

SCHOOL EFFICIENCY REVIEW OF CHARLOTTEVILLE CITY SCHOOLS FINAL REPORT



CHARLOTTEVILLE CITY SCHOOLS



Submitted by:

MGT 
OF AMERICA, INC.

January 8, 2009

School Efficiency Review of Charlottesville City Schools

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2123 Centre Pointe Boulevard
Tallahassee, Florida 32308-4930

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**MGT'S FINAL REPORT REVIEW
FOR CHARLOTTESVILLE CITY PUBLIC SCHOOLS**

This document serves to verify that Charlottesville City Public Schools staff and Superintendent Atkins have read the final report submitted by MGT of America, Inc. titled *Charlottesville City Public Schools Efficiency Review*, that all factual errors have been corrected, and that to our knowledge, the report contains no factual errors.

Boyd S. Atkins

 Signed

Superintendent

Title

December 18, 2008

Date

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The Commonwealth of Virginia inaugurated the school efficiency review program in the 2004-05 school year as the governor's *Education for a Lifetime* initiative. The program involves contracting with outside educational experts to perform efficiency reviews for school divisions within the Commonwealth; school divisions volunteer to participate. The goals of the reviews are to ensure that non-instructional functions are running efficiently so that as much of school division funding as possible goes directly into the classroom and to identify savings that can be gained in the school division through best practices. School divisions participating in this program are required to pay 25 percent of the cost of the study, 25 percent of internal direct costs to be reimbursed, plus an additional 25 percent if certain implementation targets are not met. The efficiency review results provide guidance to school divisions in determining whether educational dollars are being utilized to the fullest extent possible.

In July 2008, MGT of America, Inc. (MGT), was awarded a contract to conduct an efficiency review of Charlottesville City Schools (CCS). As stated in the Request for Proposal (RFP), the purpose of the study is to conduct an external review of the efficiency of various offices and operations within CCS and to present a final report of the findings, commendations, recommendations, and projected costs and/or cost savings associated with the recommendations.

Overview of Charlottesville City Schools

To successfully conduct this efficiency review of CCS, it was important for MGT to understand the environment and the community in which the division operates. The sources used to learn about the division other than our onsite work included the Charlottesville City Web site, the Charlottesville Chamber of Commerce Web site, the Charlottesville City Schools Web site, and the Virginia Department of Education (VDOE) Web site.

The City of Charlottesville was founded in 1762 by an Act of the Assembly as the county seat of Albemarle County. It was named after Princess Sophia Charlotte of Mecklenburg-Strelitz, the wife of King George III. Charlottesville was planned as a gridded town, and its development was influenced by the local terrain, including ridge lines, ravines, small hills, and separation from a navigable river. Development was further affected by the founding of the University of Virginia in 1819 by Thomas Jefferson, and by the introduction of rail travel in 1850. The University of Virginia shifted urban development westward, and two crossing rail lines divided the town into separate and distinct quadrants. Charlottesville was relatively unaffected by the Civil War and continued to grow, incorporating in 1888. Expansion continued after World War II, and Charlottesville saw growth in business, finance, transportation, education, and tourism.

Today, Charlottesville remains a small but growing community with a distinct historical setting. According to the 2005 census update, the city had a population of 40,437. The area is home to a large variety of firms providing jobs to a well-educated workforce, of which over half have a college or advanced degree. Between 2003 and 2006, private enterprise employment grew 9.5 percent, and government employment grew 7.2 percent. Nearly every area other than manufacturing saw substantial growth between

1995 and 2006. Charlottesville features numerous tourist and recreational activities, including golf, skiing, and historical attractions such as Monticello and the University of Virginia.

CCS serves approximately 3,900 students in six elementary schools (preK-4), an upper elementary school (5-6), a middle school (7-8) and a high school (9-12). The division's learning centers include the Adult Education, Alternative Education, and the Charlottesville-Albemarle Technical Education Center (CATEC). The division employs over 800 instructional, administrative, and support staff for the 2008-09 school year. According to the VDOE Web site, student enrollment has been declining since at least the 2005-06 school year, when CCS had over 4,300 students.

The school division's mission statement is "Personal and Academic Success for All". According to the CCS Web site, the division's many accomplishments include, but are not limited to:

- All CCS schools are fully accredited.
- In 2008, seven of the division's nine schools made AYP.
- Charlottesville High School (CHS) is ranked among Newsweek's best high schools in America.
- SAT combined mean scores in Verbal, Math, and Writing — respectively 536, 516, 531 this year — are 61 points above the State scores and 74 points above National scores.
- Eighty-five percent of the AP exams taken by CHS students earned scores of three or higher and 65 percent of the AP exams taken by CHS students earned scores of four or five.
- Seven Charlottesville City schools have earned the Governor's Award for Nutrition and Physical Activity — A Healthy Virginians Initiative, including a gold medal for Walker Upper Elementary School.
- Over 800 students at CHS participate in one or more fine or performing arts classes. Nearly 100 percent of the students at Walker Upper Elementary and Buford Middle School participate. All elementary students take art and music classes.

MGT highlights additional best practices and notable accomplishments in the full report.

The CCS student population includes:

- Fifty percent male, fifty percent female
- Forty-one percent White, forty-five percent Black, five percent Hispanic, four percent Asian/Pacific Islander/Hawaii, five percent other

- Gifted education students: 23.5 percent
- Special education students: 14.2 percent
- ESL students: 10.5 percent
- Languages spoken: 51

CCS is governed by a seven-member school board, with day-to-day administration charged to the superintendent. School board members are residents of Charlottesville and are elected to four-year terms.

Five Central Goals of the CCS Strategic Plan include:

Goal 1 Increase academic achievement for all students and close achievement gaps.

Goal 2 Support the whole child (physical, social, emotional needs).

Goal 3 Increase family, school, and community involvement and collaboration.

Goal 4 Recruit, retain, and support diverse and effective leadership, teachers, and staff.

Goal 5 Provide all students and staff with an environment conducive to learning.

Note to the Reader:

It is important to note that MGT has a history of working with CCS. MGT was hired in July 2005 to assist CCS with the development of the division's five-year strategic plan. Representatives from MGT held numerous focus groups throughout the community and the school division to glean feedback from various stakeholders. In addition, MGT led the groups through an environmental scanning exercise. In this exercise, participants provided feedback on what they perceived as some of the critical factors facing the division in the next five to 10 years. Numerous focus groups were held with parents, community members, clergy, division staff (both school and central office level), school board members, and students. Additionally, MGT conducted an electronic survey of division staff to ensure that their input into the planning process was given due consideration. All central office staff, principals, assistant principals, teachers, and paraprofessionals had the opportunity to take the survey. During our in-depth work with CCS assisting with the development of the strategic plan, we were able to learn a great deal about the Charlottesville stakeholders' values and culture and hold those values in high esteem. We recognize the division has made choices to support low student-teacher ratios, to build a world-class fine and performing arts program, and meet as many individual student needs as possible.

MGT was hired by the Virginia Department of Planning and Budget (DPB) to once again work in Charlottesville, for an entirely different purpose. As directed by the DPB RFP requirements for this project, our charge was to "provide an objective review of the efficiency of non-instructional services. The overall goals of this endeavor are 1) to identify opportunities to reduce costs in non-instructional areas to allow the division to channel any such savings into instruction, and 2) to identify best practices followed by

the division that may be shared with other divisions statewide.” MGT has identified such opportunities for cost savings based on our nationally recognized experience, best practices, peer division data, and industry standards. While we believe we have a strong understanding of the culture and values held by staff and stakeholders in Charlottesville, we must fulfill the RFP requirements—seeking ways the division might choose to channel savings into instruction. With ever-fluctuating federal, state, and local revenue streams, CCS (along with divisions throughout the Commonwealth) will be faced with difficult budget decisions. As resources may diminish, it is critical that MGT fulfill its role in presenting to CCS our expert analyses on opportunities to redirect costs. It is the division’s leadership who must ultimately make those tough decisions. It is MGT’s goal to provide the division’s leadership with an independent assessment of the division’s processes against a set of proven criteria and experience in education.

Review Methodology

The methodology MGT used to prepare for and conduct the CCS efficiency review is described in this section. Throughout our practice, we have discovered that a successful efficiency review of a school division must:

- Be based upon a very detailed work plan and time schedule.
- Take into account the unique environment within which the school division operates and the specific student body involved.
- Obtain input from board members, administrators, staff, and the community.
- Identify the existence, appropriateness, and use of specific educational objectives.
- Contain comparisons to other similar school divisions to provide a 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 exemplary programs and practices as well as needed improvements.
- Document all findings.
- Present straightforward and practical recommendations for improvements.

With this in mind, our methodology primarily involved a focused use of Virginia’s review guidelines and MGT’s guidelines to analyze both existing data and new information obtained through CCS employee input. Each of the strategies used is described in this executive summary.

Review of Existing Records and Data Sources

During the period between project initiation and the onsite review, we simultaneously conducted many activities. Among these activities were identifying and collecting existing reports and data containing recent information related to the various administrative functions and operations we would review in CCS.

MGT requested more than 100 documents from CCS, including, but not limited to the following:

- School board policies and administrative procedures.
- Organizational charts.
- Job descriptions.
- Salary schedules.
- Personnel handbooks
- Program and compliance reports.
- Technology plan.
- Annual performance reports.
- Independent financial audits.
- Plans for curriculum and instruction.
- Annual budget and expenditure reports.

Data from each of these sources were analyzed, and the information was used as a starting point for collecting additional data during our onsite visit.

From September 3-4, 2008, the MGT project director conducted a diagnostic visit at CCS. The two-day visit included over 18 interviews (the superintendent, central office administrators, principals, and members of the school board).

A written summary of this visit containing the comments and observations from interviews was provided to each member of the review team in preparation for the onsite review.

Onsite Review

MGT conducted the onsite review of CCS from October 6-10, 2008. The visit included interviews with numerous administrators at the schools and central office; interview/focus groups with many classifications of employees including food service, transportation, custodial, and instructional assistants. The central office staff had compiled all available documentation in response to MGT's data request list, and our team collected information on policies, procedures, and system practices in all operational areas.

The MGT team visited all nine of the division schools and three learning centers, and each school was visited by more than one consultant.

On October 8, 2008, MGT held a community open house for two and a half hours at Walker Upper Elementary. Approximately 30 people attended the event. MGT also received numerous anonymous comments via the online forum.

Overall, the two site visits ran smoothly and Superintendent Atkins and staff ensured that the MGT team members received data and scheduled interviews necessary to conduct the field work. Dr. James Brown and Dr. JoAnn Cox conducted a fieldwork debriefing with Superintendent Atkins on Friday, October 10, 2008. The debriefing covered activities for the week and an overview of commendations and potential areas for recommendations.

Online Survey

MGT administered an online survey to all CCS central office administrators, principals, assistant principals, and classroom teachers. The surveys were available from September 9 through October 3, 2008. When the survey period closed, 87.5 percent of the central office administrators, 81.0 percent of the principals and assistant principals, and 47.8 percent of the teachers had completed the survey. MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of CCS, the response rate for the teacher group was above this standard; however, the central office administrator group response rate was 6.3 percentage points below, and the principal/assistant principal group response rate was 14.2 percentage points below the statistically valid return rate. The survey results are located in **Appendix A** of the report.

The survey results, while not statistically valid for all responding groups, do provide information that should be viewed with a critical eye for potential issues. Thus, MGT continues to use the survey results as data to support some of our findings.

Peer Divisions

In selecting the peer divisions, DPB used the following data elements:

- Population density and average daily membership were used to determine agency size
- Composite index (weighted x 2) and free/reduced lunch were used to determine agency wealth

Based on the characteristics of CCS, the following three peer divisions were selected and agreed upon: Winchester, Williamsburg-James City, and Fredericksburg. MGT is required by the RFP to use the Virginia Department of Education and other peer data from these three divisions to make comparisons throughout the chapters of this report. A complete peer comparison chapter is located in **Appendix B** of the report.

Overview of Final Report

MGT’s final report is organized into 11 chapters. **Chapters 1.0** through **10.0** present the results of the school division efficiency review of CCS. Findings, commendations, and recommendations are presented for each operational area reviewed. Each chapter analyzes a specific function within the school division based on the current organizational structure. The following data on each function are included:

- A description of the current situation in CCS.

- A summary of the study’s findings.
- MGT’s commendations and recommendations for each finding.
- A five-year fiscal impact statement detailing recommendation costs or cost savings, which are stated in 2008-09 dollars.

The report concludes with a summary of the fiscal impact of the review recommendations in **Chapter 11.0. Appendix A** presents the results of the MGT-administered surveys of central office administrators, principals/assistant principals, and teachers. **Appendix B** presents a comparison of CCS with selected peer divisions. Please note that as required by the RFP, MGT used The Department of Planning and Budget’s operation manual/style guide in the preparation of this final report.

Key Commendations

Overall, MGT identified 54 commendations for exemplary practices by the division. The detailed findings for each commendation appear in the full report in **Chapters 1.0** through **10.0**. The following are the major commendations for which CCS is recognized.

CHAPTER	COMMENDATIONS
1	<p>The school board is commended for exemplifying a commitment to professionalism and continued professional growth and development of its members through board member participation in seminars and conferences (Commendation 1-B).</p> <p>CCS is commended for developing, adopting, and implementing a comprehensive strategic plan that is monitored, evaluated, and modified at frequent intervals (Commendation 1-F).</p> <p>CCS is commended for creating an array of communications mechanisms to provide information to the public and administrative and instructional personnel regarding the affairs of the division (Commendation 1-H).</p>
2	<p>CCS’s finance department staff are cross-trained on the primary functions of the department (Commendation 2-A).</p> <p>CCS produces well-documented and useful budget information to help both internal and external users (Commendation 2-B).</p> <p>CCS has successfully outsourced a portion of its employee benefits administration, allowing finance department staff to focus on core finance-related functions (Commendation 2-E).</p>
3	<p>The division’s finance department maintains a well run formal bidding process, with documentation that is well organized (Commendation 3-A).</p> <p>The division’s finance department implemented an automated receiving system to improve internal controls as well as to increase efficiency</p>

CHAPTER	COMMENDATIONS
	<p>(Commendation 3-B).</p> <p>CCS’s food service department uses cooperative and joint procurement mechanisms to help it to run an efficient and effective operation. (Commendation 3-C).</p>
4	<p>CCS demonstrates an array of exemplary practices for the management of curriculum and instruction (Commendation 4-A).</p> <p>CCS offers a challenging, rigorous course of study for high achieving students through advanced placement courses and as measured by advanced placement exams and the Scholastic Assessment Test (Commendation 4-B).</p> <p>The Scholars Program provides opportunity to students who face obstacles to achievement through a continuum of support and ancillary services in fifth through twelfth grade (Commendation 4-C).</p> <p>The CCS school board, administration, and the community embrace a nationally recognized visual and performing arts program throughout the division (Commendation 4-D).</p>
5	<p>CCS is commended for maximizing Medicaid reimbursements to offset the costs of special education and related services for students with disabilities (Commendation 5-A).</p> <p>CCS is commended for the effective and timely implementation of the special education processes for referral, assessment, identification, and placement of students with disabilities (Commendation 5-C).</p> <p>CCS is commended for its active and effective Special Education Advisory Committee (Commendation 5-E).</p>
6	<p>The CCS HR department is commended for identifying technological solutions to increase operational efficiency and effectiveness (Commendation 6-A).</p> <p>The CCS HR department Web site provides comprehensive personnel information in a user-friendly format and represents best practice in design and utility (Commendation 6-B).</p> <p>The CCS HR department personnel policies are well-written, up-to-date and representative of best practices (Commendation 6-C).</p> <p>The CCS HR department has developed a detailed analysis process for determining the viability of recruitment venues, and modifies the recruitment calendar based on those results (Commendation 6-E).</p>
7	<p>The “Facility Condition Assessment” utilizing an external source to provide an encompassing assessment of the physical condition of building needs</p>

CHAPTER	COMMENDATIONS
	<p>has been completed (Commendation 7-B).</p> <p>CCS has successfully used the services of the city’s department of public works for electronic storage of blueprints, construction management, and controlling change order costs (Commendation 7-C).</p> <p>CCS and the city have entered into a joint agreement for the purpose of achieving “cost savings and eliminating duplicative efforts” by combining the CCS and city maintenance staffs in order for the city to provide buildings and grounds services to the division (Commendation 7-D).</p> <p>CCS’s annual rate of completion for maintenance work orders is high (Commendation 7-F).</p> <p>The division is staffing housekeeping services at or near a best practice level (Commendation 7-H).</p> <p>Working with the city’s facilities maintenance division, CCS has initiated an energy management program and has made energy management a high priority (Commendation 7-I).</p>
8	<p>The mechanics of the fleet maintenance division are commended for the outstanding service they provide in maintaining the school bus fleet (Commendation 8-C).</p> <p>The transit division and fleet maintenance division of the City of Charlottesville are commended for reducing the diesel exhaust emissions through the city and by reducing the potential of harmful exhaust emissions in the vicinity of school bus routes (Commendation 8-D).</p>
9	<p>CCS has subscribed to an online reporting system that enables immediate feedback on student progression for more effective and efficient teacher analyses of course learning (Commendation 9-A).</p> <p>The division has created and incorporated an innovative robotics program to enhance math and science curriculum for the upper elementary grades (Commendation 9-C).</p>
10	<p>The division is to be commended for applying for and implementing the USDA Fresh Fruit and Vegetable Program for 2008-09 at Greenbrier Elementary School (Commendation 10-A).</p> <p>The division’s approach to proper nutrition in meal selection has resulted in nine schools receiving the Governor’s Scorecard in 2007-08 (Commendation 10-B).</p> <p>Walker Upper Elementary has implemented the CHOICE Program, which serves as a model for educating students about making healthy food choices (Commendation 10-C).</p>

Key Recommendations

This executive summary briefly highlights key efficiency issues in CCS. Overall, MGT identified 62 recommendations for improving division operations. The detailed findings for each recommendation appear in the full report in **Chapters 1.0** through **10.0**. Key recommendations for improvement include the following.

CHAPTER	RECOMMENDATIONS
1	<p>Convert school board meeting documentation (support materials and minutes) to a paperless system (Recommendation 1-1).</p> <p>Restructure the central office staff of the CCS. (Recommendation 1-3).</p> <p>Research and implement strategies that are proven to be highly effective in ensuring stakeholder input is heard and considered when making decisions that directly affect them (Recommendation 1-4).</p> <p>Continue efforts to establish effective communication and dialog with staff by requesting frequent anonymous evaluations and feedback from the committee members and other stakeholders, as may be necessary (Recommendation 1-5).</p> <p>Reduce the number of assistant principals by a total of six FTEs divisionwide (Recommendation 1-6).</p>
2	<p>Implement system controls that prevent departments and schools from over-expending budget line items (Recommendation 2-1).</p> <p>Develop a plan to ensure protection of CCS's finance-related documents (Recommendation 2-2).</p> <p>Develop formal policies and procedures for the division's risk management activities (Recommendation 2-3).</p> <p>Obtain bar code scanners and implement procedures that require annual inventory counts (Recommendation 2-5).</p>
3	<p>Place more items out for bid to achieve better prices (Recommendation 3-1).</p> <p>Participate in purchasing cooperatives to reduce the administrative burden of the bidding process and to achieve cost savings for the division (Recommendation 3-2).</p>

CHAPTER	RECOMMENDATIONS
4	<p>Eliminate the vacant professional development facilitator position (Recommendation 4-1).</p> <p>Decrease the number of instructional assistants (Recommendation 4-2).</p> <p>Increase class size (Recommendation 4-3).</p> <p>Restructure class offerings at Charlottesville High School to decrease multiple levels of study of English, mathematics, science, and social studies, and increase collaborative classes for students with disabilities (Recommendation 4-4).</p> <p>Develop a consistent format and a divisionwide review process for school improvement plans that align professional development strategies to marshal fiscal and human resources for achieving school and division goals (Recommendation 4-6).</p>
5	<p>Transfer the department of special education to the department of curriculum and instruction (Recommendation 5-1).</p> <p>Continue to develop and implement a Systems of Care approach in conjunction with other community service providers to offer multi-agency interventions for children and youth, reduce residential placements, and decrease costs to the division (Recommendation 5-2).</p> <p>Continue to integrate disability-related learning strategies and differentiated instruction into the general education curriculum and to provide ongoing professional development to teachers and staff based on identified needs. (Recommendation 5-4).</p> <p>Develop, provide staff development, and implement a Response to Intervention approach to research-based intervention strategies that have proven successful for all students, particularly with student subgroup cohorts who are over-represented and receiving special education services (Recommendation 5-5).</p>
6	<p>Conduct a facilities suitability assessment to determine the most cost-efficient solution to the current human resources facilities overcrowding (Recommendation 6-1).</p> <p>Provide more measurable specificity in the <i>strategies</i> and <i>resources</i> needed portions of the human resources strategic plan for CCS (Recommendation 6-2).</p> <p>Develop a process to gather more accurate information on the causes of employee attrition, and use the results of the process to formulate an effective teacher retention plan (Recommendation 6-3).</p>

CHAPTER	RECOMMENDATIONS
7	<p>Develop a 10-year comprehensive long-range facility master plan with public participation which incorporates the future plans for education programs, future demographics, and educational suitability with the “Facility Condition Assessment” and the Capital Improvement Plan (CIP) (Recommendation 7-1).</p> <p>Close one elementary school (Recommendation 7-3).</p> <p>Increase the scope of any future cost/benefit analysis of converting, renovating, or constructing a building for a combined central office to also include a cost/benefit analysis and feasibility study of converting an elementary school to a combined central office facility (Recommendation 7-4).</p> <p>Assess the need and install additional school security monitoring to prevent loss due to theft and vandalism. (Recommendation 7-5).</p> <p>Establish cleaning supply allocations for all schools (Recommendation 7-8).</p>
8	<p>Develop a formal written agreement or contract between CCS and the City of Charlottesville for providing all student transportation services (Recommendation 8-2).</p> <p>Implement an annual report for the CCS student transportation function provided by the transit division (Recommendation 8-4).</p>
9	<p>Hold regularly scheduled and structured meetings involving all staff in the technology support units within the division (Recommendation 9-1).</p> <p>Develop a disaster recovery plan for CCS (Recommendation 9-3).</p> <p>Ensure the completeness of any technology-related project plan and include training, complete with detailed training manuals, of any staff expected to use the application (Recommendation 9-4).</p> <p>Incorporate a technology management review of any and all technology-related strategies for each school improvement plan within the division (Recommendation 9-5).</p> <p>Provide basic software training for users and develop an accountability process like that of the STaR Chart to ensure teachers are receiving training and providing technology integration in each school and classroom (Recommendation 9-8).</p> <p>Continue to pursue voice-over IP service in order to have phones in every classroom throughout the division (Recommendation 9-9).</p>

CHAPTER	RECOMMENDATIONS
10	<p>Eliminate the two part-time positions currently vacant and increase hours of full-time positions to reduce labor costs to best practice levels (Recommendation 10-1).</p> <p>Formalize an annual plan to gather and analyze peer school division meal prices and bring CCS prices into alignment with the peer average (Recommendation 10-3).</p> <p>Design a customer satisfaction survey to obtain feedback in order to determine program needs to build meal participation (Recommendation 10-5).</p>

Fiscal Impact

Based on the analyses of data obtained from interviews with CCS personnel, parents, and the community at large; CCS surveys; state and school division documents; and first-hand observations during the review, MGT developed 62 recommendations, 21 of which have fiscal implications.

As shown in **Exhibit 1**, full implementation of the recommendations in this report would generate gross savings of \$17,389,905 over a five-year period. Gross costs for the same period would equal \$358,250, with a total one-time cost of \$149,117 for a net savings of **\$16,882,538**. It is important to note that many of the recommendations MGT made without specifying a fiscal impact are expected to result in a net cost savings to CCS, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2008-09 dollars and do not reflect increases due to salary or inflation adjustments.

