
17. In general, parents take responsibility for their children's behavior in our schools.	44/33	27/53
18. Parents in this school division are satisfied with the education their children are receiving.	81/2	53/14
19. Most parents seem to know what goes on in our schools.	63/15	29/50
20. Parents play an active role in decision-making in our schools.	57/14	36/38
21. This community really cares about its children's education.	79/5	49/27
22. The food services department encourages student participation through customer satisfaction surveys.	16/21	n/a
23. The school division requests input on the long range technology plan.	35/25	n/a
24. Funds are managed wisely to support education in this school division.	51/16	28/46
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	59/22	53/34
26. School-based personnel play an important role in making decisions that affect schools in this school division.	42/26	35/33
27. The school division provides adequate technical support.	52/34	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	21/58	17/60
29. The food services department provides nutritious and appealing meals and snacks.	45/26	43/34

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-25
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART C	(%G+ E) / (%F + P) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in the school district.	47/26	24/64
2. Board of Education members' knowledge of operations in the school district.	54/19	29/55
3. Board of Education members' work at setting or revising policies for the school district.	53/19	27/58
4. The school district Superintendent's work as the educational leader of the school district.	82/12	49/40
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	82/11	50/38
6. Principals' work as the instructional leaders of their schools.	82/16	63/36
7. Principals' work as the managers of the staff and teachers.	81/17	67/32
8. Teachers' work in meeting students' individual learning needs.	90/8	79/20
9. Teachers' work in communicating with parents.	90/8	75/24
10. Teachers' attitudes about their jobs.	70/28	50/49
11. Students' ability to learn.	84/14	64/35
12. The amount of time students spend on task learning in the classroom.	81/16	60/37
13. Parents' efforts in helping their children to do better in school.	53/43	21/76
14. Parents' participation in school activities and organizations.	64/34	23/75
15. How well students' test results are explained to parents.	60/29	38/52
16. The cleanliness and maintenance of facilities in the school district.	68/30	52/47
17. How well relations are maintained with various groups in the community.	61/19	43/44
18. Staff development opportunities provided by the school district for teachers.	67/31	61/38
19. Staff development opportunities provided by the school district for school administrators.	33/8	32/22
20. The school district's job of providing adequate instructional technology.	66/32	47/51
21. The school district's use of technology for administrative purposes.	58/19	45/31

¹Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

**EXHIBIT A-26
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	85/3	69/12
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	87/2	63/14
3. School district officials enforce high work standards.	92/3	63/15
4. Most school district teachers enforce high student learning standards.	93/1	78/8
5. School district teachers and administrators have excellent working relationships.	69/10	45/26
6. Teachers who do not meet expected work standards are disciplined.	27/20	25/39
7. Staff who do not meet expected work standards are disciplined.	25/19	23/36
8. I feel that I have the authority to adequately perform my job responsibilities.	84/8	81/12
9. I have adequate facilities in which to do my work.	75/18	69/23
10. I have adequate equipment and computer support to do my work.	62/26	54/36
11. The workloads are equitably distributed among teachers and among staff members.	48/33	40/43
12. No one knows or cares about the amount or quality of work that I perform.	17/63	24/58
13. Workload is evenly distributed.	39/35	36/43
14. The failure of school district officials to enforce high work standards results in poor quality work.	89/3	87/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	9/69	18/66

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-27
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION TEACHERS
AND TEACHERS IN OTHER SCHOOL DISTRICTS**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. I am very satisfied with my job in the school district.	82/8	70/15
2. I plan to continue my career in the school district.	84/3	76/8
3. I am actively looking for a job outside of the school district.	5/81	11/74
4. Salary levels in the school district are competitive (with other school districts).	49/35	33/53
5. I feel that my work is appreciated by my supervisor(s).	73/13	65/21
6. I feel that I am an integral part of the school district.	71/13	59/20
7. I feel that there is no future for me in the school district.	6/79	12/73
8. My salary level is adequate for my level of work and experience.	27/59	20/69

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-28
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	59/16	34/36
2. Administrative decisions are made promptly and decisively.	58/15	36/36
3. School district administrators are easily accessible and open to input.	67/16	39/35
4. Authority for administrative decisions is delegated to the lowest possible level.	25/23	15/29
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	68/17	55/27
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	21/37	45/19
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	36/23	29/39
8. The school district has too many committees.	25/22	43/13
9. The school district has too many layers of administrators.	28/23	53/15
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	47/14	35/28
11. Central office administrators are responsive to school needs.	42/19	27/34
12. Central office administrators provide quality service to schools.	46/16	27/31

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-29
COMPARISON SURVEY RESPONSES
YORK COUNTY SCHOOL DIVISION TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ¹ + OUTSTANDING	
	YORK COUNTY SCHOOL DIVISION	OTHER SCHOOL DISTRICTS
a. Budgeting	29/40	65/16
b. Strategic planning	21/43	47/24
c. Curriculum planning	29/59	52/41
d. Financial management and accounting	16/44	49/23
e. Community relations	16/64	53/38
f. Program evaluation, research, and assessment	17/55	42/38
g. Instructional technology	35/56	53/40
h. Pupil accounting	15/47	29/39
i. Instructional coordination/supervision	19/62	38/48
j. Instructional support	30/58	48/45
k. Federal Programs (e.g., Title I, Special Education) coordination	44/42	36/40
l. Personnel recruitment	19/45	40/35
m. Personnel selection	18/55	42/37
n. Personnel evaluation	19/66	41/48
o. Staff development	30/61	42/52
p. Data processing	12/39	21/34
q. Purchasing	11/38	33/30
r. Plant maintenance	18/43	41/37
s. Facilities planning	17/35	41/28
t. Transportation	25/51	32/46
u. Food service	33/49	41/47
v. Custodial services	26/61	44/49
w. Risk management	9/40	22/32
x. Administrative technology	11/41	24/34
y. Grants administration	9/41	21/32

¹ Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*. The *neutral* and *don't know* responses are omitted.