**EXHIBIT 1
SUMMARY OF ANNUAL SAVINGS (COSTS)**

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS
	2009-10	2010-11	2011-12	2012-13	2013-14	
TOTAL SAVINGS	\$3,462,141	\$3,481,941	\$3,481,941	\$3,481,941	\$3,481,941	\$17,389,905
TOTAL (COSTS)	(\$147,250)	(\$52,750)	(\$52,750)	(\$52,750)	(\$52,750)	(\$358,250)
TOTAL NET SAVINGS (COSTS)	\$3,314,891	\$3,429,191	\$3,429,191	\$3,429,191	\$3,429,191	\$17,031,655
ONE-TIME SAVINGS (COSTS)						(\$149,117)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$16,882,538

1.0 DIVISION ADMINISTRATION

1.0 DIVISION ADMINISTRATION

This chapter presents findings, commendations, and recommendations relating to the overall organization of Charlottesville City Schools (CCS). The major sections of the chapter are as follows:

- 1.1 Governance Structure, Policies, and Procedures
- 1.2 Legal Services Management
- 1.3 Organizational Structure, Chain of Command, and Spans of Control
- 1.4 Strategic Planning Process
- 1.5 Decision-Making Authority and Responsibility
- 1.6 Communication Hierarchy
- 1.7 Administrative Cost Ratio and Trends

CHAPTER SUMMARY

The CCS governing structure, staff management, and strategic planning process essentially undergird the provision of educational services for its clientele, the students. The board and the superintendent function as an administrative team providing the leadership to meet the needs of students. Through its strategic plan and other processes, the board sets goals, objectives, and time lines for the achievement of those goals. It also provides the resources needed to support the goals and objectives of the strategic plan.

The superintendent manages the day-to-day operations of the division and makes recommendations to the school board regarding staffing levels and the resources needed to meet the goals, objectives, and other directives of the board.

Notable commendations for the division are:

- The school board is commended for exemplifying a commitment to professionalism and continued professional growth and development of its members through board member participation in seminars and conferences (**Commendation 1-B**).
- CCS is commended for developing, adopting, and implementing a comprehensive strategic plan that is monitored, evaluated, and modified at frequent intervals (**Commendation 1-F**).
- CCS is commended for creating an array of communications mechanisms to provide information to the public and administrative and instructional personnel regarding the affairs of the division (**Commendation 1-H**).

Key recommendations that should assist the superintendent and school board as they continue to provide more effective and efficient service delivery systems for the division include:

- Convert school board meeting documentation (support materials and minutes) to a paperless system (**Recommendation 1-1**).
- Restructure the central office staff of the CCS (**Recommendation 1-3**).

- Research and implement strategies that are proven to be highly effective in ensuring stakeholder input is heard and considered when making decisions that directly affect them (**Recommendation 1-4**).
- Continue efforts to establish effective communication and dialog with staff by requesting frequent anonymous evaluations and feedback from the committee members and other stakeholders, as may be necessary (**Recommendation 1-5**).
- Reduce the number of assistant principals by a total of six FTEs divisionwide (**Recommendation 1-6**).

1.1 Governance Structure, Policies, and Procedures

CCS is the result of the Commonwealth of Virginia constitutional provision authorizing the establishment of city and county school divisions. The seven-member school board recently completed its transition from an appointed board to an elected board where members are elected divisionwide for staggered four-year terms. In addition, the city moved the election of school board members from the month of May to November with terms expiring on December 31st of the applicable year.

Exhibit 1-1 provides an overview of the CCS board, complete with each member's name, position, term, and occupation.

**EXHIBIT 1-1
CHARLOTTESVILLE CITY SCHOOL BOARD
OCTOBER 2008**

NAME	POSITION	TERM	OCCUPATION
Colette Blount	Member	01-01-08 to 12-31-11	Teacher
Llezelle Dugger	Member	01-01-08 to 12-31-11	Attorney
Alvin Edwards	Member	01-01-08 to 12-31-11	Minister
Kathleen Galvin	Member	01-01-08 to 12-31-11	Architect
Ned Michie	Chairman	07-01-06 to 12-31-09	Attorney
Leah Puryear	Member	07-01-06 to 12-31-09	Upward Bound Director
Juandiego Wade	Vice-Chairman	07-01-06 to 12-31-09	Transportation Planner

Source: Charlottesville City Schools' office of the superintendent and school board clerk, October 2008.

The school board has two regularly scheduled meetings during each month: a work session and a business session. The work session is held two weeks prior to the action session which is held on the third Thursday of each month, with the work session being held on the first Thursday in each month. The meetings are held at Charlottesville High School, which has ample space to accommodate the public. Regular meetings, dates, and times are posted on the CCS Web site and advertised, as required by law. All regularly scheduled meetings are open to the public, as required by the Virginia Freedom of Information Act, and are held at 6:00 p.m., unless otherwise noted. The public is welcome to attend all regularly scheduled meetings and anyone wishing to address the board is provided an opportunity during the *Comments from Members of the Community* portion of the agenda.

In addition to regular meetings, the school board holds executive sessions for purposes including, but not limited to:

- Attorney-client privilege as may be related to litigation.
- Discussion of individual personnel matters.
- Student disciplinary hearings.

FINDING

The school board meeting agenda is comprehensive and provides for public, staff, and member input. All members of the board, the superintendent, and staff, with approval of the superintendent, are allowed to place items on the agenda. The superintendent meets with the board chairman to review the agenda in advance of each meeting. The board meeting packet, which contains the agenda and support materials, is hand-delivered to each board member via courier on the Friday immediately preceding the board meeting.

The school board uses three different formats for its meeting agendas: *Work Session*, *Business/Work Session*, and *Business Session*. They are organized as follows:

School Board Work Session

- Call of Meeting to Order
- Pledge of Allegiance to the Flag
- Roll Call of Board Members
- Approval of Proposed Agenda
- Comments from Members of the Community
- Information Items
- Board Member Comments
- Adjournment

School Board Business/Work Session

Business Session (For Time Sensitive Items Only)

- Call of Meeting to Order
- Pledge of Allegiance to the Flag
- Roll Call of Board Members
- Action Items
- Adjournment

Work Session

- Call of Meeting to Order
- Pledge of Allegiance to the Flag
- Roll Call of Board Members
- Approval of Proposed Agenda
- Comments from Members of the Community
- Information Items
- Board Member Comments
- Adjournment

School Board Business Session

- Call of Meeting to Order
- Pledge of Allegiance to the Flag
- Roll Call of Board Members
- Approval of Proposed Agenda
- Consent Agenda Items
- Minutes of Last Meeting
- Personnel Recommendations
- Student and Staff Recognitions
- Educational Highlights
- Comments from Members of the Community
- Board Member Comments
- Action Items
- Information Items
- Comments from Members of the Community
- Board Member Comments
- Superintendent's Comments
- Adjournment

COMMENDATION 1-A:

The CCS school board, superintendent, and staff are commended for using comprehensive meeting agenda formats and information packets for board meetings, and ensuring that the packets are delivered to board members at least seven days prior to board meetings.

FINDING

Minutes of all meetings are recorded by the clerk of the school board, transcribed, and approved by the board at its next regular business meeting; however, board documentation (minutes and support materials) is still a “paper-pencil” operation resulting in excessive use of paper and hand pickup or delivery of packets to board members.

The board packets are developed and distributed to its members in hardcopy format. The minutes are stored in a fire-rated vault at Central Office Number 2 which is located at Charlottesville High School. There is ongoing discussion to convert board documentation and conduct board meetings using a paperless system.

MGT recognizes the importance of converting to a paperless system from an efficiency perspective and recommends that the conversion should be a major priority of the board. School divisions such as Hampton City Schools effectively use BoardDocs software for board meeting agenda and minutes as well as policy posting.

RECOMMENDATION 1-1:

Convert school board meeting documentation (support materials and minutes) to a paperless system.

Implementation of this recommendation will allow the school board to become more “green” in its operations and not rely solely on the use of paper for its documentation needs. It will eliminate the need for hand delivery of its agenda and materials, as they can be electronically transmitted to board members via the Internet. The minutes can be stored electronically which will create more storage space over time.

Conversion will initially require the acquisition of computer hardware and software. In order to minimize frustration with the use of the new technology, training will be an essential requirement for all users (board members and staff) as they must achieve a high degree of proficiency in the use of the system prior to the transition.

FISCAL IMPACT

The implementation of this recommendation will require the school board to allocate funds for the purchase of computer hardware, software, and any other electronic devices as may be necessary. This will amount to an expenditure of approximately \$30,000. BoardDocs estimates a \$3,500 annual recurring cost. This recommendation will ultimately lead to cost savings in reduced paper and expenses.

Recommendation	2009-10	2010-11	2011-2012	2012-13	2013-14
Convert School Board Meeting Documentation to a Paperless System	(\$30,000)	(\$3,500)	(\$3,500)	(\$3,500)	(\$3,500)

FINDING

School board policy BHB reflects the commitment of the board to engage its members in quality in-service so that they remain current with rules, laws, and regulations applicable to public education.

The policy states:

The School Board places a high priority on the importance of a planned and continuing program of in-service education for its members. The central purpose of the program is to enhance the quality and effectiveness of public school governance in our community. The School Board shall plan specific in-service activities designed to assist School Board members in their efforts to improve their skills as members of a policy-making body; to expand their knowledge about trends, issues, and new ideas affecting the educational activities of the local schools; and, to deepen their insights into the nature of leadership in a modern democratic society. School board members will participate annually in high-quality professional development activities at the state, local, or national levels on governance, including, but not limited to, personnel, policies and practices; curriculum and instruction; use of data in planning and decision making; and current issues in education. Funds shall be budgeted annually to support this program.

In addition to the policy statement, the board developed and adopted a document entitled *School Board Protocols and Operations*. One section of the protocols affirms the board's commitment to the professional development of new board members. It states "The board desires to be a team where all members contribute to effective leadership. The board takes initiative [by] helping new members learn, understand and practice effective governance. The chair shall arrange a meeting of the whole board to review board processes and procedures. The superintendent shall meet with new board members to answer questions and acquaint the member[s] with the division. If desired by the new member, a veteran member will be identified as a mentor." Another section of the protocols details the expectations of board members regarding their professional development. It states, "Board members are expected to spend at least 8 hours per calendar year of high-quality professional development activities at the state, local or national level of governance including but not limited to personnel policies and practices; curriculum and instruction; use of data in planning and decision making; and current issues in education."

A review of various documents and discussions with school board members and staff reveal board members were engaged in local, state, and national in-service training activities over the past three years.

Exhibit 1-2 shows the extent to which the board utilized funds to support member engagement in professional development activities during the 2006 through 2008 fiscal years.

**EXHIBIT 1-2
CHARLOTTESVILLE CITY SCHOOLS
PROFESSIONAL DEVELOPMENT EXPENDITURES FOR BOARD MEMBERS
2006 THROUGH 2008 FISCAL YEARS**

YEAR	PURPOSE	AMOUNT
2005-2006	Membership Dues, Registration Fees and Supplies	\$19,671
2006-2007	Membership Dues, Registration Fees	\$21,341
2007-2008	Membership Dues, Registration Fees, Consultant Fee for Retreat	\$24,714
TOTAL		\$65,726

Source: Charlottesville City Schools, finance department, 2008.

Membership fees for the Virginia School Boards Association (VSBA) and the National School Board Association (NSBA) include subscriptions to various publications including frequent e-mails to keep board members apprised of new rules and regulations from federal and state governments and current trends in elementary and secondary education in the state and nation.

A review of the Academy Report for the CCS indicates school board members have availed themselves of a significant amount of training to increase their knowledge of and skill in school board operations. **Exhibit 1-3** provides a breakdown of their individual professional development including the areas of professional development, and continuing education credits that count toward their individual levels of board certification. The wide range of continuing education credits earned by board members can be attributed to the length of time members have served on the board. Board members have consistently participated in VSBA seminars, Governor's conferences, and *Hot Topics* discussions as a part of their ongoing growth and development.

**EXHIBIT 1-3
CHARLOTTESVILLE CITY SCHOOLS
SCHOOL BOARD PROFESSIONAL DEVELOPMENT PARTICIPATION
2005 – 2008**

NAME	PROFESSIONAL DEVELOPMENT	CREDIT
Alvin Edwards	<ul style="list-style-type: none"> ▪ Governor's Conferences on Education ▪ Charlottesville Board Development ▪ Chairmen/Vice Chairmen Orientation ▪ VSBA / NSBA Annual Conventions ▪ Parliamentary Procedures Training ▪ Legislative Conferences ▪ Building Partnership for Excellence ▪ Legal Education Issues ▪ School Law Conferences ▪ School Board Budget and Finances ▪ Policy Services Workshop ▪ Impact of Autism in Our Schools ▪ 21st Century Learning in the Classroom ▪ Data-Driven Leadership ▪ VSBA Central Regional Forum 	138
Ned Michie	<ul style="list-style-type: none"> ▪ Charlottesville Board Development ▪ School Law Conferences ▪ Governor's Conferences on Education ▪ VSBA Central Regional Forums ▪ VSBA/NSBA Annual Conventions ▪ Community Engagement for Student Achievement and School Safety ▪ VSBA Orientation for School Board and Chair/Vice Chair ▪ School Board Budget and Financial Reports 	111
Juandiego Wade	<ul style="list-style-type: none"> ▪ VSBA School Law Conferences ▪ Governor's Conferences on Education ▪ VSBA School Board Orientation ▪ VSBA/NSBA Annual Conventions ▪ Impact of Autism in Our Schools ▪ 21st Century Learning in the Classroom ▪ VSBA Orientation for Board Chair/Vice Chair ▪ VSBA School Law Conference ▪ Community Engagement for Student Achievement and Safety 	96

**EXHIBIT 1-3 (Continued)
CHARLOTTESVILLE CITY SCHOOLS
SCHOOL BOARD PROFESSIONAL DEVELOPMENT PARTICIPATION
2005 - 2008**

NAME	PROFESSIONAL DEVELOPMENT	CREDIT
Collette Blount	<ul style="list-style-type: none"> ▪ School Board Candidate Convention ▪ VSBA New Board Member Orientation ▪ VSBA Central Regional Forums ▪ Governor's Conferences on Education ▪ VSBA/NSBA Annual Conventions 	39
Kathleen Galvin	<ul style="list-style-type: none"> ▪ VSBA New Board Member Orientation ▪ VSBA Central Regional Forum ▪ Board Budget and Financial Reports ▪ Governor's Conferences on Education ▪ VSBA/NSBA Annual Convention 	33
Leah Puryear	<ul style="list-style-type: none"> ▪ VSBA School Law Conference ▪ Governor's Conferences on Education ▪ VSBA New Board Member Orientation ▪ VSBA/NSBA Annual Conventions ▪ Data-Driven Leadership ▪ VSBA School Law Conference ▪ Engagement for Student Achievement and School Safety ▪ VSBA Central Regional Forum ▪ School Board Budget and Financial Reports ▪ VSBA Policy Services Workshop 	99
Llezell Dugger	<ul style="list-style-type: none"> ▪ School Board Candidate Convention ▪ VSBA Regional Forums ▪ School Board Budget and Financial Reports ▪ Governor's Conferences on Education ▪ 21st Century Learning in the Classroom ▪ VSBA/NSBA Annual Conventions 	45

Source: Created by MGT of America, Inc. from data supplied by Charlottesville City Schools, office of the clerk of the board, 2008.

COMMENDATION 1-B:

The school board is commended for exemplifying a commitment to professionalism and continued professional growth and development of its members through board member participation in seminars and conferences.

FINDING

A review of the Charlottesville School Board Self-Evaluation 2008 Summary reveals that the board perceives its overall performance as being *Competent and Capable (Level 3)*.

The self-evaluation instrument is divided into eight areas that include board relations, policy, superintendent relations, community relations, staff and personnel relationships, instructional program, financial, and goals. Using a Likert rating scale, board members rate their performance in each of the areas by responding to a list of indicators under each area. The levels on the scale are as follows:

- 1 – Deficient
- 2 – Needs improvement
- 3 – Competent and Capable
- 4 – Outstanding

Exhibit 1-4 displays the overall rating for indicators that ranked below the *Competent and Capable* level and fell into the *Needs Improvement* level of the scale.

**EXHIBIT 1-4
CHARLOTTESVILLE CITY SCHOOLS
SCHOOL BOARD SELF-EVALUATION
INDICATORS RANKING BELOW COMPETENT AND CAPABLE (LEVEL 3)
2008**

AREA	INDICATOR	RATING
Board Relations	The board has procedures, as agreed upon between the board and the superintendent, for developing the agenda, which enables the board members to add items to the agenda before the board meeting.	2.9
	The board works toward compromise and consensus when there are disagreements among members.	2.4
Superintendent Relations	The board acts as a policy-making and governance body and refrains from infringing on the superintendent's area of administration.	2.6
Community Relations	The board has clear, written policies on community-board relations.	2.9
	The board keeps the community informed of its actions in a positive, continuing manner via specific, planned activities.	2.7
Staff and Personnel Relationship	The board provides appropriate channels for communication between the board and staff without compromising the leadership of the superintendent	2.9
	The board provides appropriate policies, resources and training to attract and retain highly qualified teachers, substitute teachers, and staff.	2.9
Instructional Program	The board understands the district's [division's] instructional programs and curriculum and requires systematic evaluation to ensure that educational objectives are being met.	2.9
Financial	The board takes the leadership in securing community support for the budget and additional financing when necessary.	2.7
Goals	The board actively seeks input from the community in establishing goals and objectives.	2.7

Source: Charlottesville City Schools, office of the clerk of the board, 2008.

In regards to the area of board relations, interviews with board members revealed a need for the board to address interpersonal relations of the board as a body. Two of the 20 indicators in this area received ratings below the "competent and capable" level.

Those ratings were consistent with the opinions expressed by some members during the individual interviews. One board member in a comment made on the evaluation instrument felt that the “tension” may not only be the growing pain of an emerging new board culture; it could be essential to the proper functioning of the board. The member went on to write, “In light of the tension . . . in order to cultivate mutual understanding and avoid taking sides, the board might benefit from more opportunities to work towards consensus as opposed to ‘up or down’ voting.” Another member wrote, “We are a new board, and we are still trying to adjust to each other’s personal styles and personalities. With that in mind, a lot of areas need improvement simply because we have not ‘practiced’ enough.”

In regards to superintendent relations, only one indicator ranked below the *Competent and Capable* level. That indicator addressed whether or not the board allows the superintendent to manage the day-to-day affairs of the division without interference from the school board. The rating indicates a need for the board to be conscious of its role as a policy making body governing the division, without becoming involved in the day-to-day management of the division.

Four of the areas in need of improvement, as indicated in **Exhibit 1-4**, relate to community relations. Discussions with board members and staff support the need for improved relations with the entire community. The superintendent and board have engaged in many activities with the community, although those activities may not be achieving the desired results. This indicates a need for the division to critically examine its approach to community relations and develop an aggressive campaign or program to address community relations.

The foregoing discussion and extracts from the self-evaluation are presented to emphasize the importance of ongoing training, development, and “practice” in becoming an effective school board, realizing that each member brings a different perspective on his/her responsibility as a member.

RECOMMENDATION 1-2:

Engage the school board in practices and ongoing training and development specifically targeted to those indicators that received final ratings below the *Competent and Capable* level on the summary self-evaluation report.

Implementation of this recommendation should greatly improve the interpersonal relations within the board, strengthen community relations and support, improve communication and dialog between the board and staff, and allow the board to better understand the division’s instructional program.

The board may wish to utilize the services of the VSBA to facilitate work session(s) designed to focus on these issues.

FISCAL IMPACT

Implementation of this recommendation will require targeted focus by school board members during currently allotted hours for training and development. If they choose to involve representatives of the VSBA, they could incur minor travel and honorarium expenses that cannot be determined until a decision is made.

FINDING

CCS recently completed a thorough and comprehensive review of its policies consistent with school board policy BF that requires a five-year review cycle. Interviews with staff revealed that the division updates policies on a more frequent basis as needed or required.

The policy manual contains an introductory section that provides helpful information to the reader regarding the layout and information that can be useful to the novice policy reader in understanding and interpreting the policies as they relate to other governmental entities. The policy review process included the superintendent, staff, and school board. The regulations that complement the policies are being developed with completion and adoption scheduled for May 2009.

The division utilized the expertise of the director of special education and student services at the central office to review and revise its policies and regulations after normal work hours. This individual also teaches law courses at a local university which attests to her ability to take on the task of revising the policies. The services were acquired at a cost of \$6,000 which is a fraction of the cost of an external provider.

COMMENDATION 1-C:

CCS is commended for having current policies that are reviewed and updated on a frequent basis as needed.

FINDING

The division has comprehensive, written procedures to govern daily operations.

The Administrative Services Handbook was examined to determine the extent to which administrative departments/areas have procedures that guide their daily operations. The manual is a compilation by department/area of policy references, organizational charts, procedures, and other information specific to the respective administrative departments. All of the departments/areas operate under the supervision of the assistant superintendent for administrative services. Among the departments/areas are alternative options and discipline, facilities use and management, housekeeping, nutrition services, school safety, technology, pupil transportation, and general information. All had some form of procedures to guide their daily operations. The comprehensiveness or degrees to which the procedures addressed all daily operations varied greatly among the departments. The technology department section of the manual covered a wide range of topics.

Instructional services have a number of documents that contain procedures for its day-to-day operations. Among them are a Professional Development Handbook, Curriculum and Instruction Handbook, guides for Classroom Walk-Throughs, and other documents and guides that outline procedures for implementing various instructional programs of the division. (See **Recommendation 2-3** regarding the risk management policies and procedures and **Recommendation 8-1** regarding transportation policies and procedures.)

COMMENDATION 1-D:

CCS is commended for having comprehensive written procedures that govern the daily operations of all departments.

1.2 Legal Services Management

School systems generally secure legal services through in-house counsel, with the use of external counsel for situations for which additional expertise is required, or exclusively from outside firms or attorneys. Some school systems, particularly those in urban areas, can secure legal services of a single, large, diversified firm, while others must depend on more than one firm. Fees for legal services vary greatly and depend on the locale and the specialization required.

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

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

... employ legal counsel to advise it concerning any legal matter or to represent it, any member thereof or any school official in any legal proceeding to which the School Board, member or official may be a part, 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 for CCS are provided by a well-qualified and professionally reputable attorney. The services are provided on an as-needed basis and are billed at an hourly rate. In order to contain legal services costs, the division uses a protocol that permits only the school board chairman, superintendent, and the human resources director to directly contact the attorney for legal services without prior approval from the superintendent or board chair as appropriate.

Exhibit 1-5 shows the legal expenses incurred by the division from 2006 through 2008 fiscal years. The legal expense for fiscal year 2008 of \$61,782.34 represents a 243 percent increase from the 2006 expenditure of \$18,019.76.

**EXHIBIT 1-5
CHARLOTTESVILLE CITY SCHOOLS
LEGAL EXPENSES
2006 - 2008**

FISCAL YEAR	EXPENSES
2005-06	\$18,019.76
2006-07	\$38,024.93
2007-08	\$61,782.34
GRAND TOTAL	\$117,827.03

Source: Charlottesville City Schools, finance department, 2008.

Legal counsel to the school board indicated that, "While there has been a significant increase in expenditures for legal services over the last three years, it appears that the increase was not the result of inappropriate school division action resulting in litigation but rather litigation over which the division had no control."

COMMENDATION 1-E:

CCS is commended for using cost containment measures and procedures when procuring legal services for the division.

1.3 Organizational Structure, Chain of Command, and Spans of Control

Effective organizations provide an organizational structure that minimizes excessive bureaucratic chains that impede adequate communication and controls. Having a minimum number of strands help ensure effective and efficient communication of information and decisions throughout the division and to the public. However, having such a structure lends itself to broad spans of control which, if not managed appropriately, can create special challenges. CCS has two primary strands, administrative services and curriculum and instructional services, within the central office. These strands have not changed significantly over the last three years.

FINDING

CCS has a staffing structure that meets the organizational needs of the division; however, it has an excessive number of direct reports to the superintendent.

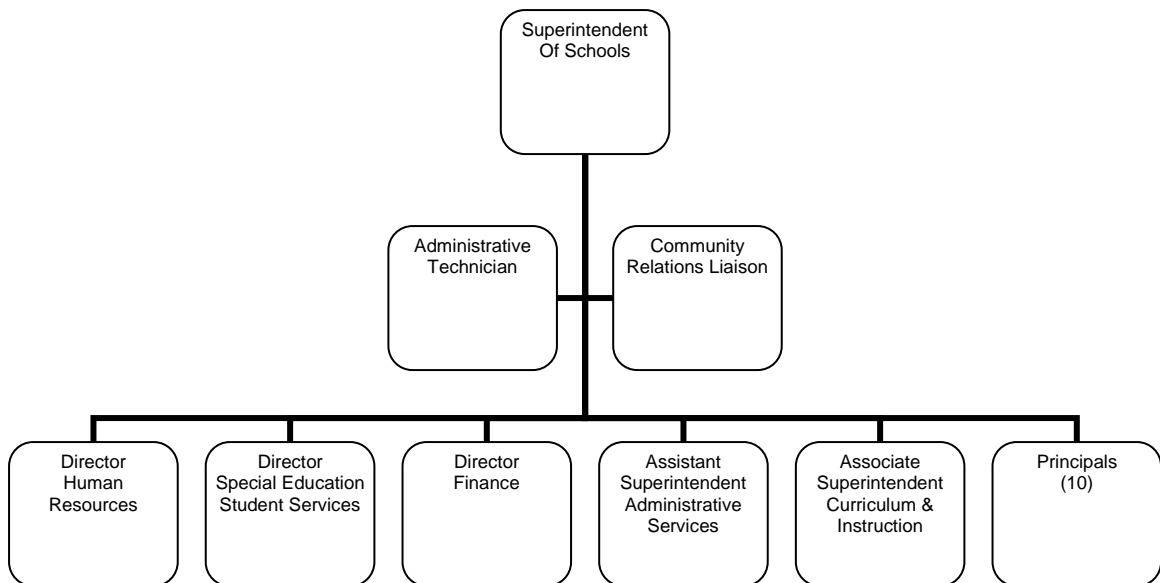
As shown in **Exhibit 1-6**, the superintendent has 17 direct reports, ten of whom are school principals and the directors of human resources, special education/student services, and finance; the assistant superintendent for administrative services, the associate superintendent for curriculum and instruction, an administrative technician, and a community relations liaison.

The communicative responsibilities inherent in the position of superintendent necessitate the least number of direct reports to maximize its effectiveness. The task of providing

effective supervision to principals is very demanding; 17 direct reports could diminish the position's effectiveness, particularly with the modern-day requirements and complexity of principal evaluations.

A review of the organizational structure of several school divisions in the Commonwealth of Virginia revealed a smaller number of direct reports to the superintendent than CCS. In Culpeper, the human resources director reports to the director of administrative services and a total of three central office persons and principals reports directly to the superintendent. Dinwiddie's superintendent has a total of 11 direct reports, including human resources. In Williamsburg-James City, human resources reports to the assistant superintendent for finance and administration and the superintendent has a total of four direct reports to. Finally, in Campbell, human resources reports to the administrative assistant for planning, accountability, and public information, with a total of four direct reports to the superintendent.

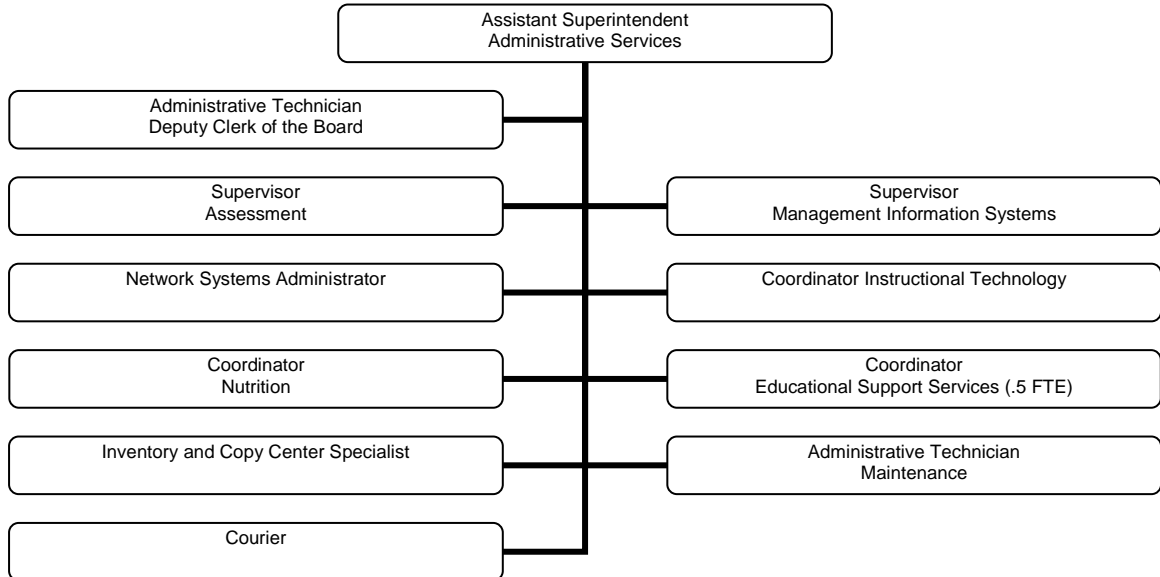
**EXHIBIT 1-6
CHARLOTTESVILLE CITY SCHOOLS
CURRENT ORGANIZATIONAL CHART
OCTOBER 2008**



Source: Charlottesville City Schools, human resources department, 2008.

Exhibit 1-7 shows the staffing structure for administrative services in CCS. The assistant superintendent for administrative services has a total of ten direct reports, including the supervisor of assessment, an instructional position that could be more appropriately placed under the supervision of the associate superintendent for curriculum and instruction since it is integrally related to instruction and student progress. The other direct reports include the network support administrator, supervisor of management information systems, coordinator of technology, coordinator of nutrition, inventory specialist, coordinator of educational support services, courier, and administrative technician for maintenance.

**EXHIBIT 1-7
CHARLOTTESVILLE CITY SCHOOLS
ADMINISTRATIVE SERVICES ORGANIZATIONAL CHART
OCTOBER 2008**



Source: Charlottesville City Schools, human resources department, 2008.

FINDING

The CCS organizational structure could be improved with the realignment and consolidation of some position functions.

Exhibit 1-8 compares the per pupil disbursement for instruction and administrative services with the peer comparison divisions. As shown in the exhibit, the peer division per pupil average for instruction is approximately \$9,610. Charlottesville disbursed \$10,594 per pupil, which exceeds the per pupil average for instruction by \$984 and is the most among the peer comparison divisions at 10.2 percent above the average.

A review of per pupil disbursements for administration reveals a peer division average of approximately \$570. CCS disbursed approximately \$728 per pupil, which exceeds the per pupil average for administration by approximately \$159. This figure is 27.8 percent above the peer division average.

**EXHIBIT 1-8
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
EXPENDITURES PER PUPIL FOR INSTRUCTION AND ADMINISTRATION
2006-07 FISCALYEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL ¹	ADMINISTRATION PER PUPIL ^{2, 3}
Charlottesville	\$10,593.65	\$728.97
Winchester	\$8,890.77	\$473.74
Williamsburg	\$9,654.55	\$443.06
Fredericksburg	\$9,302.97	\$633.65
Division Average	\$9,610.49	\$569.86

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008 and Williamsburg-James City County School Division Annual Reports 2005 and 2007.

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.

³ Represents expenditures for activities related to establishing and administering policy for division operations including board services, executive administration, information services, personnel, planning services, fiscal services, purchasing, and reprographics.

Exhibit 1-9 compares expenditures for administration as a percent of total operating cost for peer comparison divisions beginning with the 2005 fiscal year and extending through the 2007 fiscal year. To a relatively small degree, CCS exceeded the peer division average during all the fiscal years. For the 2005 school year, CCS had a 0.74 percentage point variance from the peer division average. This translates into approximately \$361,206 of that year's operating cost. During the 2006 fiscal year, CCS exceeded the peer division average by only 0.37 percentage points, which translates into approximately \$170,698 of that year's operating cost. For the 2007 school year, the division had a 0.55 percent variance from the peer division average, which translates into approximately \$309,173 of that year's operating cost.

**EXHIBIT 1-9
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
EXPENDITURES FOR ADMINISTRATION
AS A PERCENT OF TOTAL OPERATING COSTS
2005 THROUGH 2007**

CHARLOTTESVILLE			
FY	Operating Cost	Administrative Cost	Admin Cost as a Percent of Operating Cost
2004-05	\$49,046,119	\$2,907,022	5.93
2005-06	\$53,213,546	\$2,775,437	5.22
2006-07	\$55,747,621	\$2,942,651	5.28
FREDERICKSBURG			
FY	Operating Cost	Administrative Cost	Admin Cost as a Percent of Operating Cost
2004-05	\$23,777,203	\$1,245,958	5.24
2005-06	\$27,851,586	\$1,697,321	6.09
2006-07	\$30,260,875	\$1,586,724	5.24
WILLIAMSBURG-JAMES CITY			
FY	Operating Cost	Administrative Cost	Admin Cost as a Percent of Operating Cost
2004-05	\$82,999,824	\$3,974,566	4.79
2005-06	\$88,247,462	\$4,161,376	4.72
2006-07	\$99,826,447	\$4,448,509	4.46
WINCHESTER			
FY	Operating Cost	Administrative Cost	Admin Cost as a Percent of Operating Cost
2004-05	\$36,975,458	\$1,879,742	5.08
2005-06	\$39,154,610	\$1,570,085	4.01
2006-07	\$41,457,789	\$1,759,264	4.24

Source: Created by MGT of America, Inc. from VDOE Superintendent's Report, 2005, 2006, 2007 and Williamsburg-James City County School Division Annual Reports 2005 and 2007.

Exhibit 1-10 shows the peer comparison divisions' administrative cost average as a percentage of operating cost over a three-year period. The data collectively shows a small decline in the percentage of operating funds used for administration over the three-year time span for the peer comparison divisions.

**EXHIBIT 1-10
PEER DIVISIONS' ADMINISTRATIVE COST AS
PERCENTAGE OF TOTAL OPERATING COST
2005 THROUGH 2007**

FY	PERCENT
2004-05	5.19
2005-06	4.89
2006-07	4.72

Source: Created by MGT of America, Inc. from VDOE Superintendent's Report, 2005, 2006, 2007 and Williamsburg-James City County School Division Annual Reports 2005 and 2007.

The supervisor of assessment position reports to the assistant superintendent for administrative services, is housed in the department of curriculum and instruction, and is responsible for providing leadership in the area of assessment in the school division. Greater emphasis can be placed on the assessment and accountability functions if this position's job duties are expanded, more closely aligned with the division's strategic planning and school improvement initiatives, and reported directly to the superintendent.

When comparing oversight of assessment and accountability functions in CCS with peer divisions, CCS is the only division that maintains a supervisor of assessment position. Fredericksburg City Schools maintains a director of assessment position. Williamsburg-James City maintains an assistant to the superintendent for accountability, assessment, and research. Winchester School Division's coordinator of curriculum and instruction oversees state testing and accountability in addition to overseeing the division's alternative education program. The comparison also indicates that assessment and accountability positions in other peer divisions most often report directly to the superintendent.

Based on the supervisor of assessment job description, the current job duties of the supervisor of assessment also include:

- To supervise the administration of state and local assessment programs in compliance with state and professional mandates.
- To prepare reports of assessment data and present them to the public.
- To be knowledgeable about current ideas, trends, interpretations, and methods related to assessment practices and programs.
- To coordinate training and professional development opportunities that are designed to enhance the capacity of division educators to use assessment data as part of the decision making process.

- To ensure that selected assessment data are appropriately archived.
- To administer the assessment budget.
- To maintain appropriate and accurate records.
- To chair division committees established to address division assessment needs.
- To represent the division in working with other agencies, organizations, and committees.
- To coordinate No Child Left Behind (NCLB) issues and compliance.
- To coordinate Consolidated Title Grant application process.
- To serve as a member of senior staff.

During onsite visits, MGT found that the CCS supervisor of assessment duties include:

- State testing and reporting.
- Accountability issues (warning schools).
- Meets Standard of Quality.
- School improvement plans.
- Application for Title programs.
- PowerPoint presentations and proofs documents.
- Grant writing.

Consistent with peer divisions, the supervisor of assessment responsibilities span not only supervision of standardized and state required testing, but also the responsibility for coordinating federal programs, monitoring division and school accountability, and facilitating school development and implementing school continuous progress plans. MGT found, however, that the job duties for the supervisor of assessment position in CCS are not as clearly defined as similar job descriptions in other divisions. The job description for the supervisor of assessment in CCS has not been approved by the board. Further, the supervisor of assessment position in CCS performs curricular and clerical duties that could be reassigned to other staff in the department of curriculum and instruction, including proofing documents, maintaining positioning for success plans, and developing PowerPoint presentations.

The division could realize greater benefit from oversight of assessment and accountability if the position was expanded and more clearly represented a comprehensive approach to the division's overall initiatives for strategic planning and school improvement.

An example of an expanded position summary could include:

The assessment and accountability position shall be responsible for overseeing the division's efforts to comply with federal education mandates,

with emphasis on compliance with the Elementary and Secondary Education Act and the No Child Left Behind Act (NCLB) of 2001. The position will coordinate the division's local and state assessment programs, data analysis, application of scientifically based research, Adequate Yearly Progress (AYP) results, district surveys, school benchmarking, school data teams, program evaluation, and needs assessment data in support of CCS accountability programs. The position will direct the formulation of districtwide goals, plans, policies, budgets and recommend them to the superintendent. The position will direct and supervise operations and programs, evaluate certificated and non-certificated staff in areas related to this job goal.

Assessment and accountability duties could be further defined for the specific areas of assessment, assessment data coordination and reporting, NCLB supervision, research and evaluation, and grants management. A review of peer division assessment and accountability job descriptions includes the following examples of expanded duties in each of these functional areas:

■ **Assessment and Accountability:**

- Conduct ongoing, comprehensive needs assessment of the division's student assessment program, and identify and recommend modifications as needed.
- Develop and present budget recommendations related to the division's assessment program.
- Make curricular recommendations based on interpretation of summative and formative assessment results and in collaboration with content specialists in the department of curriculum and instruction.
- Support the divisionwide assessment process to improve student performance by establishing system and testing dates and policies.
- Measure the level of student achievement of the Virginia Standards of Learning (SOLs) and AYP benchmarks in order to identify student needs.

■ **Assessment Data Coordinator and Reporting:**

- Direct and coordinate efforts between all schools and departments to maintain the integrity of student demographic data in the division's student data management system.
- Develop and implement surveys and other data collection mechanisms.
- Perform statistical measurement of population variables and other types of data related to student performance.
- Provide technical expertise for analysis, interpretation, and reporting of all student assessment data.

- Develop and present conclusions and interpretations of statistical data and analysis for application to division programs.
- Analyze and report data and test score results to the schools, division, parents, and public in accordance with Virginia regulations.
- Ensure data and test score are available in multiple formats to meet the needs of the division and departmental goals.

■ **NCLB Supervision:**

- Serve as a division and school liaison between the district and the Virginia Department of Education (VDOE), NCLB, Title I, and accountability offices.
- Develop and present budget recommendations related to the district's Title-funded programs including funding for professional development.
- Have knowledge of federal legislations, regulations, and guidance.
- Establish multiple criteria for identifying academically at-risk students.
- Define and institute the elements of the annual division needs assessment, which may include individual assessments for schools in need of improvement and schools operating schoolwide programs.

■ **Research and Program Evaluation:**

- Develop procedures for on-going research and evaluation of instructional models and programs.
- Conduct school-based and divisionwide research and program evaluation to determine effective programs for improving student achievement.
- Implement procedures for eliminating instructional methodologies that are proven ineffective for improving student achievement.
- Maintain a database of proven effective practices for dissemination and replication in schools throughout the division.
- Prepare research and evaluation reports for presentation and distribution to the board, division, parents, and community.

■ **Grants Management:**

- Oversee application and management of competitive and entitlement grants.
- Maintain on-going evaluation of grant activities.
- Maintain grants budgets and reporting systems.

- Prepare grant summary reports for presentation and distribution to the board, division, parents, and community.

The current supervisor of assessment position does not represent a strong, consistent alignment with the division's overall strategic planning and school improvement initiatives. As previously discussed, the position reports to the assistant superintendent of administrative services and is housed in the department of curriculum and instruction. While the position performs multiple duties related to student assessment in the division, it does not represent an overarching, comprehensive linkage with the division's school improvement initiatives.

The division could realize a much stronger assessment and accountability effort if the current supervisor of assessment position is eliminated and a supervisor of assessment, accountability, research and evaluation position is created with direct reporting to the superintendent.

The organizational structure of upper level management could be improved with the realignment and consolidation of some position functions. These actions should lead to more efficiency in division operations.

RECOMMENDATION 1-3:

Restructure the central office staff of the CCS.

Implementing this recommendation should result in more equitable spans of control, improved function alignment, improved operating efficiency, and more effective lines of communication. This recommendation should result in a net reduction in the number of direct reports to the superintendent. (Refer to **Chapter 5.0** regarding the reorganization of Special Education.) The following are the recommended staffing changes:

- Eliminate the supervisor of assessment position and create a supervisor of assessment, accountability, research, and evaluation position that reports directly to the superintendent.
- Reassign the director of human resources position as a direct report to the assistant superintendent for administration.

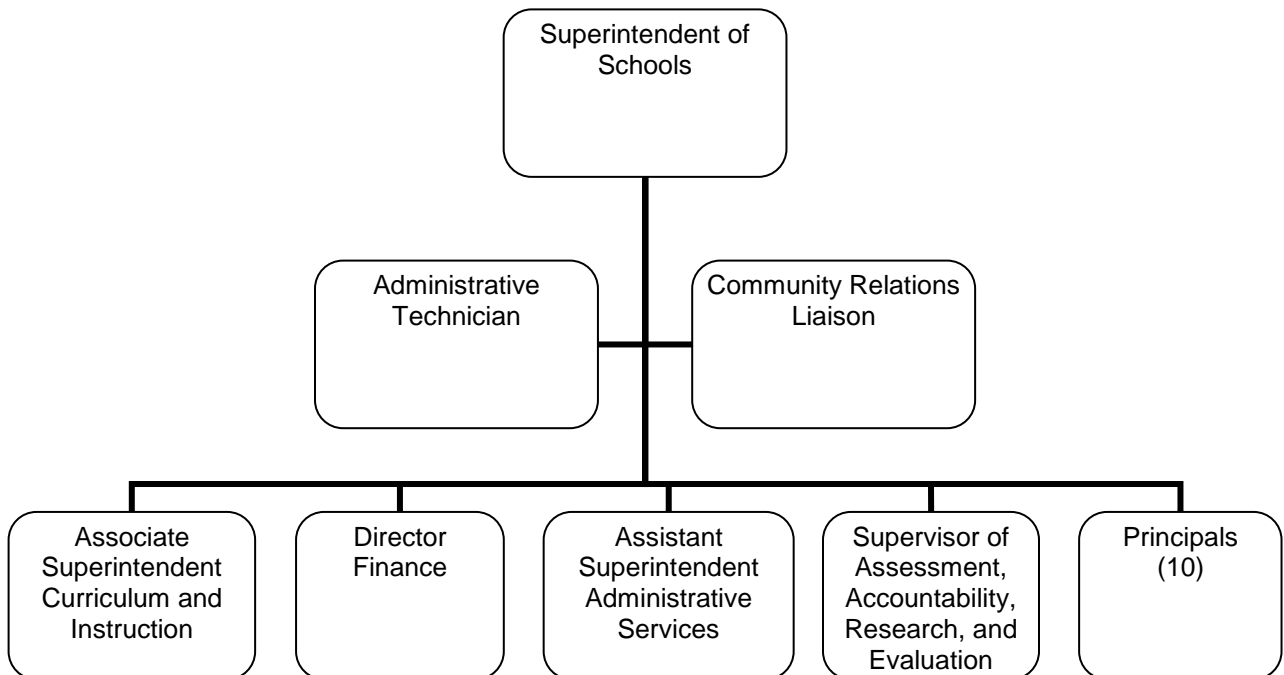
CCS should eliminate the existing supervisor of assessment position. A stronger emphasis should be placed on divisionwide assessment, accountability, research, and evaluation by creating a director of assessment, accountability, research, and evaluation position with direct report to the superintendent. The current supervisor of assessment position does not represent the depth or comprehensive emphasis that can link the division's strategic planning, school improvement initiatives, research and evaluation, and assessment and accountability functions.

The proposed supervisor of assessment, accountability, research, and evaluation position should represent the division's accountability initiative based on student assessment data, proven research-based initiatives, program evaluation, and supplemental grant programs.

Reassigning the director of human resources as a direct report to the assistant superintendent for administration would reduce the number of direct reports to the superintendent, thereby providing more time and opportunities to the position for other supervisory and communicative responsibilities.

Exhibit 1-11 illustrates the recommended restructuring of the superintendent’s strand of the organizational chart. The recommended structure will lower the number of direct reports from 17 to 16.

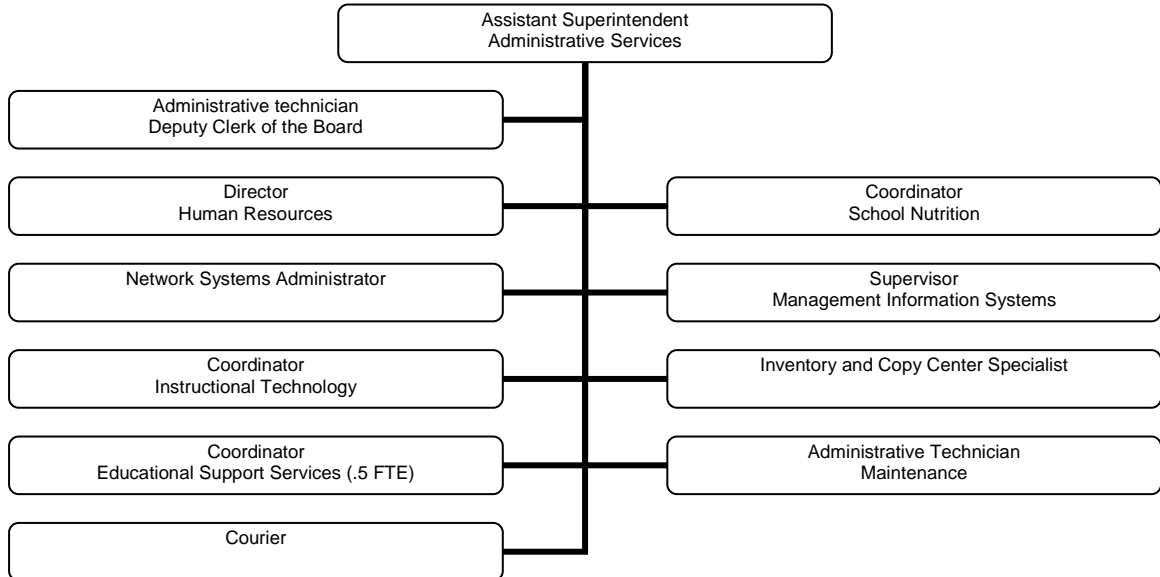
**EXHIBIT 1-11
CHARLOTTESVILLE CITY SCHOOLS
RECOMMENDED ORGANIZATIONAL CHART
SUPERINTENDENT STRAND**



Source: Created by MGT of America, Inc., 2008.

Exhibit 1-12 illustrates the recommended re-organization of the direct reports to the assistant superintendent for administration in the central office staff. The exhibit shows the addition of the human resources director as a direct report to the assistant superintendent for administration and the removal of the supervisor of assessment position which leaves the number of direct reports unchanged at ten.

**EXHIBIT 1-12
CHARLOTTESVILLE CITY SCHOOLS
RECOMMENDED ORGANIZATIONAL CHART
ADMINISTRATIVE SERVICES STRAND**



Source: Created by MGT of America, Inc., 2008.

FISCAL IMPACT

Implementation of this recommendation should be revenue neutral; the salary for the supervisor of assessment position should be used to fund the proposed position of the supervisor of assessment, accountability, research, and evaluation.

1.4 Strategic Planning Process

A strategic plan that has solicited and received broad-based input from the school board, staff, schools, parents, and community stakeholders and which has clearly defined goals and objectives should be adequately prepared to achieve the standards set by local, state, and federal education entities as related to academic achievement. Ongoing evaluation of the strategic plan and its accompanying programs serves as a barometer to gauge its success, determining if objectives/results were achieved and if the benefits merit the costs incurred.

FINDING

A review of the CCS Strategic Plan reveals a well-structured and well-written plan for moving the division forward for the period beginning 2006 and extending through 2011.

An excerpt from the *Foreword* succinctly describes the plan. It states, “The Strategic Plan represents the collective work of division and city stakeholders – School Board members, educators, school support staff, students, parents, ministers, City Council members, and community, business leaders, and technical assistance with research and

development being provided by MGT of America, Inc. The plan is the response to [the] community's expectations for its schools. The plan encompasses measurable targets to monitor implementation as we achieve division-wide improvement."

The plan states that CCS will provide high quality academic programs [for] all students [that will be] tailored to meet their individual needs; promote strong home, school, and community collaboration; recruit and retain high quality staff and leaders; and create environments conducive to learning.

During discussion of the plan with board members and staff, they frequently described the plan as being "fluid" and "living and breathing." Such a description indicates that attention is being given to benchmarks and outcomes to determine what works and what should be changed in order to meet the prescribed goals and objectives of the plan.

Generally, all activities of the division are linked to a strategic plan goal and objective. The budgeting process ensures that division goals and priorities are supported and that funding decisions are aligned with the plan. A review of the format of a document entitled "*School Board Work Session Discussion Topics and Supportive Information*" found that every topic to be presented and discussed requires that the applicable strategic plan goal/objective be identified in a column adjacent to the topic. The document also requires information relative to "data points". These points should provide data that can be used to make ongoing evaluation decisions regarding the effectiveness of strategies and efficiencies realized.

COMMENDATION 1-F:

CCS is commended for developing, adopting, and implementing a comprehensive strategic plan that is monitored, evaluated, and modified at frequent intervals.

FINDING

Each year during December, a mid-year update on the status of strategic plan implementation is prepared and presented to the school board. The update addresses each goal and accompanying objectives by providing baseline data and the progress made at the mid-point of the respective year. Where objectives have measurable outcomes, in most instances quantifiable data are provided to show if progress has been made toward achievement of the objectives.

CCS is currently considering a more extensive program evaluation model/process. The process of developing and implementing a system of program evaluation began in September 2008 and is expected to be presented to the school board in June 2010 for adoption. According to a preliminary draft of the Program Evaluation Project Charter, "*The process will enable the division to gather and report evidence regarding programs adhering to best practices, document fidelity of implementation, and provide a body of evidence to improve student outcomes. The ultimate functions of the program evaluation will be to determine the degree to which programs and initiatives are accomplishing their goals and utilizing resources efficiently.*"

When fully implemented, the new system will make available to the board and other entities comprehensive quantifiable data and findings beyond what is currently provided.

The findings can then be used to reasonably determine the degree to which the strategic plan is achieving its desired results. Additionally, it will allow the school board to preliminarily assess the effectiveness of its budgetary commitment to the strategic plan and its associated programs and activities.

COMMENDATION 1-G:

CCS is commended for using a strategic plan update format that provides specific and quantifiable data that can be used to reasonably show whether or not progress is being made in meeting the goals and objectives of the plan.

1.5 Decision-Making Authority and Responsibility

A fundamental principle of effective organizations is having an appropriate process for decision-making. Three tiers of decision-making are generally used in school systems; the school board, superintendent, and school levels. At each tier, there is a distinct and independent role in the establishment of policies and procedures that govern both the day-to-day operations of schools and school systems.

The decision-making authority inherent at each of the tiers should be clearly defined so that each entity knows and understands the limits of authority and knows when to seek authorization and when decisions can be made independently. Some of the approaches/terms used to describe decision-making include site-based decision-making, shared decision-making, and data-based decision making. The use of any of the approaches requires a certain level of knowledge, understanding, and commitment to be effective.

The lack of a clear understanding of how decisions are made can affect the effectiveness of school organizations. There should be a clear understanding as to who has authority to make decisions and the level of stakeholder involvement the school division uses in its decision-making.

FINDING

Interviews with staff and school board members provide descriptions of the CCS decision-making model of the division as a hybrid of centralization and decentralization.

In its response to a data request regarding site-based decision-making, CCS supplied the following statement:

Principals are empowered to make day-to-day operational and employee decisions based on our shared mission and goals and the needs of their students and staff. For over three years, the Charlottesville City Schools has practiced a centralized management process. Schools are given funding allocations and principals make decisions about the distribution of those funds according to division guidelines. Principals provide input to the annual budget during the budget development process.

A review of school board policies regarding decision making (GBB and KC) and school building administration reveals how input regarding decision making will be treated by the division. Board policy KC states:

Public opinion shall be carefully considered by the Board in light of division goals, current practices and financial feasibility. Decision making, however, rests solely with the Board. Advice of the public will be given careful consideration. In the evaluation of such contributions, the first concern will be for the educational program as it affects all pupils. The final decision may depart from this advice when, in the judgment of the staff and the Board, such advice is not consistent with goals adopted by the Board, current educational practices, or within the reach of the financial resources available.

In regards to staff involvement in decision-making, board policy GBB states:

Employees are encouraged to communicate their ideas and concerns in an orderly and constructive manner to the School Board and/or administrative staff. A system of two-way communication shall be established by the superintendent to hear from and respond to all employees.

A review of various documents reveals that CCS has established a system of two-way communication to receive input from employee groups.

School board policy BCF addresses the mechanism by which citizens provide input to the school board regarding matters pertaining to local schools. The policy states:

It is the duty of the School Board to appoint advisory councils or committees of citizens of the School Division for consultation with reference to specific matters pertaining to local schools. In addition, pursuant to the Code of Virginia, Board of Education regulations, and federal law, the School Board shall establish advisory committees for the following programs: school health, safe and drug-free schools and communities, gifted education, special education, and career and technical education.

CCS has in place a number of policy statements and processes through which it can receive input regarding decisions to be made by the board.

While it is laudable that the division has established policies and processes that allow for broad stakeholder input to the superintendent and school board, perceptions by a number of stakeholders are not consistent with the intended results of the policies and processes of the board. A review of the written comments received at the community forum provided some insight into the stakeholder perceptions. Some of the comments are as follows:

- *School division decision-making and operations function in a top-down manner. Leadership meetings function as a forum to receive information and requirements. Minimal opportunity for input or collegial discussion [is provided].*

- *I have worked in this school system for a long time and seen many changes in administrative people. During these years, CCS has been a top down system with very little communication with the building level teachers or staff.*
- *I feel that I am asked to express my opinion but it doesn't make a difference if I express my opinion or not because the administrator has already made up his/her mind.*
- *[They] may listen but [are] not open to input. Consulting teachers is for show, not a true consultation. The decision has already been made. I get the feeling that I can't bring up concerns or my job is in jeopardy.*

From a practical perspective it is essential to view decision-making and communication as hand-in-hand partners in generating and maintaining stakeholder involvement and support for the division's educational programs and initiatives. Good decision-making is achieved through effective communication and dialogue between and among stakeholders to ensure understanding from all perspectives. Transparency ensures stakeholders that their voices are being heard and considered in the decision-making process.

RECOMMENDATION 1-4:

Research and implement strategies that are proven to be highly effective in ensuring stakeholder input is heard and considered when making decisions that directly affect them.

FISCAL IMPACT

There should be no significant fiscal impact with the implementation of this recommendation. Any costs would be dependent on strategies that may be employed to implement this recommendation. It will require administrative staff time to conduct the research and analyze various strategies. Implementation should consist of procedural changes, at little or no cost to the division.

1.6 Communication Hierarchy

Effective communication is essential to developing and maintaining organizations that effectively realize goals and objectives. The modern school system has been transformed to an organization that is charged with producing results based on the individual needs of students. In order to do this, it must engage in effective communication to all stakeholders and produce needed responses in a timely manner.

School divisions rely on community involvement and support to assist in bringing additional resources for programs and services. School divisions also rely on their internal stakeholders to provide input and guidance as they implement programs and provide services to their clients. All internal and external stakeholders are integral partners in the education of boys and girls, and it is therefore important to establish and maintain open lines of communication among stakeholders in building long-term support for school division efforts.

FINDING

The superintendent and board have established mechanisms through which communication can flow back and forth between and among all stakeholders of the community.

The board employs a community relations specialist who defines the job as “[Promoting] the good news about what is going on in our schools” primarily to external stakeholders of the division. The division’s communication plan is driven by Goal 3 of the Strategic Plan which is to “Increase family, school, and community involvement and collaboration.” The plan identifies division tools that are to be used for communication. Among them are the division’s Web site, a publication entitled ‘*Superintendent’s Message*’, brochures, press releases, division calendar, posters, and real-time experiences. School tools include newsletters, faculty meetings, school brochures, Web site, progress reports, principal chats, agenda books/communication folders, outreach visits and real time experiences.

The division has installed an instant messaging system called ALERTNOW that instantly notifies all stakeholder groups of emergency situations and special school events, and can administer electronic surveys.

The superintendent has formed several internal committees and “communication forum” groups to provide opportunities for internal communication among personnel. **Exhibit 1-13** provides a listing of those groups, purpose, frequency of meetings, and composition.

**EXHIBIT 1-13
CHARLOTTESVILLE CITY SCHOOLS
INTERNAL COMMITTEES AND COMMUNICATION FORUMS
2008-09**

GROUP	PURPOSE	FREQUENCY OF MEETINGS	COMPOSITION
TACC	Provides a venue for teachers to meet and discuss what is working well in schools and address common concerns of the group.	Monthly	Superintendent, Assistant Superintendent, Teachers, and Other Administrative Personnel
2-Way Communication Task Force	To review the division's current policies and practices regarding 2-way communication with staff and develop recommendations for implementing policy.	As-needed	Superintendent, Teachers, Secretaries, Director of HR, Gifted Ed. Specialist, Counselor
Central Office Senior Leadership Team	Key group whose members are department leaders/heads who supervise multiple departments within the division.	Weekly on Tuesday	Superintendent Associate Superintendent Assistant Superintendent Director of Special Education Director of Human Resources Director of Finance Supervisor of Assessment
Administrative Leadership Team	To provide information and engage in discussion.	Monthly on Tuesdays	Superintendent, Central office Administrators, Principals and Content Coordinators
Principals' Dialogue	To allow principals the opportunity to have open discussion with the Superintendent.	Monthly on Wednesdays (except July, November and December)	Superintendent, Principals, (Central Office Administrators as necessary)
PICAP	To provide information and engage in discussion.	Monthly on Thursdays (September - June)	Assistant Principals, Instructional and Program Coordinators, Central Office Instructional Staff

Source: Charlottesville City Schools, office of the superintendent, 2008.

COMMENDATION 1-H:

CCS is commended for creating an array of communications mechanisms to provide information to the public and communicate with administrative and instructional personnel regarding the affairs of the division.

FINDING

As previously shown in **Exhibit 1-13** the division has a number of venues through which it can foster effective dialog. A review of meeting agendas reveals a process that includes discussion, questions and answers, and information sharing with an anticipated payoff being effective communication and effective application of division initiatives at schools to meet the needs of students.

During discussions with the principals it was noted that their perceptions of the outcome of the meetings are not consistent with the anticipated payoffs of the meetings. It is their collective opinion that, while they are kept apprised of initiatives and other requirements from the central office, they are not necessarily included in the formative discussions and, when their input is requested, they rarely see where their input was considered.

One example, of many provided, was the implementation of a foreign language program at the primary level in elementary schools. Schools were instructed on how to implement the program. When problems arose, they were asked to make an immediate change. They felt that the problems associated with the implementation of the program could have been averted if the central office had included them in the dialog during the formative stage of discussion.

Principals feel that, in most cases, ideas and programs are conceived with good intentions but the failure to listen to principals' input can sometimes result in inefficient use of time, energy, and resources. They recognize the prerogative of the central office regarding decision-making, but contend that effective dialog does not always exist between the central office and school administration.

A review of the responses provided on the electronic staff survey show a difference in perception regarding internal communication in the division. Sixty percent of the central office administrators responding felt that internal communication was adequate to outstanding contrasted to 39 percent feeling the need for some-to-major improvement in internal communication. School level administrators had a significantly different opinion. Seventy percent of the respondents felt the need for some-to-major improvement in internal communication while 30 percent felt it was adequate to outstanding. The differences in teacher opinions were not as pronounced as school level administrators as 47 percent felt the division needed improvement while 44 percent perceived it as being adequate to outstanding. MGT uses a statistical formula to set an acceptable survey return rate in order to declare that the survey results are "representative" of the population surveyed. In the case of CCS, the response rate for the teacher group was above this standard; however, the central office administrator group response rate and the principal/assistant principal group response rate were below the statistically valid return rate. Thus, while not statistically significant for those two groups, the survey results do surface information that should be viewed with a critical eye for potential issues. Therefore, MGT suggests a more in-depth examination of the effectiveness of internal communications once the two-way communication activities have had a reasonable amount of time to have an impact.

A review of the written comments stakeholders from the community forum provided additional insight into their perceptions regarding communication in the division. Some of the comments are as follows:

- *While I feel that opportunities for staff input into division decisions are generally adequate, it's been my experience that the administration often disregards such input even when based on "best practices."*
- *There are too many upper management personnel who do not communicate or value the input . . . of the essential staff like teachers. Upper administrators do not listen to teacher suggestions; that leads to missed opportunities for important training.*
- *Communication needs improvement . . . doesn't seem cohesive.*
- *Site-based communication is sorely lacking. At times there is no rhyme [or] reason for decisions made. Teacher input may be ignored to the detriment of the school.*
- *For a small division, there seem to be many layers within the administrative structure. Greater direct conversation and interaction would be expected between school administrators and the superintendent. Overall, operations are not efficient.*

Consideration of the foregoing statements along with the perceptions held by school principals supports the notion that CCS should re-visit its approach to internal communication. While the formulation of the various committees has provided the superintendent and staff with forums to exchange dialog regarding issues and problems, it appears that some of the forums are not achieving their desired results. It should be noted however, that some of these committees/forums have not been in existence long enough to optimize their potential as effective communicative devices.

RECOMMENDATION 1-5:

Continue efforts to establish effective communication and dialog with staff by requesting frequent anonymous evaluations and feedback from the committee members and other stakeholders as may be necessary.

If a carefully constructed feedback instrument were used to glean input from staff regarding the effectiveness of the various committees/forums, it would allow school administrators and teachers the opportunity to provide immediate feedback to the superintendent and central office staff. This information can be used to ensure the establishment of a collegial and productive exchange of ideas between and among the superintendent, central office, and school level staffs at all times. The results of the frequent feedback will act as a barometer to gauge the degree to which the various committees/forums are achieving the results for which they were intended.

FISCAL IMPACT

This recommendation can be implemented by two to four hours of administrative staff time to develop and collate evaluations and feedback.

1.7 Administrative Cost Ratio and Trends

The hallmark of any public or private organization is its ability to deliver goods and/or services in the most cost-efficient manner without sacrificing the quality of those goods and services. While most school systems in the nation rely almost exclusively on public support, there is a tendency to view the delivery of services from a utopian perspective. Pursuing a high level service delivery environment is laudable if the resources permit. However, when using public funds to operate school divisions, it is good practice to offer those services in the most efficient manner possible.

The Standards of Quality (SOQ) in Virginia provide specific requirements regarding the staffing ratio for administrative, instructional, and support personnel that should be followed when providing staff for division schools.

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

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

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

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

FINDING

Exhibit 1-14 compares the 2006-07 staff per 1,000 students ratios in CCS and peer comparison divisions. The exhibit reveals that even though the CCS average daily membership of 4,005.76 was 1,155.54 less than the peer division average, it exceeded the peer division average in all areas of the staffing ratios except technology instructors (none reported to VDOE for the time period).

**EXHIBIT 1-14
CCS AND PEER SCHOOL DIVISIONS
STAFF PER 1,000 STUDENTS
2006-07 SCHOOLYEAR**

SCHOOL DIVISION	END-OF-YEAR AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Charlottesville	4,005.76	4.78	94.75	0.00	26.60	6.77
Winchester	3,741.64	3.54	89.31	1.07	26.81	5.12
Williamsburg	10,271.92	2.97	73.21	1.75	15.54	3.80
Fredericksburg	2,625.89	4.57	92.54	0.00	25.90	5.14
Division Average	5,161.30	3.97	87.45	0.71	23.71	5.21

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

Exhibit 1-15 shows the number of overstaffed assistant principal positions at each school based on the ratios established in the Virginia SOQ.

**EXHIBIT 1-15
CHARLOTTESVILLE PUBLIC SCHOOLS
NUMBER OF ASSISTANT PRINCIPAL¹ POSITIONS
OVER THE SOQ MINIMUM
2008-09 SCHOOLYEAR**

POSITION	CHARLOTTESVILLE CITY SCHOOLS								
	CHS	BMS	WUE	BME	CE	GE	JVE	JE	VE
Grade Levels	9-12	7-8	5-6	Pk-4	Pk-4	Pk-4	Pk-4	Pk-4	Pk-4
Enrollment	1,242	543	518	328	236	286	314	254	322
Minimum Required (SOQ)	2	0	0	0	0	0	0	0	0
Number Over Minimum	1	3	2	1	1	1	1	1	1

Source: Created by MGT of America, Inc. with data supplied by Charlottesville City Schools, 2008.

¹For the purpose of this review, the position of instructional coordinator is considered an administrative position (assistant principal) because of the curricular supervisory responsibilities of the position and as indicated in the position description for assistant principal/instructional coordinator.

Based on discussions with school board members and staff, the division and the stakeholder community place a high value on having richly staffed schools. MGT understands the rationale for desiring richly staffed schools because such staffing results in reduced pupil to staff ratios. However, MGT is of the opinion that schools in the CCS can maintain their effectiveness and operate efficiently and more economically with a reduction in the administrative staff at schools that are administratively overstaffed.

RECOMMENDATION 1-6:

Reduce the number of assistant principals by a total of six FTEs divisionwide.

Personnel costs comprise the largest portion of most school division budgets. The overstaffing of schools causes inefficient utilization of resources. The negative effect of this practice is the division's inability to accurately project future staffing needs and operate an optimally efficient environment.

The overstaffing at schools as indicated in **Exhibit 1-15** equates to 11 administrative FTEs. A reduction of the administrative staff will allow the division to redirect resources to other areas of critical need. The recommendation suggests a reduction by about one-half the number of assistant principals above the minimum, which would equate to six assistant principal FTEs divisionwide.

FISCAL IMPACT

Implementation of this recommendation should result in an annual reduction of operational cost to the division in the approximate amount of \$578,964. This amount represents the average salary and fringe benefits for assistant principals/leadership coordinators in the division (\$96,494) multiplied by six FTEs in excess of the minimum required. The projected operational cost reduction extended over a five-year period is \$2,894,820.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Reduce the Number of Assistant Principals by Six FTEs	\$578,964	\$578,964	\$578,964	\$578,964	\$578,964

2.0 FINANCIAL MANAGEMENT

2.0 FINANCIAL MANAGEMENT

This chapter provides a summary of the financial management of Charlottesville City Schools (CCS). The four major sections of this chapter are:

- 2.1 Organization and Staffing
- 2.2 Budgeting
- 2.3 Finance and Accounting
- 2.4 Risk Management

CHAPTER SUMMARY

To conduct a review of CCS's financial processes, the MGT consulting team reviewed financial documents including expenditure and budget reports, fixed asset ledgers, insurance documents, and accounts payable transactions. In addition to interviewing finance, departmental, and school-based staff, the consulting team also observed work processes.

Our review of the division's finance functions and processes found a department that uses sound processes and practices. Several commendable practices pertain to the department's implementation of sound internal controls and risk management practices. Some of the notable practices recognized in this chapter include:

- CCS's finance department staff are cross-trained on the primary functions of the department (**Commendation 2-A**).
- CCS produces well-documented and useful budget information to help both internal and external users (**Commendation 2-B**).
- CCS has successfully outsourced a portion of its employee benefits administration, allowing finance department staff to focus on core finance-related functions (**Commendation 2-E**).

Our study also resulted in five recommendations. The key recommendations for finance include:

- Implement system controls that prevent departments and schools from over-expending budget line items (**Recommendation 2-1**).
- Develop a plan to ensure protection of CCS's finance-related documents (**Recommendation 2-2**).
- Develop formal policies and procedures for the division's risk management activities (**Recommendation 2-3**).
- Obtain bar code scanners and implement procedures that require annual inventory counts (**Recommendation 2-5**).

As part of this performance review, CCS staff members were surveyed for their opinions about the financial management of the division. **Exhibit 2-1** shows the results of this survey.

**EXHIBIT 2-1
CHARLOTTESVILLE CITY SCHOOLS
COMPARISON OF RESPONSES WITHIN THE DIVISION
FINANCIAL MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Funds are managed wisely to support education in this school division.	75/4	71/0	28/31
The budgeting process effectively involves administrators and staff.	54/15	29/30	23/42
School administrators are adequately trained in fiscal management techniques.	40/29	29/35	11/11
My school allocates financial resources equitably and fairly.	36/15	77/12	32/24

Source: Charlottesville City Schools staff responses to the MGT survey, 2008.

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

As shown in this exhibit, central office administrators, principals and assistant principals show highly favorable responses to the statement “funds are managed wisely to support education in this school division”. However, teachers disagreed with this statement.

A high percentage of central office administrators agree that CCS’s budgeting process effectively involves administrators and staff; however, principals, assistant principals, and teachers overwhelmingly feel that they are not effectively involved in the process. This is interesting in light of the responses regarding the allocation of resources. Even though principals and assistant principals do not feel they have adequate involvement in the budgeting process, they do believe that they receive a fair and equitable allocation of resources. Teachers also agree with the allocation of resources, but not by as significant a margin as principals and assistant principals.

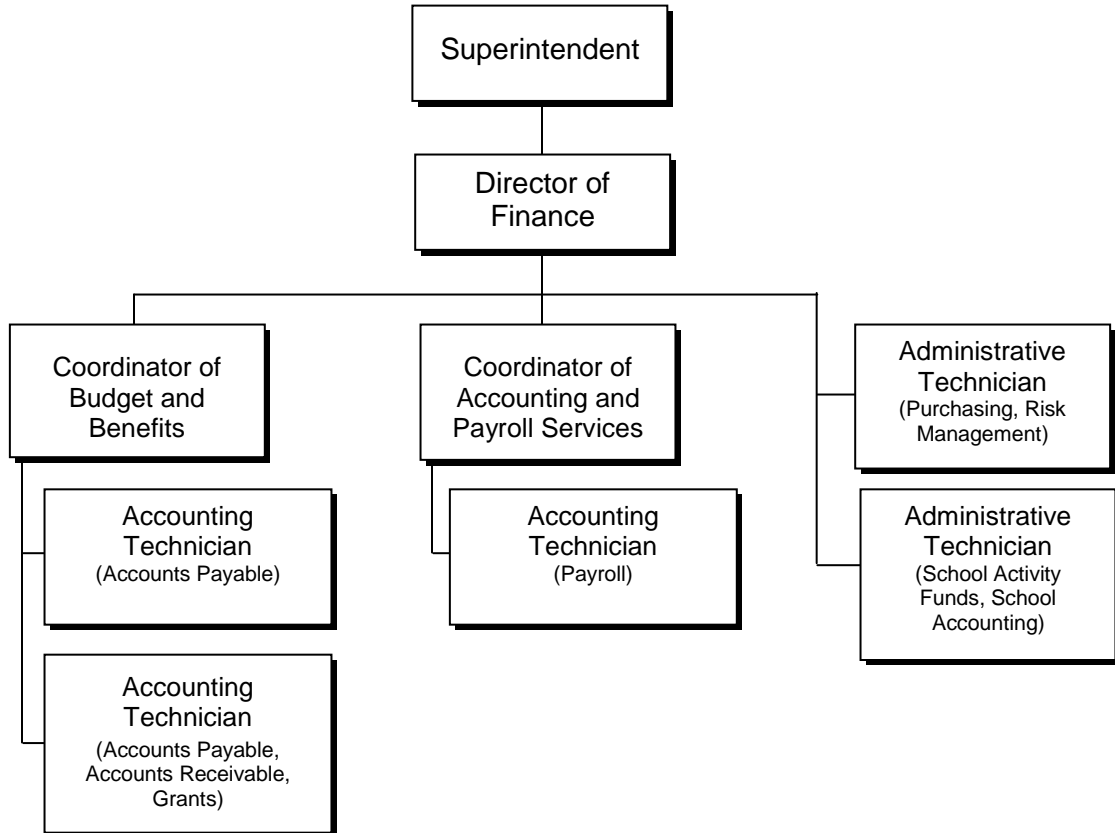
In regards to adequate training for school-based staff in fiscal management practices, as many teachers agreed with this statement as disagreed with it. Principals and assistant principals were almost as equally divided, with 29 percent either strongly agreeing or agreeing, and 35 percent either disagreeing or strongly disagreeing. Central office administrators responded favorably to the statement (40 percent).

2.1 Staffing and Organization

The division’s primary financial functions fall under the direction of the director of finance (**Exhibit 2-2**). The primary responsibilities of the department include general ledger accounting, payroll, accounts payable, accounts receivable, grant accounting, campus finance oversight, and budgeting.

Purchasing functions are handled primarily by the director of finance and an administrative technician.

**EXHIBIT 2-2
CHARLOTTESVILLE CITY SCHOOLS
CURRENT FINANCE ORGANIZATIONAL STRUCTURE
2008-09 SCHOOL YEAR**



Source: Charlottesville City Schools finance department, 2008.

CCS's finance department has a high degree of employee stability among its workforce. The newest employee, the coordinator of budget and benefits, has tenure of just over one year, with the next newest employees having tenure of four years. Other employee longevity with the division ranges from 10 years to 40 years. The division's director of finance has held the position for the past 11 years.

FINDING

CCS's finance department staff members are cross-trained to ensure that primary responsibilities such as accounts payable, processing, and payroll have adequate coverage.

Cross-training is training an employee to do a different part of an organization's work than their regularly assigned duties. Cross-training is important, particularly in smaller organizations such as CCS because if an employee is out unexpectedly or for a long period of time, his or her job duties need to be accomplished during his/her absence.

Cross-training is also beneficial to employees in that it lets them learn new skills, makes them more valuable, and can combat worker boredom.

COMMENDATION 2-A:

CCS's finance department staff are cross-trained on the primary functions of the department.

2.2 Budgeting

Virginia school divisions receive state funding based on formulas that account for local wealth. The amount of funding provided through state sources is calculated through the Local Composite Index (LCI). The LCI is a measure of local wealth based on sales tax, income tax, and property tax. An LCI ranges from zero to one, with zero being extreme poverty and one being extreme wealth. In simple terms, if a division's composite index is 0.3, the state pays 70 percent of the cost; if a division's composite index is 0.7, the state pays 30 percent.

With a general fund budget of \$58.2 million for 2008-09, CCS provides services for 3,875 students. **Exhibit 2-3** below shows the division's general fund revenues and expenditures for the past three budget years.

**EXHIBIT 2-3
CHARLOTTESVILLE CITY SCHOOLS
GENERAL FUND REVENUES AND EXPENDITURES
2006-07 THROUGH 2008-09**

	2006-07	2007-08	% CHANGE (07 to 08)	2008-09	% CHANGE (08 to 09)
Revenues					
City of Charlottesville	\$34,012,025	\$38,340,609	12.73%	\$39,781,531	3.76%
SOQ	14,415,156	14,361,178	-0.37%	15,121,301	5.29%
Categorical and Incentive-Based	5,142,103	5,325,308	3.56%	6,169,777	15.86%
Other State Revenues					
Total State Revenues	\$19,557,259	\$19,686,486	0.66%	\$21,291,078	8.15%
Total General Revenues	\$53,569,284	\$58,027,095	8.32%	\$61,072,609	5.25%
Expenditures					
Personnel	\$29,927,173	\$31,666,101	5.81%	\$32,801,193	3.58%
Benefits	9,595,891	10,658,297	11.07%	10,917,937	2.44%
Total Personnel and Benefits	39,523,064	42,324,398	7.09%	43,719,130	3.30%
Operating	12,071,102	13,585,070	12.54%	14,479,660	6.59%
Total General Fund Expenditures	\$51,594,166	\$55,909,468	8.36%	\$58,198,790	4.09%

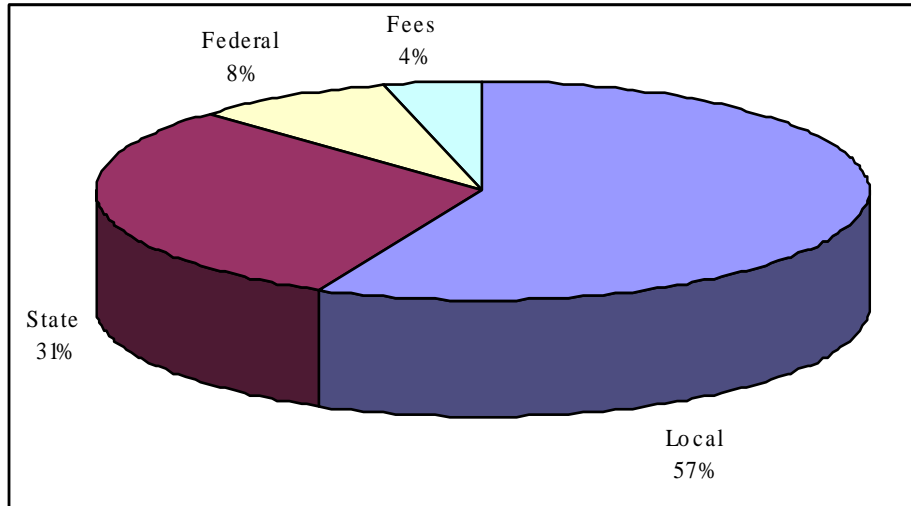
Source: Charlottesville City Schools Operating Budgets, March 2007 and March 2008.

As this exhibit shows, from 2007-08 to 2008-09 CCS's general fund revenues increased by 5.25 percent while general fund expenditures increased 4.09 percent.

The division's revenue sources come primarily from local sources (57 percent), while state sources account for 31 percent of total general fund revenues (**Exhibit 2-4**). Federal sources of revenue account for 8 percent of revenues, while tuition and fees

account for four percent. Tuition paid by out-of-division students is budgeted at \$274,500 for 2008-09.

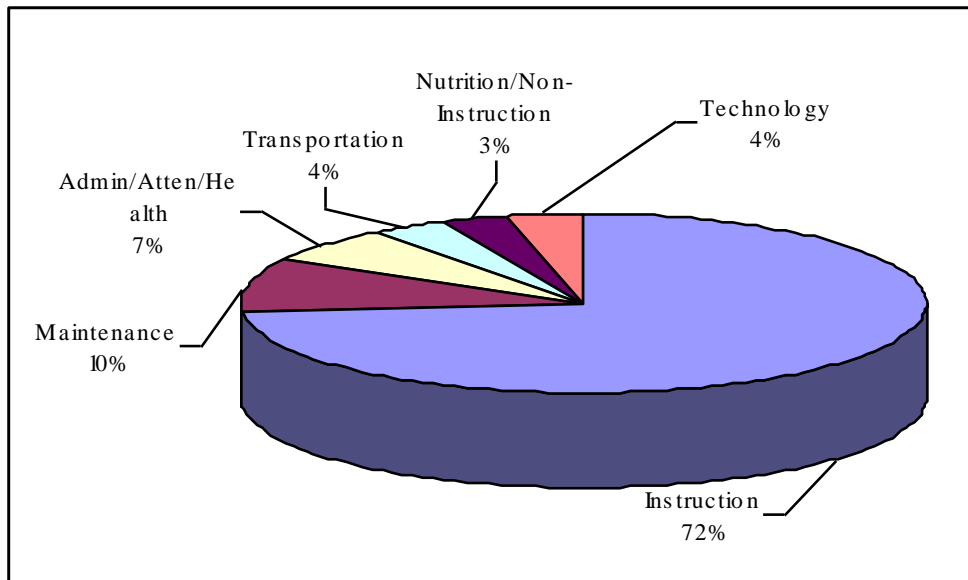
**EXHIBIT 2-4
CHARLOTTESVILLE CITY SCHOOLS
GENERAL FUND BUDGETED REVENUE SOURCES 2008-09**



Source: Charlottesville City Schools 2008-09 operating budget, March 2008.

CCS spends its general fund primarily on instruction (**Exhibit 2-5**), which accounts for 72 percent of general fund expenditures.

**EXHIBIT 2-5
CHARLOTTESVILLE CITY SCHOOLS
GENERAL FUND BUDGETED EXPENDITURES 2008-09**



Source: Charlottesville City Schools 2008-09 operating budget, March 2008.

As established by Virginia school law, the division's fiscal year begins July 1 and ends June 30.

CCS's budget is prepared by the superintendent, the associate superintendent for curriculum and instruction, and the director of finance. The budget preparation process is coordinated with all department heads and principals.

Subsequent to developing an initial budget, the school board reviews and approves a preliminary budget around early March each year, at which time it is then submitted to the city council for final review and approval. The city council approves the final budget in mid-April.

Exhibit 2-6 shows the budget calendar used in the preparation of the 2008-09 budget.

**EXHIBIT 2-6
CHARLOTTESVILLE CITY SCHOOLS
BUDGET DEVELOPMENT CALENDAR FOR 2008-09**

PURPOSE	DATE	TIME	LOCATION	TYPE OF MEETING
Presentation & approval of proposed budget calendar and public comment	10/04/07	6 p.m.	CHS Media Center	Regular work session
Distribution of budget materials to principals and budget holders	10/17/07			
Budget meetings completed with budget holders	10/31/07			Deadline
Introduction of superintendent's budget and process	11/01/07	6 p.m.	CHS Media Center	Regular work session
Budget work session	12/08/07	8 a.m.	Walker Media Center	Special work session
Budget update and public comment	12/06/07	6 p.m.	CHS Media Center	Regular work session
Budget update and public comment	12/20/07	6 p.m.	CHS Media Center	Regular business session
Budget update and public comment	1/03/2008	6 p.m.	CHS Media Center	Regular work session
Budget work session	1/12/2008	8 a.m.	Walker Media Center	Special work session
Finalize budget priorities and public comment	01/17/08	6 p.m.	CHS Media	Regular business session
Review of superintendent's proposed budget and public hearing	02/07/08	6 p.m.	CHS Media Center	Regular work session
Presentation of superintendent's 2008-09 proposed budget and public comment	02/21/08	6 p.m.	CHS Media Center	Regular business session
School board approval of superintendent's 2008-09 budget	03/06/08	6 p.m.	CHS Media Center	Regular work session
Presentation of approved 2008-09 budget to city council	03/10/08	6 p.m.	City Hall	City council meeting
City council approval of 2008-09 budget	04/15/08	6:45 p.m.	City Hall	City council meeting
In addition to the calendar presented, there will be numerous staff meetings, City Council/School Board luncheons, PTO meetings, and other events during the year where budget priorities and opinions are shared. These meetings will be announced to the public as appropriate.				

Source: Created from Charlottesville City Schools 2008-09 operating budget, March 2008.

CCS prepares its budget to align with its strategic plan. Each year the school board determines priorities for the division that are linked to the goals and objectives of the strategic plan.

FINDING

CCS produces budget documents that are informative and useful, both for internal management review and decision-making, and for community members.

The annual budget document is organized and easy to read. It contains summary information in a variety of formats. For instance, one section of the document provides the cost of each priority associated with the strategic plan (**Exhibit 2-7**).

**EXHIBIT 2-7
CHARLOTTESVILLE CITY SCHOOLS
SAMPLE PAGE FROM BUDGET DOCUMENT**

EXPENSE CHANGES		STAFF	STAFF, SALARY, AND BENEFIT CHANGES	OPERATING CHANGES	PRIORITY TOTAL
Priority: Maintain current competitive position					1,111.40
<i>Strategic Plan Goals/Objectives: 4.1, 1.1, 1.2, 1.3, 1.4, 1.5, 1.6, 1.7, 2.1, 4.2, 4.4, 5.1, 5.3</i>					
various	Promote all staff by one step on salary scale and load new staff salaries		(15,645)		
various	Additional cost to get teachers to 4.48%, all others to 4.25%		821,418		
various	Additional cost to increase Nurse scales to 10%		27,464		
p.20	Venable nurse from .60 to full time	0.40	37,710		
p.12	Nurse CHS floating substitute	1.00	52,385		
various	Increase Nurse scale from 195 to 200 days		9,876		
p.24	Increase 2 Psychologists and 2 Social Workers from 200 to 220 days		29,037		
p.12	English teacher CHS	1.00	70,681		
p.26	1.50 English as a Second Language Teachers (.50 from Title I one time funds FY08)	1.50	98,131		
p.27	2.5 Talent Development Teachers - (.5 each at Greenbrier, Burnley-Moran, J-Via, Venable)	2.50	152,315		
p.30	Increase PD Facilitators/Teacher Mentors to 260 day from 220 day (2 positions)		26,270		
various	Health insurance increase (3%)		79,449		
p.36	Wellness Program - health club contribution		60,000		
various	VRS decrease (employer share from 10.30% to 9.35% per Governor)		(304,658)		
various	VRS life insurance rate decrease (employer share from 1.00% to .89% per VRS)		(33,030)		
Priority: Expanded world language programs					166,687
<i>Strategic Plan Goals/Objectives: 1.4, 1.8</i>					
p.26	2 Spanish Teachers - elementary	2.00	127,427		
	Instructional Materials			39,260	
Priority: Summer school pay rates					70,000
<i>Strategic Plan Goals/Objectives: 4.0, 1.1</i>					
p.23	Increase hourly rate from \$25 to daily rate (average of \$35 per hour)		70,000		
Priority: Implementation of K - 12 staffing formula					(9,924)
<i>Strategic Plan Goals/Objectives: 4.1</i>					
p.16	1 Teaching position, 1 Instructional Assistant position - Clark	2.00	87,421		
p.18	1 Teaching position - Jackson Via	1.00	62,703		
p.14	Change Instructional Technology Teaching position to IA - Walker	0.00	(37,069)		
p.12	2 Teaching positions for 9th grade class size reduction - CHS	2.00	136,670		
p.14	-1 Quest Teaching positions - alignment to staffing allocation - Walker	-1.00	(68,335)		
p.13	1 Quest Teaching positions - alignment to staffing allocation - Buford	1.00	68,335		
p.14	.20 additional Scholars Program Teaching position - Walker	0.20	18,621		
p.13	-5 Teaching positions - staffing allocation based on enrollment - Buford	-5.00	(333,834)		
p.13	1 Reading Specialist position - Buford	1.00	55,564		
Priority: Furniture replacement fund					25,000
<i>Strategic Plan Goals/Objectives: 5.6</i>					
p.31				25,000	

Source: Created from Charlottesville City Schools 2008-09 operating budget, March 2008.

The budget document also provides a breakdown of costs by the Virginia Standards of Quality requirements.

To assist readers in understanding the document, the division includes a glossary of terms in the budget document.

In addition to the annual budget document prepared by the division, the finance department prepares and presents regular budgetary reports to the school board. These reports include general fund historical and projected expenditures as compared to budget by division cost center. Board members are also provided monthly breakdowns of expenditures for personnel and for operations.

COMMENDATION 2-B:

CCS produces well-documented and useful budget information to help both internal and external users.

FINDING

CCS does not use automated budget control to help monitor expenditures.

The division's financial system used to track revenues and expenditures does not have an automated budget control function to prevent system users from exceeding their budgets. Upon entering a purchasing requisition which would cause a department or school to exceed its budget, the system issues a warning to the user of a deficiency of funds, but the system will allow the transaction to proceed.

The coordinator of budget and benefits is responsible for reviewing departmental and school budgets for expenditures that exceed budget, and then coordinating with the department or school to correct the situation. Usually corrective action is in the form of transferring funds from an unexpended line item to the over-expended line item.

Systems with automated controls that prevent a purchase request from being entered unless adequate funds are available prevent staff from spending funds they do not actually have. Allowing transactions to post to the accounting system that create over-expenditures is placing the division at risk of over-expending its total budget.

RECOMMENDATION 2-1:

Implement system controls that prevent departments and schools from over-expending budget line items.

The division's programmers should implement changes to the accounting system that would not only warn users of inadequate budget funds, but also would prevent users from entering transactions that create over-expenditures.

Requiring users to request budget line item transfers prior to entering purchasing requests helps promote adequate control of funds.

FISCAL IMPACT

Since the division maintains its own accounting system, technology staff would be able to make these programming changes.

2.3 Finance and Accounting

Primary accounting and finance functions are handled by the coordinator of accounting and payroll services, the coordinator of budget and benefits, and the three accounting technicians in the department (**Exhibit 2-2**).

In addition to accounts payable, accounts receivable, grants accounting, general ledger accounting, and payroll, the department is also responsible for the oversight of Student Activity Funds that are primarily administered at the school level. There are three schools that are exceptions to this, and those funds, along with regular school funds, are administered by one of the administrative technicians in the department. These schools include Buford Middle School, Walker Upper Elementary, and Venable Elementary.

FINDING

The department has worked hard to provide adequate accounting controls, which can be a challenge for an organization with a small staff.

Some of the practices used in CCS's finance department to maintain a system of adequate controls include the following:

Cross-training employees – when everyone knows what everyone else should be doing, irregularities are less likely to happen and errors are more likely to be caught.

Separation of duties – the department separates functions such as preparing and transporting deposits and recording revenue to the division's general ledger; recording transactions and reconciling transactions; and preparing and approving journal entries and entering of journal entries to the division's general ledger.

Maintaining qualified and well-trained staff – interviews with staff members revealed a high degree of job competence.

COMMENDATION 2-C:

CCS's finance department has implemented a system of sound internal controls.

FINDING

The department uses document scanning technology to cut down on the amount of paperwork handled. The scanning technology was developed and implemented by the division's technology staff, and allows the division to maintain ten year's worth of finance-related documents.

The review team observed the scanning process in which all transactions including payroll, accounts payable, journal entries, budget transfers, and contracting documents are scanned, labeled, and stored in a data warehouse.

All finance department staff are trained in use of the scanning technology and are responsible for scanning the documents they process prior to shipping the documents to off-site storage.

COMMENDATION 2-D:

The division uses scanning technology to reduce paperwork and access historical documents with ease.

FINDING

The finance department does not have adequate space for its employees or its accounting records.

Observation of the layout of the accounting offices, which are located at the central office main site next to Walker Upper Elementary School, show that, due to space limitations, staff are not located within the same area. The director of finance and one administrative technician are located on one side of the central office building, while remaining staff share space on the opposite side of the building.

Although the coordinator of accounting and payroll services and the coordinator of budget and benefits have private offices, three accounting technicians and one administrative technician share a large work area. Sharing space is rather common in many organizations; however, in CCS's finance department one of these technicians handles payroll processing and has no private space to discuss payroll issues with employees.

Further, observation of the open area in finance showed that confidential employee information is being stored on open book shelves in binders where they cannot be secured and could be accessed by anyone. The records observed include employee deferred compensation records, employee garnishment records, and employee timesheets (supplemental pay forms).

In addition, accounts payable records, after they have been scanned, are also stored on open book shelves until they are boxed and shipped to off-site storage. These records contain data on vendor payments and can include tax payer identification information.

Purchasing records are stored underneath an administrative technician's desk and are not secured.

Failure to adequately protect accounting and purchasing information is placing the division at risk of a breach of confidential information.

RECOMMENDATION 2-2:

Develop a plan to ensure protection of CCS's finance-related documents.

The division needs to ensure that employee data are protected, as well as accounts payable data.

Until a more permanent resolution can be made for this space deficiency (refer to **Chapter 7.0** for a more detailed discussion of division facilities issues), the department should take steps to minimize the risk of a breach of confidential information. The department should minimize the amount of paperwork it maintains in the office; since most all of its records are scanned, paper documents should be boxed up and shipped to a secured off-site storage area immediately.

In addition, the department could replace some of its bookcases with locking file cabinets where sensitive and confidential information is stored prior to being shipped off-site.

FISCAL IMPACT

A four-drawer, locking file cabinet costs approximately \$150. The purchase of four locking file cabinets therefore amounts to \$600.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Develop a Plan to Ensure Protection of CCS's Finance-related Documents	(\$600)	\$0	\$0	\$0	\$0

2.4 Risk Management

Risk management functions include assessing and managing a variety of risks that are inherent in school division operations. Risk management includes identifying and mitigating risks, maintaining adequate insurance coverage, establishing policies and procedures to adequately safeguard assets such as property, equipment, cash, and investments. Risk management provides protection for employees by providing appropriate safety equipment and training. Procurement of workers' compensation and adequate employee health insurance are also risk management functions.

Risk management functions in CCS are handled by a variety of individuals including the assistant superintendent of administrative services, the director of finance, and an administrative technician. These responsibilities include coordinating the procurement and maintenance of insurance coverage for property, automobile, crime, general and school leader liability, and public official bonds. In addition, each department and campus site has a designee that serves as the risk management coordinator whose responsibility it is to ensure that employee accidents are reported accurately in a timely manner and for coordinating any remedies to situations or circumstances that cause accidents.

The division is self-insured for employee health insurance and workers' compensation. **Exhibit 2-8** summarizes the division's insurance coverages.

**EXHIBIT 2-8
CHARLOTTESVILLE CITY SCHOOLS
DIVISION INSURANCE COVERAGES**

INSURER	COVERAGE PROVIDED
Virginia Municipal Liability (VMLP)	Property, local government liability, general liability
Hartford Steam Boiler	Boiler and machinery
Fidelity and Deposit Company of Maryland	Public official bonds
United Health Care	School accident insurance
School Systems of Virginia Group Self Insurance Association	Workers' compensation
Virginia High School League, Inc.	Student athletes insurance
Anthem Health Insurance	Employee health coverage
Delta Dental	Voluntary employee dental coverage
Eye Med Vision	Voluntary employee vision coverage
AFLAC Accident and Cancer Benefits	Voluntary employee accident and cancer coverage

Source: Charlottesville City Schools finance department, October 2008.

For employee medical insurance coverage, the division provides "KeyCare-15, -20, and -30" options through an insurance contract with Anthem Health Care. The division contributes toward employee medical coverage which ranges in amount from 23 percent to 64 percent of the total cost of coverage, depending upon which plan the employees chooses. Employees also have the options of employee only, employee plus children, employee plus spouse, and employee plus family coverage (**Exhibit 2-9**).

**EXHIBIT 2-9
CHARLOTTESVILLE CITY SCHOOLS
EMPLOYEE HEALTH COVERAGE OPTIONS AND PREMIUM AMOUNTS**

PLAN	TYPE OF COVERAGE	TOTAL ANNUAL PREMIUM	ANNUAL EMPLOYER CONTRIBUTION	ANNUAL EMPLOYEE CONTRIBUTION
ANTHEM KeyCare 15 Plus	Employee Only	\$4,824	\$2,077	\$2,747
	Employee + Child	\$7,129	\$2,682	\$4,447
	Employee + Spouse	\$9,161	\$2,682	\$6,479
	Employee + Family	\$12,796	\$3,062	\$9,734
ANTHEM KeyCare 20	Employee Only	\$4,225	\$2,078	\$2,147
	Employee + Child	\$6,309	\$2,682	\$3,627
	Employee + Spouse	\$8,122	\$2,682	\$5,440
	Employee + Family	\$10,976	\$3,062	\$7,914
ANTHEM KeyCare 30	Employee Only	\$3,742	\$2,387	\$1,355
	Employee + Child	\$5,584	\$3,174	\$2,410
	Employee + Spouse	\$7,204	\$3,174	\$4,030
	Employee + Family	\$9,720	\$3,874	\$5,846

Source: Charlottesville City Schools finance department, employee benefit enrollment documents, October 2008.

In addition to health care, employees have the option to enroll in voluntary plans for the dental, eye, accident, and cancer coverage.

The division acquires fixed assets such as computers, furniture, and equipment for use in educating students and performing required administrative duties. A fixed asset specialist who reports to the assistant superintendent of administrative services coordinates and maintains the division's processes for accounting for fixed assets.

Upon initial purchase of a fixed asset, the specialist ensures that information such as purchase date, serial number, original cost, and asset location are recorded into the division's fixed asset accounting system. The specialist also places inventory tags containing unique identification numbers on assets. Most newly purchased assets are received centrally, and once the specialist has recorded and tagged the asset, maintenance department employees deliver the asset to its intended location.

The fixed asset specialist is also responsible for recording asset deletions due to theft, loss, or sale, and asset re-locations. This information is communicated through forms that departmental and campus-based staff complete and submit to the specialist. The specialist sends items that are no longer of use to the division to be included in the city's monthly auction to the public.

The City of Charlottesville acts as treasurer for the school division, handling all banking and investing activities. School division cash that is collected through cafeterias, schools, tuition, or other means is deposited into a division bank account that is managed by the City of Charlottesville treasurer. Division revenue and receipts in the form of electronic transfers are also received directly into a division bank account managed by the city.

The division's cash is maintained either in local bank accounts or with the Commonwealth's Local Government Investment Pool (LGIP). **Exhibit 2-10** shows the value of the division's deposits as of June 30, 2007, the most recent date for which audited financial data were available.

**EXHIBIT 2-10
CHARLOTTESVILLE CITY SCHOOLS
CASH ON HAND
2006-07 SCHOOL YEAR**

ASSET TYPES	AMOUNT
Demand deposit (bank accounts)	\$3,424,657
Commonwealth LGIP	773,328
Total	\$4,197,985

Source: City of Charlottesville Comprehensive Annual Financial Report, June 30, 2007.

Division finance department staff print all checks for accounts payable and payroll disbursement, but the city treasurer must sign all checks issued.

FINDING

The division has outsourced key processes associated with the administration of employee benefits. These areas include employee benefits enrollment and Consolidated Omnibus Budget Reconciliation Act (COBRA) administration. In addition, the division also outsources the administration of its Flexible Spending Accounts (FSA).

In April 2007, CCS entered into an agreement with an outside consultant to administer its employee benefits plan. This agreement includes services such as notifying employees of their benefits, helping employees understand their benefits, and enrolling employees in applicable insurance plans. The consultant uses an online registration system to enroll employees in division benefit plans.

COBRA legislation enacted by the US Congress in 1986 provides that individuals leaving employment with an organization are allowed to continue their health care benefits by paying for them out-of-pocket. As a result, many employers are responsible for collecting payment on behalf of their former employees, submitting those payments to insurance carriers, and enrolling and tracking those former employees.

CCS no longer is required to perform the administrative duties associated with COBRA because it has outsourced this function.

FSAs are employer-sponsored benefits that allow employees to set aside pre-tax funds through payroll deductions to pay for eligible medical expenditures and dependent care costs. The benefit to the employee is that these set-asides are not subject to federal taxes.

The division has contracted with an insurance agency to administer its FSA plan.

COMMENDATION 2-E:

CCS has successfully outsourced a portion of its employee benefits administration, allowing finance department staff to focus on core finance-related functions.

FINDING

The division uses a mechanism called “positive pay” to help prevent check fraud.

Positive pay is an automated fraud detection tool offered by many financial institutions. It requires that every time the division issues a check, key information about the check is communicated to the division’s bank. This is accomplished electronically in that each time the finance department issues a check, the financial system generates an electronic file to be transmitted.

The protection provided by a system of positive pay is that in order to cash a check, three key elements must match between the check that is being cashed and the information transmitted: account number, check number, and dollar amount of the check. If any of these elements do not match, the bank will not honor the check. This process protects the division in the event that a check is stolen and forged or if a valid check is altered.

COMMENDATION 2-F:

The division takes steps to prevent potential losses through check fraud.

FINDING

The division has many exemplary risk management practices, but these practices are not reflected in formal policies.

The administrative technician that handles most workers' compensation coordination, for instance, has put in place several practices that help to mitigate risk for the division. These practices include communicating with campus-based staff to ensure that employee accidents are reported properly and reviewing insurance claims to identify actions that can be taken to prevent future losses.

Because the risk management functions are spread among several individuals located in different departments, however, the division is at risk of having issues that fall through the cracks. For instance, while onsite, the review team heard that earlier in the year a break-in occurred at one of the division's schools, resulting in the loss of several lap-top computers. When asked about this situation and if any action was taken to put better safeguards in place, several staff members were not sure what actions had been taken. The review team was eventually provided with a list of recommendations made by the police, along with the division's status of action toward implementing each recommendation, but this information was not readily available and many staff were unaware of it.

Formal policies and procedures, along with an established risk management committee help to ensure that these responsibilities receive proper attention from the board as well as management.

RECOMMENDATION 2-3:

Develop formal policies and procedures for the division's risk management activities.

In addition to establishing formal risk management policies and procedures, the division should establish a risk management committee that includes the following membership:

- Assistant superintendent of administrative services
- Director of finance
- Administrative technician in the finance department
- Fixed asset specialist
- School and departmental representatives

The committee should be tasked with developing policies and procedures, presenting the policies to the school board for approval, and making regular presentations to the board regarding risk management issues. The committee's primary focus should be to review insurance claims and make recommendations for mitigating future losses. The committee should meet at least quarterly.

FISCAL IMPACT

Implementing this recommendation will require time on the part of finance department staff that will be responsible for developing and documenting new risk management policies and procedures. In addition, this recommendation will require time on the part of

risk management committee members to meet and review risk management issues on a quarterly basis.

FINDING

The division does not have a formal light duty program for employees who are injured on the job.

Although the division has an informal practice of placing injured employees in light duty assignments, this practice has not been formally adopted by the school board.

Assigning injured employees who have received doctor's approval to return to work but are not yet able to fulfill their responsibilities in the capacity they held before their injury helps organizations in several ways:

- Helps the employee to be productive during rehabilitation.
- Reduces workers' compensation costs.
- Increases productivity and provides assistance for departments that may be understaffed.

Because CCS's light duty practice has not been formalized, not all employees are placed on light duty, even though they may be eligible.

RECOMMENDATION 2-4:

Implement a formal light duty program for employees injured on the job.

FISCAL IMPACT

The implementation of this recommendation will require that the administrative technician develop and document a light duty policy. This recommendation also will require that the director of finance review and approve the policy, in addition to making the necessary presentations to the school board for its review and approval.

FINDING

The division does not conduct timely inventory counts of its fixed assets. Division policy states that fixed asset counts will be conducted every two years. However, review of documentation shows that inventory counts may not be done this often and may be lacking in oversight.

The fixed asset specialist told the review team that inventory listings are sent out to principals and department heads, but that no follow-up is performed to ensure that inventory checks are being made or that staff accounts for missing items.

Although bar code tags are placed on all assets with unique identification numbers for tracking purposes, the division does not own bar code scanning equipment that would facilitate the fixed asset inventory counting process.

Without formal, regular checks to ensure that all assets are in place, the division risks incurring losses.

RECOMMENDATION 2-5:

Obtain bar code scanners and implement procedures that require annual inventory counts.

The fixed asset specialist told the review team that he does not have the time to conduct inventory counts. Considering that this position is also responsible for running the division's print shop, it is not reasonable to expect that the specialist could accomplish routine inventory checks.

However, by using bar code scanning equipment and training other employees to assist with the inventory counting process, these counts could be accomplished annually.

FISCAL IMPACT

The cost associated with this recommendation includes the cost of bar code scanning equipment and an investment of time to train employees on conducting inventory counts. Because counts could be done on a rotating basis, only two to three employees would need to be trained.

The cost for purchasing three bar coding wands and the associated software would be approximately \$3,000.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Obtain Bar Code Scanners and Implement Procedures that Require Annual Inventory Counts	(\$3,000)	\$0	\$0	\$0	\$0

3.0 PURCHASING

3.0 PURCHASING

This chapter provides a summary of the purchasing processes and practices for Charlottesville City Schools (CCS). The three major sections of this chapter are:

- 3.1 Organization and Staffing
- 3.2 Purchasing Processes and Procedures
- 3.3 Cooperative and Collaborative Purchasing

CHAPTER SUMMARY

The MGT consulting team reviewed division policies related to the procurement function, state bidding laws, division bidding procedures and bid documentation files, as well as interviewed management and staff regarding procurement functions. Our findings resulted in three commendations:

- The division's finance department maintains a well run formal bidding process, with documentation that is well organized (**Commendation 3-A**).
- The division's finance department implemented an automated receiving system to improve internal controls as well as to increase efficiency (**Commendation 3-B**).
- CCS's food service department uses cooperative and joint procurement mechanisms to help it to run an efficient and effective operation. (**Commendation 3-C**).

The review also resulted in two recommendations:

- Place more items out for bid to achieve better prices (**Recommendation 3-1**).
- Participate in purchasing cooperatives to reduce the administrative burden of the bidding process and to achieve cost savings for the division (**Recommendation 3-2**).

As part of this efficiency review, CCS staff members were surveyed on their opinions about purchasing. **Exhibit 3-1** shows the results of this survey.

As shown in this exhibit, 71 percent of central office administrators and principals/assistant principals believe that they receive the items they need through the purchasing functions; however, only 43 percent of teachers expressed this view.

Opinions of how user-friendly the division's purchasing process is varied between central office staff and school-based staff. A majority of central office staff (57 percent) responded positively, while only 18 percent disagreed with this statement. However, among the assistant principal and principal group of respondents, 30 percent agreed that the process is easy while 30 percent disagreed. More teachers responded that they disagreed that the process was easy (40 percent), while 30 percent responded that they agreed.

**EXHIBIT 3-1
CHARLOTTESVILLE CITY SCHOOLS
COMPARISON OF RESPONSES WITHIN THE DIVISION
PURCHASING**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
The purchasing department provides me with what I need.	71/4	71/0	43/27
The purchasing process is easy.	57/18	30/30	30/40
Textbooks are distributed to students in a timely manner.	61/0	65/6	51/5
The books and resources in the school library adequately meet the needs of students.	61/0	71/18	66/12
The purchasing department provides me with what I need.	71/4	71/0	43/27
The purchasing process is easy.	57/18	30/30	30/40

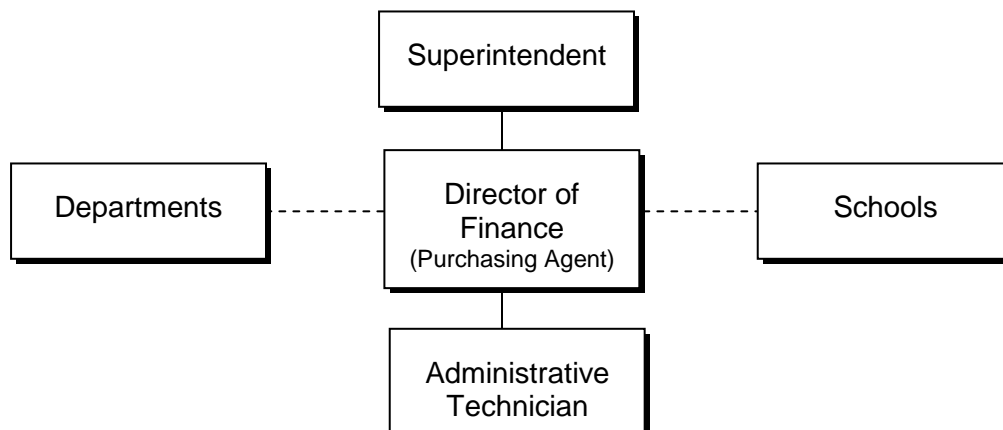
Source: Charlottesville City Schools staff responses to the MGT survey, 2008.

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

3.1 Organization and Staffing

Division purchasing policy DJA states that the superintendent, with the school board's approval, will designate a "qualified employee to serve as the purchasing agent for the Charlottesville City School Board." CCS's director of finance has been designated as the division's purchasing agent, while an administrative technician assists with purchasing responsibilities (**Exhibit 3-2**). Procurement requests initiated by departmental and school-based staff are subject to the purchasing agent's review and approval. This relationship is represented as a dotted line (**Exhibit 3-2**).

**EXHIBIT 3-2
CHARLOTTESVILLE CITY SCHOOLS
PURCHASING ORGANIZATIONAL CHART**



Source: Interviews with CCS finance department staff, October 2008.

3.2 Purchasing Processes and Procedures

Virginia school divisions are required to follow the Virginia Public Procurement Act (VPPA). In CCS, school board policies cover the rules that all division staff are required to follow when procuring goods and services on behalf of the division. These policies are summarized in **Exhibit 3-3**.

**EXHIBIT 3-3
CHARLOTTESVILLE CITY SCHOOLS
PURCHASING POLICIES OVERVIEW**

DOLLAR AMOUNT	PROCUREMENT REQUIREMENT
More than \$50,000	Formal written bids or request for proposals
\$30,000 - \$50,000	Four written quotations from vendors
\$15,000 - \$30,000	Three written quotations from vendors
\$2,500 - \$15,000	Three or more documented proposals (telephone quotes are acceptable)

Source: Charlottesville City Schools, purchasing policy DJ, revised August 16, 2007.

CCS conducts between 10 and 15 bids annually, including bids for food items such as bread and milk for the division’s cafeterias.

CCS maintains no central supply warehouse and no food warehouse. Instead, purchases of supplies and materials are made on a just-in-time (JIT) basis. Similarly, food items needed in the division’s food service operation are delivered directly to cafeteria sites when needed.

The division’s purchasing processes are decentralized at the procurement initiation phase in that department and campus personnel are responsible for submitting a purchase request form to a principal or department manager for approval. Following the

approval of the purchasing request form, a department or campus employee, typically a secretary that has been trained in the operations of the division's financial system, enters the purchase request into the automated accounting system.

The purchasing review and approval process is a centralized process that takes place at the central office. Central office staff runs daily purchase order reports which are reviewed by the assistant superintendent for relevance and need, by the director of finance for adherence to contracts and other financial concerns, and by the coordinator of budget and benefits for proper budget and account coding.

The bidding functions of the division are centralized, with the purchasing agent and the administrative technician handling most of the responsibilities associated with obtaining bids.

FINDING

A review of the division's purchasing files shows that all formal bids and requests for proposals are well organized. All correspondence associated with each bid file, along with documentation of bid advertisement, bid opening, and bid evaluation and award are contained in each file. To aid in the review and evaluation of bids, the administrative technician prepares a summary of vendor responses along with a summary sheet showing products being bid and their prices.

In addition to maintaining paper files, all bid documents are scanned into the department's document database where they can be archived for quick and easy retrieval.

COMMENDATION 3-A:

The division's finance department maintains a well run formal bidding process, with documentation that is well organized.

FINDING

CCS has implemented an automated receiving process.

Sound internal controls require that before payment for a purchase is made, documentation of receipt should be communicated to the accounts payable department. Typically, this communication comes in the form of a paper "receiving" report that is signed by a representative in the receiving department or school to indicate to accounting personnel that items have been received and payment can be made.

Automated receiving systems allow users to enter appropriate information regarding receipt of supplies and equipment directly into the accounting system. Such automated systems convey receiving information to accounts payable staff more quickly and result in less paperwork being transferred between departments.

Accounts payable staff in CCS can quickly review the accounting system to determine which items have not been properly received by user departments. If a school or

department fails to enter their receiving information, accounts payable staff members send them an e-mail as a reminder.

CCS's automated receiving system has greatly improved the efficiency of the accounts payable function.

COMMENDATION 3-B:

The division's finance department implemented an automated receiving system to improve internal controls as well as to increase efficiency.

FINDING

The division may not be bidding as many items as it should. For instance, purchasing staff told the review team that the division does not receive bids for office supplies. Although the bid for instructional supplies contains many items needed for general office supplies, it does not include a comprehensive list of all office supplies needed.

While the division takes advantage of their ability to purchase from state contracts for large items such as copiers and vehicles, these may not always provide the best savings for the division.

The failure to subject more classes of items to the bid process could result in the division paying higher prices than necessary for the procurement of goods and services.

RECOMMENDATION 3-1:

Place more items out for bid to achieve better prices.

The purchasing agent should generate from the accounting system a list of items used and their values by major category such as office supplies and paper. Formal bids should be obtained for items that, in total, amount to \$50,000 or more within a single fiscal year.

FISCAL IMPACT

This recommendation would require more time on the part of the purchasing agent and the administrative technician, but it could result in a greater savings for the division.

3.3 Cooperative and Collaborative Purchasing

The VPPA allows for collaborative or cooperative purchasing. That is, school divisions may purchase from contracts from any state or local government agency, even though the school division did not participate in the request for proposals or the invitation to bid.

Specifically, Section 2.2-4304 of the VPPA states:

Any public body may participate in, sponsor, conduct, or administer a cooperative procurement agreement on behalf of or

in conjunction with one or more other public bodies, or public agencies or institutions or localities of the several states, of the United States or its territories, the District of Columbia, or the U.S. General Services Administration, for the purpose of combining requirements to increase efficiency or reduce administrative expenses in any acquisition of goods and services. Except for contracts for professional services, a public body may purchase from another public body's contract even if it did not participate in the request for proposal or invitation to bid, if the request for proposal or invitation to bid specified that the procurement was being conducted on behalf of other public bodies.

FINDING

CCS's food services department makes use of a joint bidding process with the Albemarle County Public Schools. The joint bidding process includes most items used in the school's cafeterias except for milk and bread, which CCS bids out separately.

In addition, CCS's food services department participates in the United States Department of Agriculture's (USDA) automated system for tracking and ordering commodity food items. The system, Electronic Commodity Ordering System (ECOS), helps member school systems track commodity items it receives from the federal government, in addition to providing the capability of sending those items to food processors to convert them from raw products (such as chicken or cheese) into meal items (such as chicken fingers and pizzas).

In addition to tracking and ordering through the ECOS system, CCS is able to calculate the amount of processed food received from a vendor based on the amount of raw commodity provided for processing. This allows the division to ensure that it is receiving the correct amount of processed food from a processing vendor.

COMMENDATION 3-C:

CCS's food service department uses cooperative and joint procurement mechanisms to help it to run an efficient and effective operation.

FINDING

With the exception of the CCS food services department's participation in a food cooperative, the division does not take advantage of the many purchasing cooperatives available to it.

Participation in purchasing cooperatives allows organizations to share in the administrative burden of advertising for, obtaining, evaluating, and awarding bids. In addition, cooperatives usually have greater purchasing power that allows them to obtain better prices than individual districts.

CCS is possibly losing out on obtaining savings for the items it purchases. At the same time, because of its small staff, participating in purchasing cooperatives could also be beneficial to staff and save time on the bidding process.

The review team identified best practices in the area of cooperative purchasing practices. Clarke County Public Schools (CCPS) in northern Virginia, for example, joins with nearby school divisions and county governments to help generate greater purchasing power during its bidding process. Items that CCPS jointly bids out include instructional and janitorial supplies, roofing services, buses, and tires.

Lancaster County Public Schools (LCPS) participates in Virginia's eVA Electronic Procurement System. This method of cooperative procurement consists of a Web-based purchasing system used by Virginia government. State agencies, colleges, universities and many local governments use eVA to announce bid opportunities, invite bidders, receive quotes, and place orders for goods and services.

There are many opportunities for Virginia school divisions to participate in purchasing cooperatives or "piggyback" off of other existing contracts.

RECOMMENDATION 3-2:

Participate in purchasing cooperatives to reduce the administrative burden of the bidding process and to achieve cost savings for the division.

The CCS purchasing agent should implement a process of using purchasing cooperatives to help reduce the administrative burden of the division in addition to saving the division money.

There are several cooperative options available to the division, including eVA, the Virginia procurement system that allows participants to purchase from a wide selection of pre-bid items.

U.S. Communities Government Purchasing Alliance (U.S. Communities) is a nationwide strategic sourcing program designed by public purchasing professionals for use by government agencies and public-benefit nonprofits throughout the country. School divisions can participate in U.S. Communities at no cost for the procurement of items such as janitorial, office and classroom supplies; office and school furniture; technology equipment; playground and physical education supplies.

Given the ever increasing demands on governmental bodies to increase their efficiency and reduce costs, the Commonwealth of Virginia implemented cooperative purchasing as a strategy to meet these demands. The Virginia Department of Education issued a grant to establish a consortium for cooperative purchasing. The consortium, in turn, issued a request for proposals for a management firm to be responsible for administration of the consortium. Cortez Management Corporation was awarded the bid to manage the purchasing activities of the consortium, and offers a variety of goods available for school divisions to purchase including vehicle parts, custodial supplies, office equipment, vehicles (including automobiles and buses), and copier paper.

FISCAL IMPACT

Implementing this recommendation will require some initial time and effort on the part of the purchasing agent and the administrative technician to research the options available to the district and to implement procedures for using a purchasing cooperative. However, implementation of such systems will most likely result in future time and cost savings for the division.

**4.0 EDUCATION SERVICE
DELIVERY COSTS**

4.0 EDUCATION SERVICE DELIVERY COSTS

This chapter presents findings and recommendations relating to the education service delivery costs of Charlottesville City Schools (CCS). The major sections are as follows:

- 4.1 Organization and Management
- 4.2 Curriculum Management
- 4.3 Special Programs

CHAPTER SUMMARY

The CCS department of curriculum and instruction provides leadership, expertise, and support in the development, integration, implementation, and assessment of curriculum and instructional programs. The curriculum and instruction team works collaboratively with principals, teachers, assistants, and others to design, evaluate, and refine exemplary educational programs and services for students. The team analyzes the essential understandings students must gain, references state standards, directs curriculum writing initiatives, and supports schools with local benchmark assessments. The curriculum and instruction team researches and identifies the best instructional practices for content and program areas. The curriculum and instructional team also designs professional development opportunities that include examining the current curriculum, promoting research-based instructional methods, and highlighting areas of focus.

To further support the instructional program, the CCS department of curriculum and instruction performs an array of services for the division, the schools, and the educators. These include:

- Designing professional development on the division's curriculum, effective instructional strategies, and assessing student achievement.
- Facilitating and guiding new program initiatives.
- Analyzing achievement data to identify program, school, staff and student needs.
- Identifying and facilitating professional development opportunities.
- Initiating and leading divisionwide professional development efforts.
- Overseeing curriculum design and changes to improve curriculum and instruction.
- Organizing and supporting divisionwide activities such as art exhibits, music festivals, and science fairs.
- Observing teachers, offering support, and providing feedback.
- Implementing a textbook adoption process.

- Reviewing instructional resources (books, videos, software, etc.) to determine which are appropriate for classroom use.
- Preparing and publishing informational documents such as brochures and newsletters in their program or curricular areas.
- Applying for and managing grant-funded projects.
- Completing required state and federal reports.
- Responding to requests for information including those from community groups and research questionnaires.

MGT survey results indicate that the majority of respondents strongly agreed or agreed that curriculum and instruction is reflective of best practice. **Exhibit 4-1** shows these survey results.

**EXHIBIT 4-1
CHARLOTTESVILLE CITY SCHOOLS
MGT SURVEY RESULTS
CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
The emphasis on learning in this school division has increased in recent years.	89/4	88/0	65/10
Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	82/11	94/6	71/19
Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	86/7	94/0	68/17
I know who to contact in the central office to assist me with curriculum and instruction matters.	89/0	82/6	67/20
Lessons are organized to meet students' needs.	53/7	88/0	78/8
The curriculum is broad and challenging for most students.	68/11	88/0	72/10
Teachers in our schools know the material they teach.	83/4	94/0	86/3
Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	65/4	83/6	56/7
Teachers have adequate supplies and equipment needed to perform their jobs effectively.	78/4	94/6	62/23
Our division provides curriculum guides for all grades and subject areas.	93/0	94/0	76/12
Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	89/4	82/0	88/3
Our division has effective educational programs for the following:			
Reading and Language Arts	79/7	70/12	69/11
Writing	79/4	59/18	60/17
Mathematics	82/4	77/18	72/5
Science	78/4	65/12	60/9
Social Studies (history or geography)	79/4	53/12	61/12
Foreign Language	54/7	41/6	41/7
Basic Computer Instruction	61/0	36/30	43/18
Advanced Computer Instruction	46/7	12/24	24/12
Music, Art, Drama, and other Fine Arts	82/8	94/0	84/2

**EXHIBIT 4-1 (Continued)
CHARLOTTESVILLE CITY SCHOOLS
MGT SURVEY RESULTS
CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Physical Education	68/4	77/6	66/6
Career and Technical (Vocational) Education	71/11	36/6	39/7
Business Education	54/7	18/12	23/7
The division has effective programs for the following:			
Special Education	71/18	70/6	68/11
Literacy Program	75/7	76/0	65/12
Advanced Placement Program	75/4	65/6	58/2
Drop-out Prevention Program	33/18	29/12	16/21
Summer School Programs	57/22	59/12	49/14
Honors and Gifted Education	78/7	64/0	62/9

Source: Charlottesville City Schools staff responses to the MGT survey, 2008.

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

Key commendations in this chapter include:

- CCS demonstrates an array of exemplary practices for the management of curriculum and instruction (**Commendation 4-A**).
- CCS offers a challenging, rigorous course of study for high achieving students through advanced placement courses and as measured by advanced placement exams and the Scholastic Assessment Test (**Commendation 4-B**).
- The Scholars Program provides opportunity to students who face obstacles to achievement through a continuum of support and ancillary services in fifth through twelfth grade (**Commendation 4-C**).
- The CCS school board, administration, and the community embrace a nationally recognized visual and performing arts program throughout the division (**Commendation 4-D**).

Key recommendations in this chapter include:

- Eliminate the vacant professional development facilitator position (**Recommendation 4-1**).
- Decrease the number of instructional assistants (**Recommendation 4-2**).
- Increase class size (**Recommendation 4-3**).
- Restructure class offerings at Charlottesville High School to decrease multiple levels of study of English, mathematics, science, and social studies, and increase collaborative classes for students with disabilities (**Recommendation 4-4**).
- Develop a consistent format and a divisionwide review process for school improvement plans that align professional development strategies to marshal

fiscal and human resources for achieving school and division goals (Recommendation 4-6).

4.1 Organization and Management

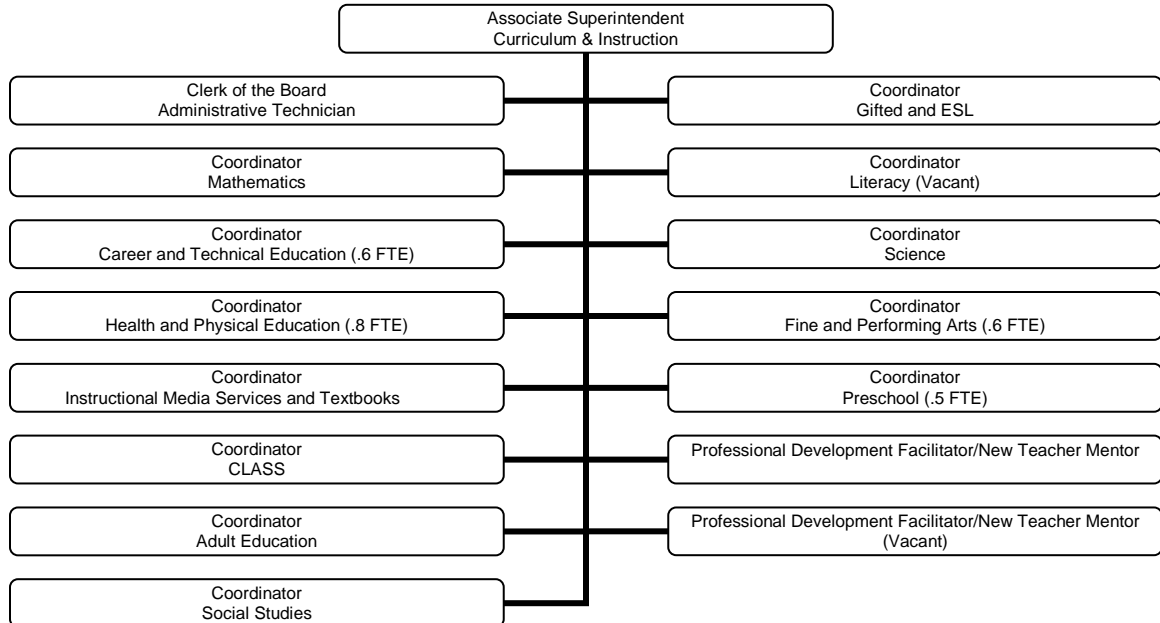
This section of the report reviews the organization and management of the department of curriculum and instruction, as well as the staffing patterns and master schedules within CCS.

FINDING

The department of curriculum and instruction maintains duplicative positions that should be eliminated.

Exhibit 4-2 shows the organizational structure for the department of curriculum and instruction. The associate superintendent has 15 direct reports, including numerous instructional coordinators, professional development facilitators, and the clerk of the board.

**EXHIBIT 4-2
CHARLOTTESVILLE CITY SCHOOLS
CURRICULUM AND INSTRUCTION ORGANIZATIONAL CHART
2007-08 SCHOOL YEAR**



Source: Charlottesville City Schools, department of curriculum and instruction, 2008.

The instructional coordinators serve as the curriculum and instruction team to the schools and have been instrumental in aligning CCS’s curriculum and benchmark assessments with the Virginia Standards of Learning. When comparing CCS to other peer divisions, MGT found a similar organizational structure of instructional support staff in the central office.

The department of curriculum and instruction maintains two professional development facilitator positions, one of which is vacant. In addition to professional development responsibilities, these positions also serve as new teacher mentors. While professional development is a cornerstone to the division's school improvement initiative, the professional development facilitator functions can be maintained by the existing professional development facilitator position. The instructional coordinators in the department of curriculum and instruction share the responsibility for professional development and can continue to do so. School principals also have an important role in the delivery of professional development in the schools. With the elimination of the vacant professional development facilitator position, the division would realize a cost savings.

RECOMMENDATION 4-1:

Eliminate the vacant professional development facilitator position.

The department of curriculum and instruction can realize a cost savings if the vacant professional development facilitator position is eliminated. The elementary principals should continue to mentor first and second year teachers in their respective schools. The existing professional development facilitator should continue current activities of professional development and mentoring of new teachers.

FISCAL IMPACT

The salary for the professional development facilitator position is \$65,000 plus \$21,450 benefits (at 33 percent) for a total salary and benefits of \$86,450. The five-year savings is \$432,500.

RECOMMENDATION	2009-10	2010-11	2011-12	2013-14	2014-15
Eliminate the Professional Development Facilitator Position	\$86,500	\$86,500	\$86,500	\$86,500	\$86,500

FINDING

When compared to peer divisions, CCS is overstaffed for classroom instructional assistant support.

Exhibit 4-3 shows the instructional personnel for CCS and peer divisions. Instructional personnel are identified as classroom instructional assistants and work directly with classroom teachers in classroom instruction. As can be seen, CCS has almost twice the number of classroom instructional support staff when compared to the peer division average. Williamsburg has the closest comparison of instructional support staff, but Williamsburg also has over twice the student enrollment of CCS.

**EXHIBIT 4-3
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
INSTRUCTIONAL SUPPORT PERSONNEL COMPARISON
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Charlottesville	23.60	33.92	14.15	2.00
Winchester	8.05	38.67	2.81	4.00
Williamsburg	5.01	102.79	12.00	6.00
Fredericksburg	6.50	64.75	0.00	1.00
Division Average	10.79	60.03	7.24	3.25

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

The division is also committed to providing classroom instructional assistants in all kindergarten programs. This commitment is reflected in the high number of instructional support staff.

During onsite visits, MGT frequently observed three to four adults in elementary classes of 18 to 22 students. This equates to a student to adult ratio of three to five students per adult. Most consistently, the adults included the classroom teacher, classroom instructional assistant, collaborative teacher, and college intern or school volunteer. In some instances there was an additional one-to-one assistant assigned to a student with a disability.

While it is commendable that CCS prides itself in maintaining a low student-to-teacher ratio, it is also important to note that peer division SOL scores are equal to or better than CCS SOL scores, with the exception of English 2007-08 scores in Winchester. These data are shown in **Exhibits 4-4** and **4-5**. Low student-to-teacher ratios do not always equate to improved student performance.

**EXHIBIT 4-4
CHARLOTTESVILLE CITY SCHOOLS AND PEER DIVISIONS
ENGLISH PERFORMANCE (PERCENTAGE)
2005-06 THROUGH 2007-08 SCHOOL YEARS**

	2005-06			2006-07			2007-08		
	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED
Charlottesville	72	99	1	79	100	0	82	100	0
Winchester	79	100	0	76	100	0	80	100	0
Williamsburg	85	100	0	87	100	0	89	100	0
Fredericksburg	75	99	1	79	100	0	82	100	0
Division Average	78	100	1	80	100	0	83	100	0

Source: Virginia Department of Education, school report card, 2008.

**EXHIBIT 4-5
CHARLOTTESVILLE CITY SCHOOLS AND PEER DIVISIONS
MATHEMATICS PERFORMANCE (PERCENTAGE)
2005-06 THROUGH 2007-08 SCHOOL YEARS**

	2005-06			2006-07			2007-08		
	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED
Charlottesville	65	98	2	76	99	1	78	100	0
Winchester	77	100	0	77	100	0	79	100	0
Williamsburg	75	100	0	81	100	0	85	100	0
Fredericksburg	64	100	0	75	99	1	78	100	0
Division Average	70	100	1	77	100	1	80	100	0

Source: Virginia Department of Education, school report card, 2008.

As CCS plans for a potential budget shortfall, the division should reduce the number of classroom instructional assistants. While the division is committed to a low student-to-adult ratio, the division should be required to decrease the number of classroom instructional assistants and increase the student-to-adult ratio.

RECOMMENDATION 4-2:

Decrease the number of instructional assistants.

While CCS is committed to small class size and low student-to-teacher ratios, the division should reduce the number of classroom instructional assistants. The division should continue to build school-based capacity for classroom instruction and maximize the resources that are available to the division.

FISCAL IMPACT

To more closely align the number of instructional support staff with peer divisions, MGT recommends that CCS reduce the number of classroom instructional assistants by 62 positions (or one-half of the current instructional assistant staff). The total annual cost savings to implement this recommendation is estimated at \$1,319,360. This cost savings is based on a base salary of \$16,000 per position and \$5,280 benefits (at 33 percent) equals \$21,280 salary and benefits times 62 positions equals a total salary and benefits cost savings of \$1,319,360 annually, or \$6,596,800 over five years.

RECOMMENDATION	2009-10	2010-11	2011-12	2013-14	2014-15
Eliminate 62 Instructional Assistant Positions	\$1,319,360	\$1,319,360	\$1,319,360	\$1,319,360	\$1,319,360

FINDING

CCS prides itself on its ability to offer small class sizes for its students and to date has had adequate revenue to sustain a low student-to-teacher ratio. The small class size is commendable, but the division cannot to continue these smaller student-to-teacher ratios due to projected budget shortfalls in public schools throughout Virginia. Further, student achievement in CCS is consistent with or lower than peer comparison divisions, with the exception of English (2007-08) in Winchester. When compared to the Virginia legislative requirements for class size (22.1-253.13:2 Standard 2. Instructional, administrative, and support personnel) there is a significant difference in the actual class size in CCS and required teacher-to-student ratios specified in the Virginia standards.

The Virginia legislative requirements for class size (22.1-253.13:2 Standard 2) specifies that “each school board shall assign licensed instructional personnel in a manner that produces divisionwide ratios of students in average daily membership to full-time equivalent teaching positions that are not greater than the following ratios: 24 to one in kindergarten with no class being larger than 29 students; 24 to one in grades one, two, and three with no class being larger than 30 students; 25 to one in grades four through six with no class being larger than 35 students; and 24 to one in English classes in grades six through 12.”

Exhibit 4-6 shows classes at Walker Upper Elementary School with an enrollment of less than 15 students. These classes do not include self-contained special education, English language learner, or collaborative classes. As shown in **Exhibit 4-6**, the number of sections represents the class periods throughout the day. The actual student enrollment is a duplicated count of students who are enrolled in classes of less than 15 students. The Standard of Quality allowable enrollment documents Virginia’s recommended class enrollment. Based on data shown in the exhibit, there are 67 sections (or class periods) of core academic subjects that are under-enrolled by 1,099 students. This equates to an over-allocation of 7.3 teacher units, based on 24 students per section for language arts, 25 students per section for other subjects, and six sections per teacher.

**EXHIBIT 4-6
CHARLOTTESVILLE CITY SCHOOLS
WALKER UPPER ELEMENTARY SCHOOL
SMALL CLASS SIZE
COMPARED TO VIRGINIA STANDARDS OF QUALITY
2008-09 SCHOOL YEAR**

SUBJECT	NUMBER OF SECTIONS	ACTUAL STUDENT ENROLLMENT	STANDARD OF QUALITY ALLOWABLE ENROLLMENT (25 STUDENTS PER SECTION)	DIFFERENCE (+/-) STUDENT ENROLLMENT AND ALLOWABLE ENROLLMENT	OVER/UNDER TEACHER UNIT ALLOCATION
Language Arts	30	303	720*	-417	2.9
Mathematics	16	174	400	-271	1.5
Science	11	123	275	-152	1.1
Social Studies	10	116	375	-259	1.8
Total	67	716**	1,770	-1,099	7.3

Source: Created by MGT of America, Inc. based on class size data provided by Charlottesville City Public Schools, 2008.

*Twenty-four students allowed in language arts.

**Duplicated count of total students enrolled in classes with less than 15 students.

Exhibit 4-7 shows classes at Buford Middle School with an enrollment of less than 15 students. These classes do not include self-contained special education, English language learner, or collaborative classes. As shown in **Exhibit 4-7**, the number of sections represents the class periods throughout the day. The actual student enrollment is a duplicated count of students who are enrolled in classes of less than 15 students. The Standard of Quality allowable enrollment documents Virginia’s recommended class enrollment. Based on the data shown in the exhibit, there are 54 sections of core academic subjects, under-enrolled by 799 students. This equates to an over-allocation of 5.6 teacher units.

**EXHIBIT 4-7
CHARLOTTESVILLE CITY SCHOOLS
BUFORD MIDDLE SCHOOL
SMALL CLASS SIZE
COMPARED TO VIRGINIA REQUIRED STUDENT-TO-TEACHER RATIO
2008-09 SCHOOL YEAR**

SUBJECT	NUMBER OF SECTIONS	ACTUAL STUDENT ENROLLMENT	STANDARDS OF QUALITY ALLOWABLE ENROLLMENT (25 STUDENTS PER SECTION)	DIFFERENCE (+/-) STUDENT ENROLLMENT AND ALLOWABLE ENROLLMENT	OVER/UNDER TEACHER UNIT ALLOCATION
English	22	229	528*	-299	2.1
Mathematics	14	136	350	-214	1.5
Science	8	89	200	-111	.77
History	10	75	250	-175	1.2
Total	54	529**	1,328	-799	5.6

Source: Created by MGT of America, Inc. based on class size data provided by Charlottesville City Public Schools, 2008.

*Twenty-four students allowed in English.

**Duplicated count of students enrolled in classes with less than 15 students.

CCS could realize a substantial cost savings if the class sizes were increased. The division, however, prides itself on its small class size and may not choose to approach increased class size at this time. This is a decision the superintendent and board will need to make; however, MGT is charged with presenting the division with recommendations that have a potential cost savings.

RECOMMENDATION 4-3:

Increase class size.

As CCS continues to face potential budget shortfall, the superintendent and board should reduce staff by increasing student enrollment in under-enrolled classes. Implementation of this recommendation should come with careful review of curriculum and instruction, as well the potential impact on student achievement. CCS should continue with current practices of special education teach unit allocations based on Virginia regulations, as well as staffing needs for collaborative instruction.

The Southern Association of Colleges and Schools (SACS), Council on Accreditation and School Improvement sites best practices regarding class size:

Instructional quality and student achievement are enhanced when the learning conditions are supported by smaller class sizes. Small class sizes alone, however, may not impact student learning if instructional methods are not aligned with the needs and learning styles of students. Differentiated instruction and effective classroom practices are critical to taking advantage of the more individualized learning environment that smaller classroom sizes afford. Context also plays a role in class size – a science lab and

a swimming class, for example, require different class sizes to maximize the success of students and accomplish class objectives. While it may be tempting to focus discussion and resources on class size, the primary focus for schools should be on improving classroom instruction and providing an environment that best meets the objectives of the class. Quality is about what happens in the classroom and less about how small/big the classroom is.

Emphasizing the importance of what happens in the classroom and the overall context for the class, SACS also recognizes that many schools find it helpful to have reference point for what is generally accepted as good practice with regard to class size. At a minimum, schools should meet state class size requirements. In the absence of such requirements, SACS shares the following practices with regard to maintaining class sizes conducive to student learning:

- 1. Pre-Kindergarten(3 and 4 year olds) maximum of 12 students per class*
- 2. Kindergarten – Grade 1 maximum of 18 students per class*
- 3. Grades 2 and 3 maximum of 20 students per class*
- 4. Grades 4 and 5 maximum of 22 students per class*
- 5. Grades 6 and 12 maximum of 25 students per class*

These practices assume a minimum of one full-time equivalent teacher in each of the class sizes noted above.

The SACS recommended class sizes are consistent with the Virginia Standards of Quality.

FISCAL IMPACT

The fiscal impact associated with this recommendation is estimated to result in a cost savings of \$686,280 per year to the division. To eliminate 12.9 teacher units (7.3 at Walker Upper Elementary and 5.6 at Buford Middle) at a base salary of \$40,000 equals \$516,000 in salaries plus \$170,280 benefits (at 33 percent) equals total salary and benefits of annually \$686,280 or \$3,431,400 over five years.

RECOMMENDATION	2009-10	2010-11	2011-12	2013-14	2014-15
Eliminate 12.9 Teacher Positions	\$686,280	\$686,280	\$686,280	\$686,280	\$686,280

FINDING

The Charlottesville High School master schedule offers a high number of levels of study of core academic courses and too few collaborative classes for students with disabilities.

Exhibits 4-8 through **4-11** show the current enrollment in English, mathematics, science and social studies at Charlottesville High School. As can be seen, there are:

- Three levels of study for ninth grade English.
- Four levels of study for tenth grade English.
- Four levels of study for eleventh grade English.
- Four levels of study for twelfth grade English.
- Three levels of study for algebra.
- Four levels of study for geometry.
- Three levels of study for algebra II.
- Three levels of study for biology.
- Three levels of study for chemistry.
- Three levels of study for earth science.
- Three levels of study for physics.
- Four levels of study for science electives (ecology, dual enrollment, AP biology, and AP chemistry).
- Four levels of study for World History I.
- Four levels of study for World History II.
- Four levels of study for US History.
- Three levels of study for Government.

It can also be seen that:

- Class sizes range from 9.75 students in English 9 to 28.3 in English 9 honors.
- There are only three collaborative English classes, three collaborative math classes, four collaborative science classes, and six collaborative social studies classes for students with disabilities.
- The percentage of students with disabilities in collaborative classes ranges from 30 percent in English 9 to 79 percent in English 10.

While Charlottesville High School offers three to four levels of study for the same course, MGT found that the course syllabi for the various levels of study are generally the same. The difference in the courses is not the content, but rather the rigor and pacing of the instruction; the more basic the class, the less rigorous and slower the pace of instruction. Furthermore, the current class schedule does not adequately offer collaborative classes

in general education for students with disabilities. The lack of collaborative classes limits the opportunity for students with disabilities to participate in the general education classroom and potentially limits their access to the general education curriculum.

CCS could offer fewer levels of study for each course, balance the rigor and pacing of instruction in general education classes, and increase collaborative classes for students with disabilities. This would require eliminating all levels of study of English, mathematics, science, and social studies with the exception of one general core content class, one advanced placement (AP) class, and one dual enrollment class for each core content class, with sufficient sections to accommodate the number of students to be enrolled.

**EXHIBIT 4-8
 CHARLOTTESVILLE CITY SCHOOLS
 CHARLOTTESVILLE HIGH SCHOOL
 ENGLISH COURSE OFFERINGS
 2007-08 SCHOOL YEAR**

COURSE	SECTIONS	COLLABORATIVE SECTIONS	STUDENTS WITH DISABILITIES	STUDENTS WITH DISABILITIES IN COLLABORATIVE	PERCENTAGE OF STUDENTS WITH DISABILITIES IN COLLABORATIVE	STUDENTS WITH DISABILITIES NOT IN COLLABORATIVE	TOTAL STUDENTS	CLASS SIZE
English 9	4	2	12	6	30%	6	39	9.75
English 9 Academic	10	0	17	0	0%	17	149	14.9
English 9 Honors	4	0	0	0	0%	0	109	27.25
English 10 Applied	1	1	16	15	79%	1	19	19
English 10 General	6	0	11	0	0%	11	87	14.5
English 10 Advanced	4	0	4	0	0%	4	79	19.75
English 10 Honors	3	0	0	0	0%	0	85	28.3
English 11/12 Applied	3	0	15	0	0%	15	25	8.3
English 11 General	4	0	8	0	0%	8	62	15.5
English 11 Advanced	7	0	3	0	0%	3	133	19
AP English: Language	3	0	0	0	0%	0	81	27
English 12 General	3	0	8	0	0%	8	54	18
English 12 Advanced	3	0	4	0	0%	4	58	19.3
Dual Enrollment	2	0	0	0	0%	0	51	25.5
AP English: Lit	2	0	0	0	0%	0	45	22.5
TOTAL	59	3	98	21	54%	77	1,076	18.2

Source: Charlottesville City Schools, Charlottesville High School, 2008.

**EXHIBIT 4-9
 CHARLOTTESVILLE CITY SCHOOLS
 CHARLOTTESVILLE HIGH SCHOOL
 MATHEMATICS COURSE OFFERINGS
 2007-08 SCHOOL YEAR**

COURSE	SECTIONS	COLLABORATIVE SECTIONS	STUDENTS WITH DISABILITIES	STUDENTS WITH DISABILITIES IN COLLABORATIVE	PERCENTAGE OF STUDENTS WITH DISABILITIES IN COLLABORATIVE	STUDENTS WITH DISABILITIES NOT IN COLLABORATIVE	TOTAL STUDENTS	CLASS SIZE
Intro to Algebra	4	1	26	12	63%	14	63	15.75
Algebra I	11	2	26	8	23%	18	160	14.5
Algebra I Academic	4	0	6	0	0%	6	78	19.5
Intro to Geometry	5	0	13	0	0%	13	52	10.4
Geometry	7	0	17	0	0%	17	100	14.3
Geometry Academic	4	0	13	0	0%	3	66	16.5
Geometry Honors	3	0	1	0	0%	1	63	21
Algebra II	1	0	1	0	0%	1	14	14
Algebra II Academic	4	0	6	0	0%	6	89	22.25
Algebra II Honors	4	0	1	0	0%	1	103	25.75
TOTAL	47	3	110	20	37%	80	788	16.8

Source: Charlottesville City Schools, Charlottesville High School, 2008.

**EXHIBIT 4-10
 CHARLOTTESVILLE CITY SCHOOLS
 CHARLOTTESVILLE HIGH SCHOOL
 SCIENCE COURSE OFFERINGS
 2007-08 SCHOOL YEAR**

COURSE	SECTIONS	COLLABORATIVE SECTIONS	STUDENTS WITH DISABILITIES	STUDENTS WITH DISABILITIES IN COLLABORATIVE	PERCENTAGE OF STUDENTS WITH DISABILITIES IN COLLABORATIVE	STUDENTS WITH DISABILITIES NOT IN COLLABORATIVE	TOTAL STUDENTS	CLASS SIZE
Biology	6	2	33	23	66%	10	91	15.1
Biology Academic	9	0	16	0	0%	16	172	19.1
Biology Honors	4	0	2	0	0%	2	102	25.5
Chemistry	2	0	3	0	0%	3	20	10
Chemistry Academic	10	0	4	0	0%	4	189	18.9
Chemistry Honors	2	0	1	0	0%	1	38	19
Earth Science	3	0	15	0	0%	15	65	21.7
Earth Science Honors	2	0	3	0	0%	3	50	25
Earth Science Advanced	2	0	2	0	0%	2	39	19.5
Physics	5	2	21	7	25%	14	68	13.6
Physics Academic	3	0	6	0	0%	6	55	18.3
Physics Honors	2	0	1	0	0%	1	52	26
Ecology	4	0	0	0	0%	0	82	20.5
Dual Enrollment: Environ	1	0	0	0	0%	0	15	15
AP Biology	1	0	0	0	0%	0	8	8
AP Chemistry	2	0	0	0	0%	0	28	14
TOTAL	58	4	107	30	56%	77	1,074	18.8

Source: Charlottesville City Schools, Charlottesville High School, 2008.

**EXHIBIT 4-11
 CHARLOTTESVILLE CITY SCHOOLS
 CHARLOTTESVILLE HIGH SCHOOL
 SOCIAL STUDIES COURSE OFFERINGS
 2007-08 SCHOOL YEAR**

COURSE	SECTIONS	COLLABORATIVE SECTIONS	STUDENTS WITH DISABILITIES	STUDENTS WITH DISABILITIES IN COLLABORATIVE	PERCENTAGE OF STUDENTS WITH DISABILITIES IN COLLABORATIVE	STUDENTS WITH DISABILITIES NOT IN COLLABORATIVE	TOTAL STUDENTS	CLASS SIZE
Concepts in World History	2	2	12	12	36%	0	33	16.5
World History I	0	0	0	0	0%	0	0	0
World History I Academic	8	0	16	0	0%	16	152	19
World History I Honors	4	0	3	0	0%	3	110	27.5
World History II Applied	2	2	24	23	82%	1	28	14
World History II	6	0	11	0	0%	11	99	16.5
World History II Advanced	4	0	3	0	0%	3	83	20.75
World History II Honors	3	0	0	0	0%	0	90	30
US History Applied	2	2	10	9	41%	1	22	11
US History	4	0	10	0	0%	10	68	17
US History Advanced	6	0	6	0	0%	6	136	22.7
AP US History	3	0	0	0	0%	0	77	25.7
Government Applied	2	0	18	0	0%	18	23	11.5
Government Academic	7	0	12	0	0%	12	144	20.6
AP Government	3	0	0	0	0%	0	70	23.2
TOTAL	56	6	125	44	53%	81	1,135	19.76

Source: Charlottesville City Schools, Charlottesville High School, 2008.

RECOMMENDATION 4-4:

Restructure class offerings at Charlottesville High School to decrease multiple levels of study of English, mathematics, science, and social studies, and increase collaborative classes for students with disabilities.

CCS should consider restructuring the master schedule at Charlottesville High School. **Exhibit 4-12** through **Exhibit 4-15** provides a restructured schedule. Implementation of this recommendation should result in:

- A reduction of general education core content classes:
 - Nine general education sections of English.
 - Seven general education sections of mathematics.
 - Seven general education sections of science.
 - Seven general education sections of social studies.

- An increase of general education collaborative classes:
 - 13 sections of collaborative English.
 - 16 sections of collaborative mathematics.
 - 12 sections of collaborative science.
 - 12 sections of collaborative social studies.

- A decrease in the average percentage of students with disabilities in collaborative classes:
 - 28 percent in English.
 - 28 percent in mathematics.
 - 27 percent in science.
 - 28 percent in history and government.

- An increase in average class size by approximately three students in English, mathematics, science, history and government, but decrease in the average class size in the majority of AP classes.

- The replacement of six general education teacher units (37 sections divided by 6 sections per teacher equals six teacher units) with six special education teachers units and the reassignment of five existing resource class special education teacher units to collaborative general education classes.

**EXHIBIT 4-12
 CHARLOTTESVILLE CITY SCHOOLS
 CHARLOTTESVILLE HIGH SCHOOL
 PROPOSED ENGLISH COURSE OFFERINGS
 2008-09 SCHOOL YEAR**

COURSE	SECTIONS	COLLABORATIVE SECTIONS	SPED STUDENTS	SPED IN COLLABORATIVE	% SPED IN COLLABORATIVE	SPED NOT IN COLLABORATIVE	TOTAL STUDENTS	CLASS SIZE
English 9	9	5	27	27	29%	0	168	18.7
English 9 Honors	6	0	2	0	0%	2	129	21.5
English 10	8	5	30	30	28%	0	170	21.25
English 10 Honors	4	0	1	0	0%	1	100	25
English 11	11	4	26	26	28%	0	220	20
AP English: Lang	4	0	0	0	0%	0	81	20.25
English 12	4	2	12	12	22%	0	112	23
Dual Enrollment	2	0	0	0	0%	0	51	25.5
AP English: Lit	2	0	0	0	0%	0	45	22.5
TOTAL	50	16	98	92	28%	3	1,076	21.4

Source: Charlottesville City Schools, Charlottesville High School, 2008.

**EXHIBIT 4-13
 CHARLOTTESVILLE CITY SCHOOLS
 CHARLOTTESVILLE HIGH SCHOOL
 PROPOSED MATHEMATICS COURSE OFFERINGS
 2008-09 SCHOOL YEAR**

COURSE	SECTIONS	COLLABORATIVE SECTIONS	SPED STUDENTS	SPED IN COLLABORATIVE	% SPED IN COLLABORATIVE	SPED NOT IN COLLABORATIVE	TOTAL STUDENTS	CLASS SIZE
Intro to Algebra	4	4	26	26	41%	0	63	15.75
Algebra I	12	6	32	32	29%	0	218	18.2
Algebra I Honors	1	0	0	0	0%	0	20	20
Intro to Geometry	3	2	13	13	29%	0	52	17.3
Geometry	8	5	29	29	29%	0	159	19.9
Geometry Honors	3	0	2	0	0%	2	70	23.3
Algebra II	5	1	7	7	34%	0	103	20.6
Algebra II Honors	4	0	1	0	0%	1	103	25.75
TOTAL	40	18	110	107	28%	3	788	19.2

Source: Charlottesville City Schools, Charlottesville High School, 2008.

**EXHIBIT 4-14
 CHARLOTTESVILLE CITY SCHOOLS
 CHARLOTTESVILLE HIGH SCHOOL
 PROPOSED SCIENCE COURSE OFFERINGS
 2008-09 SCHOOL YEAR**

COURSE	SECTIONS	COLLABORATIVE SECTIONS	SPED STUDENTS	SPED IN COLLABORATIVE	% SPED IN COLLABORATIVE	SPED NOT IN COLLABORATIVE	TOTAL STUDENTS	CLASS SIZE
Exploratory Science	3	3	14	14	26%	0	55	16.7
Biology	7	5	33	33	26%	0	168	22.3
Biology Honors	6	0	4	0	0%	4	142	23.7
Chemistry	9	1	7	7	28%	0	197	21.8
Chemistry Honors	3	0	1	0	0%	1	50	16.67
Earth Science	4	3	17	17	24%	0	94	23.5
Earth Science Honors	3	0	3	0	0%	3	60	20
Physics	5	4	26	26	29.50%	0	110	22
Physics Honors	3	0	2	0	0%	2	65	21.7
Ecology	4	0	0	0	0%	0	82	20.5
Dual Enrollment: Environ	1	0	0	0	0%	0	15	15
AP Biology	1	0	0	0	0%	0	8	8
AP Chemistry	2	0	0	0	0%	0	28	14
TOTAL	51	16	107	97	27%	10	1,074	21

Source: Charlottesville City Public Schools, Charlottesville High School, 2008.

**EXHIBIT 4-15
 CHARLOTTESVILLE CITY SCHOOLS
 CHARLOTTESVILLE HIGH SCHOOL
 PROPOSED HISTORY AND GOVERNMENT COURSE OFFERINGS
 2008-09 SCHOOL YEAR**

COURSE	SECTIONS	COLLABORATIVE SECTIONS	SPED STUDENTS	SPED IN COLLABORATIVE	% SPED IN COLLABORATIVE	SPED NOT IN COLLABORATIVE	TOTAL STUDENTS	CLASS SIZE
Concepts in World History	1	1	6	6	26%	0	23	23
World History I	6	3	20	20	22%	0	142	23.6
World History I Honors	5	0	5	0	0%	5	130	26
World History II	9	6	37	37	28%	0	195	21.7
World History II Honors	5	0	1	0	0%	1	105	21
US History	9	4	26	26	28%	0	201	22.6
AP US History	4	0	0	0	0%	0	102	25.6
Government	6	4	30	30	29%	0	142	24
AP Government	4	0	0	0	0%	0	95	24.2
TOTAL	49	18	125	119	28%	6	1,135	22.5

Source: Charlottesville City Schools, Charlottesville High School, 2008.

FISCAL IMPACT

Implementation of this recommendation is revenue neutral. Six general education teacher units should be converted to six special education teacher units. Existing resource class special education teacher units should be reallocated to general education collaborative classes.

4.2 Curriculum Management

The mission of CCS is “personal and academic success for all.”

The vision for the curriculum and instruction team is to “increase student learning through the development and implementation of relevant curricula, the identification of effective instructional resources, and the use of strategies that challenge all students to maximize their potential.

This section of the report reviews the management of curriculum and instruction throughout CCS.

FINDING

Three-year trend data show that student achievement in CCS continues to improve. The department of curriculum and instruction has developed procedures and implemented support services to schools aimed at improving student achievement.

Exhibit 4-16 shows the Adequately Yearly Progress (AYP) rate trend data for reading for 2004-06 through 2007-08 school years. As can be seen, students in every school in the division showed increased test scores in reading. The greatest improvement in reading achievement can be seen at Johnson Elementary, followed by Buford Middle School.

**EXHIBIT 4-16
CHARLOTTESVILLE CITY SCHOOLS
ADEQUATELY YEARLY PROGRESS RATE TREND DATA FOR READING
2005-06 THROUGH 2007-08 SCHOOL YEARS**

SCHOOL	2005-06 SCHOOL YEAR	2006-07 SCHOOL YEAR	2007-08 SCHOOL YEAR	PERCENT CHANGE (+/-) FROM 2005-06 TO 2007-08
Brunley-Moran	85%	82%	86%	+1
Clark	83%	59%	80%	-3
Greenbrier	87%	94%	93%	+6
Jackson-Via	76%	77%	88%	+12
Johnson	68%	89%	91%	+23
Venable	93%	88%	89%	+4
Walker	74%	86%	82%	+8
Buford	56%	68%	76%	+20
Charlottesville High School	82%	84%	85%	+3
Division Average	72%	79%	82%	+10

Source: Charlottesville City Schools, Assessment Report, 2008.

Exhibit 4-17 shows the Adequately Yearly Progress (AYP) rate trend data for mathematics for 2005-06 through 2007-08 school years. As can be seen, students in every school in the division show improved test scores in reading. The greatest improvement in mathematics achievement can be seen at Buford Middle School, followed by Johnson Elementary.

**EXHIBIT 4-17
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
ADEQUATELY YEARLY PROGRESS RATE TREND DATA FOR MATHEMATICS
2005-06 THROUGH 2007-08 SCHOOL YEARS**

SCHOOL	2005-06 SCHOOL YEAR	2006-07 SCHOOL YEAR	2007-08 SCHOOL YEAR	PERCENT CHANGE (+/-) FROM 2005-06 TO 2007-08
Brunley-Moran	81%	90%	84%	+3
Clark	68%	60%	74%	+6
Greenbrier	84%	91%	93%	+9
Jackson-Via	78%	84%	87%	+9
Johnson	67%	87%	94%	+27
Venable	81%	87%	86%	+5
Walker	62%	78%	72%	+10
Buford	51%	69%	80%	+29
Charlottesville High School	74%	77%	80%	+6
Division Average	65%	76%	78%	+13

Source: Charlottesville City Public Schools, Assessment Report, 2008.

The department of curriculum and instruction demonstrates many exemplary practices to improve student achievement, including the division's curriculum and instruction team, Guides for Pacing and Standards, Model Aligned Plans for Success, assessment of

student learning, professional development, Look Fors and Walk-through observation procedures, Intervention and Remediation Guide, and collaborative partnerships.

Curriculum and Instruction Team:

The work of the curriculum and instruction team is anchored by the division's mission. Its goal is to enhance educational cohesion and continuity among all schools in the division and to create a seamless educational experience for students, pre-kindergarten through twelfth grade, supportive of the CCS strategic plan goal to increase academic achievement for all students and close the achievement gap.

The team provides leadership, expertise, and support for the development, integration, implementation, and assessment of curriculum and instructional programs. Staff works collaboratively with principals, teachers, and support staff to design, evaluate, and refine quality educational programs and support services for students.

To further support the instructional program, the curriculum and instruction team performs a wide array of services for the division, the schools, and instructional staff. These include:

- Designing professional development in conjunction with school-based instructional leaders on the division's curriculum, effective instructional strategies, and assessing student achievement.
- Facilitating and guiding new program initiatives.
- Analyzing achievement data to identify program, school, staff and student needs.
- Identifying and facilitating professional development opportunities in conjunction with school principals.
- Initiating and leading divisionwide professional development efforts in conjunction with school principals.
- Overseeing curriculum design and changes to improve curriculum and instruction.
- Organizing and supporting divisionwide activities such as art exhibits, music festivals, and science fairs.
- Observing teachers, offering support, and providing feedback.
- Implementing a textbook adoption process.
- Reviewing instructional resources (books, videos, software) to determine which are appropriate for classroom areas.
- Applying for and managing grant-funded projects.
- Completing required state and federal reports.

- Responding to requests for information including those from community groups and research questionnaires.

Positioning for Success Conferences:

School leadership teams complete a data template, analyze the data, describe areas of focus with measurable goals, and outline strategies to meet the targets. In a conference session, the team presents the information to the superintendent, central office administrators, and instructional and special education coordinators. The school team has the opportunity to identify the support it needs to meet its goals.

Guides for Pacing and Standards:

The Guides for Pacing and Standards (GPS) are documents intended to increase teacher effectiveness in using the Standards of Learning (SOLs) and related materials as teaching tools. The guides make connections between state standards, the curriculum framework, the enhanced scope and sequence, SOL test blueprints, assessment tools, and resource materials. They provide an instructional framework for equitable teaching and learning for all students, including topics and instructional components, instructional time, SOL, text and core program, and assessments for each lesson.

Model Aligned Plans for Success:

Model Aligned Plans for Success (MAPS) are standards-based lesson plans intended to increase teacher effectiveness, particularly for new teachers and substitutes, in using the SOLs and related materials as teaching tools that include critical and creative thinking in daily lessons. Along with the GPS, the lessons provide an instructional framework for equitable teaching and learning for all students.

MAPS are a part of a “comprehensive initiative designed to promote critical, creative, and independent thinking and learning in the classroom.” MAPS assist teachers in:

- Teaching content in such a way that students understand and retain more content.
- Engaging students in thinking deeply.
- Motivating students to take more responsibility for their own learning.
- Focusing on fundamental and powerful concepts that can be generalized as tools for solving real-world problems.
- Enhancing students’ thinking through questioning.
- Distinguishing between categories of questions and asking higher level questions.
- Teaching students to read strategically and analytically.
- Giving students more guided practice for transfer.

- Using concrete examples.
- Illustrating abstract concepts.
- Infusing thinking skills into the general education curriculum.

Ongoing Assessment of Student Learning:

Ongoing assessment of student learning in the classroom is an essential part of effective teaching. Teachers have the option of using a variety of methods to diagnose students’ strengths and needs, plan and adjust instruction, and provide feedback to students and parents.

Formative Assessments Used Throughout CCS to Measure Student Progress	
Authentic assessment tasks	Peer and self-evaluation
Do Nows	Performance-based (student responses, products, and performances)
Graphic organizers	Portfolio
Exit slips	Samples of student work
Frequent sampling of student learning	Tests and quizzes
Informal inventories	

Summative Assessments Used Throughout CCS to Measure Student Progress	
Division term assessments	Standardized tests
Teacher/course unit assessments	Unified language arts expectations for grades kindergarten through sixth
Semester exams	

Assessment Tools Used Throughout CCS to Measure Student Progress	
Advanced placement tests	Ravens Standard Progressive Matrices
Algebra Readiness Diagnostic Test	Scholastic Reading Inventory
Body-of-evidence for English language learners	Scoring rubrics
Cognitive Abilities Test	SOL assessments
English Language Proficiency Test	SOL simulations
Division Term and/or Unit Assessments	Stanford Achievement Test
Language Proficiency Testing System	Test banks
Iowa Algebra Aptitude Test	Virginia Grade Level Assessments
Phonological Awareness Literacy Screening (PALS)	Woodcock-Johnson Achievement Test

Five-year Professional Development Framework:

The division’s mission for professional learning is to “enhance the knowledge, skills, attitudes, and beliefs of all stakeholders necessary to create high levels of learning for all students.”

The framework is based on a set of beliefs that guide the division’s professional development process, including:

- Highly effective professional development is student-focused:
 - Addresses data-identified student needs.

- Is grounded in student work.
- Results in increased student achievement.

- Highly effective professional learning is purposeful and:
 - Relevant (content specific and timely).
 - Research-based.
 - Models instructional strategies.
 - Differentiated.
 - Immediately useable.
 - Engaging.

- Highly effective professional learning cultivates a strong professional culture and:
 - Involves teachers, building and district level administrators.
 - Develops leadership at all levels.
 - Increases professional talk about student learning.
 - Promotes reflective practice.
 - Improves school culture.

- Highly effective professional learning is collaborative, job embedded, and:
 - Continual learning occurs through professional learning communities, coaching, co-teaching, and peer observations.
 - Involves families and the community.
 - Is on-going and sustained.

The five-year professional development framework focuses on the following domains:

- Curriculum, instruction, and assessment.
- Leadership.
- Equity and diversity.
- Professional development structures.

Look Fors and Walk-Through Observation Documents:

The Look Fors document is used by administrators during classroom observations. The document contains key indicators of effective practice for all core subject areas, enhanced core areas, and programmatic areas.

The purpose of the CCS Walk-Through Observation Form is to collect trend data specific to curriculum and pedagogy, which will help determine professional development needs. Observers use the walk-through observation form to focus on the learner and what the learner is doing. Collaborative teams observe specific attributes, such as instructional strategies, to observe during the four to seven minute walk-through. In addition, observation teams record other characteristics of the learning experience including the curriculum, student work, level of student engagement, the type of learning environment, concept development, and lesson assessment and closure.

Intervention and Remediation Guide:

The Intervention and Remediation Guide is a guidance document for schools to use to develop intervention and remediation programs for students. The guide includes a framework of guiding principles; purpose; targeted students; attendance; transportation; resources; materials; and strategies, for intervention and remediation programs; highly qualified staff; salary; student portfolios; professional development; parent involvement; volunteers; snacks; monitoring and support; and end-of-year reporting.

Community Partnerships:

CCS demonstrates extensive partnerships with colleges and universities, local businesses, community and non-profit organizations, and other school divisions. These collaborative partnerships provide invaluable resources and support to CCS and help to off set the overall costs of the delivery of educational services to its students throughout the division.

The department of curriculum and instruction demonstrates many exemplary practices aimed to improve student achievement. These practices are some of the finest curriculum planning and management that MGT has seen in Virginia and throughout the nation

COMMENDATION 4-A:

CCS demonstrates an array of exemplary practices for the management of curriculum and instruction.

FINDING

CCS offers a challenging, rigorous course of study for high achieving students. In 2007, Charlottesville High School was named by Newsweek magazine as one of the best high schools in America.

The Advanced Placement (AP) Program is designed to provide college-level course material to selected high school students and to measure, by performance on a nationally administered standardized examination, the extent to which these students have mastered that material. Scores on the AP examinations range from one to five. Students who demonstrate proficiency at a sufficient level, usually by scoring a three or higher on an examination, may earn credit and/or advanced standing in subject areas from the colleges and universities that they attend.

In 2008, 190 CCS students took a total of 493 AP examinations in 23 different subjects. **Exhibit 4-18** shows the AP program participation and examination scores for 2006-07 through 2007-08 school years. As can be seen there was a slight decrease in student participation, the number of subjects slightly increased, and the percentage of students earning scores of three, four, or five remained constant.

**EXHIBIT 4-18
CHARLOTTESVILLE HIGH SCHOOL
ADVANCED PLACEMENT PROGRAM PARTICIPATION
2006-07 AND 2007-08 SCHOOL YEARS**

YEAR	NUMBER OF CANDIDATES	NUMBER OF EXAMINATIONS	NUMBER OF SUBJECTS	PERCENT EARNING SCORES OF THREE, FOUR, OR FIVE
2007-08	190	493	23	86%
2006-07	201	510	21	86%

Source: Charlottesville City Schools, Assessment Report, 2008.

Many colleges and universities require students to take the Scholastic Assessment Test (SAT) or a similar test as part of the admissions process. SAT scores are useful in making decisions about individual students and assessing their academic preparation. The Charlottesville High School class of 2008 exceeded average SAT scores when compared to Virginia and national scores. These data are shown in **Exhibit 4-19**.

**EXHIBIT 4-19
CHARLOTTESVILLE HIGH SCHOOL
COMPARISON OF SAT SCORES
2007-08 SCHOOL YEAR**

TEST AREA	CHARLOTTESVILLE	VIRGINIA	NATION	COMPARISON TO VIRGINIA	COMPARISON TO NATION
VERBAL	536	511	502	25 Above	34 +
MATH	516	512	515	4 Above	1 +
WRITING	531	499	494	32 Above	37 +
COMBINED	1583	1522	1511	61 Above	74 +

Source: Charlottesville City Schools, Assessment Report, 2008.

The CCS rigorous AP course of study adequately prepares high achieving students for post-secondary education.

COMMENDATION 4-B:

CCS offers a challenging, rigorous course of study for high achieving students through advanced placement courses and as measured by advanced placement exams and the Scholastic Assessment Test.

FINDING

The Scholars Program involves a variety of activities that support and nurture students who demonstrate strong academic potential, but may need encouragement to reach and maintain their goals.

The Scholars Program identifies students who face obstacles to achievement, who may be from underserved populations, who have the potential to participate in advanced placement (AP) courses, and who may be first person in their family to enroll in college..

Students learn to value their academic abilities, to understand that effort is a key component of success, and to support the academic achievement of their peers. The Scholars Program has the potential to increase student subgroup cohort's participation in AP placement courses.

Exhibit 4-20 shows the demographics of students enrolled in AP courses at Charlottesville High School in 2007-08 school year. As can be seen, the majority of students in AP classes are White at 83.51 percent.

**EXHIBIT 4-20
CHARLOTTESVILLE CITY SCHOOLS
ADVANCED PLACEMENT PARTICIPATION BY STUDENT SUBGROUP
2007-08 SCHOOL YEAR**

STUDENT SUBGROUP	NUMBER	PERCENT
Black	15	7.98 %
Hispanic	5	2.66%
White	157	83.51%
Other	11	5.85%
Disadvantaged	11	5.85%
Disabled	6	3.19%
Limited English Proficient	1	0.53%

Source: Charlottesville City Schools, Assessment Report, 2008.

Parent involvement is an integral component of the initiative. In order for the student to be enrolled in the program, the family must support daily school attendance, attend informational sessions, monitor homework, encourage academic excellence, and contact the school or program staff when problems arise.

Through early intervention, the Scholars Program assists each student to become successful academically and socially. In return, these students provide leadership and motivation to other young people in the community. Beginning in fifth grade, the Scholars Program serves as a college-preparatory program for recommended students. In fifth through eighth, participants develop high-level thinking strategies, build organizational skills, receive tutoring, accept homework assistance, and set personal goals with their Scholars Program teachers. Students from the University of Virginia, volunteer tutors, interns, classroom teachers, instructional assistants, and Scholars staff work with students to assure their success.

Charlottesville High School students enrolled in the Scholars Program received individualized services to support them in completing advanced and higher level classes and guide them toward enrollment in a college or university. Services include: close monitoring of attendance and grades; regular communication with parents, teachers, and counselors; teaching study skills; providing homework support; and individualized tutoring. Students participate in extracurricular activities such as peer mediation training, community service, college visits, and problem-solving workshops with students and faculty at the University of Virginia, Darden School of Business. Summer opportunities include job training and academic camps.

COMMENDATION 4-C:

The Scholars Program provides opportunity to students who face obstacles to achievement through a continuum of support and ancillary services in fifth through twelfth grade.

RECOMMENDATION 4-5:

Continue to pursue efforts to increase participation of cohorts of subgroup student populations in college preparatory classes.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. Existing division staff and school volunteers should continue in their current roles for implementation of this recommendation.

FINDING

CCS recognizes the visual and performing arts as an intellectual and aesthetic discipline essential for the complete education of every child.

CCS has received several national accolades for the strength and depth of its fine arts programs. CCS was included along with 90 other school divisions throughout the United States in "Gaining the Arts Advantage – Lessons from School Districts that Value Arts Education." This report, compiled by the President's Committee on the Arts and Humanities and Arts Education Partnership, responds to questions posed by school districts and community leaders throughout the country about public school districts that have made competence in the arts as one of the fundamental purpose of schooling for all their students.

A national survey conducted by a partnership of organizations devoted to music and learning, including the National Association of Music Education and the National School Boards Association) has recently identified CCS as one of the "Best 100 Communities for Music Education in America." Charlottesville was ranked 31st in the nation and first in Virginia for best community for music education. Charlottesville High School was also recently recognized as a "Grammy Signature School" by the National Academy of Recording Arts and Sciences and Target Stores. This award recognized Charlottesville High School as one of the 250 most successful high school music programs in the United States.

The visual and performing arts program in CCS covers a broad range of curricula and activities. It includes a solid foundation of arts education at the elementary level as well as in-depth learning and performing opportunities at the secondary level. It also includes:

- A comprehensive schedule of professional music, theatre, and dance assembly programs geared at each grade level.
- An artist-in-residence program that brings working artists and professionals into the schools; field trips to local museums and concerts.

- An annual divisionwide two-week art exhibit each spring; the publication of a divisionwide anthology of student literary and art work.
- An array of offerings for students gifted in the visual arts.
- A concentrated effort to integrate the arts into other areas of the curriculum.

COMMENDATION 4-D:

The CCS school board, administration, and the community embrace a nationally recognized visual and performing arts program throughout the division.

FINDING

The quality of school improvement plans is inconsistent throughout CCS. The division effectively implements the Positioning for Success initiative, but the school improvement plans are inconsistent with this data-driven process. There is a disconnect between the Positioning for Success initiative and the school improvement planning document. The school improvement plans do not appear to serve as working documents to drive school improvement.

A review of school improvement plans show that the quality of the plans is inconsistent from school to school. For example, Johnson and Venable Elementary school improvement plans do not consistently address:

- Actions that will result from how training will be applied to classroom instruction of students.
- Data analysis of AYP student subgroup population data.
- Measurable goals.
- Clear description of instructional strategies.
- Realistic goals to eliminate all failures.
- Measures of identified success.
- Link of instructional strategies to student achievement.

Examples of well written plans include those at Walker Upper Elementary, Burnley-Moran, and Jackson-Via. The school improvement plans for these schools indicate:

- Strong goals.
- Analysis of student subgroup population data.
- Evidence of strategy implementation that is linked to student achievement.

While schools continue to document improved student achievement, the school improvement plans should accurately reflect the school goals, data analysis, and

instructional strategies with a clear linkage to student achievement. Further, the school improvement plan format should be consistent throughout the division.

RECOMMENDATION 4-6:

Develop a consistent format and a divisionwide review process for school improvement plans that align professional development strategies to marshal fiscal and human resources for achieving school and division goals.

The department of curriculum and instruction should develop a process for reviewing and providing feedback to schools regarding school improvement plans. The school improvement plans should be further aligned to professional development in instructional strategies aimed to improve achievement of all students. (Refer to **Chapter 9.0, Recommendation 9-5** regarding technology-related strategies for school improvement plans).

Exhibit 4-21 is an example of a guide for creating school improvement plans that was developed by Roanoke City Schools.

EXHIBIT 4-21
EXAMPLE OF SCHOOL IMPROVEMENT PLANNING GUIDE REQUIREMENTS

- Develop or revise plan no later than three months after identification.
- Must develop or revise plan in consultation with parents, school staff, school division, and outside experts.
- Must cover a two-year period.
- Must incorporate strategies based on scientifically based research that will strengthen the core academic subjects in the school and address the specific issues that caused the school to be identified for school improvement.
- Adopt policies and practices concerning the core academic subjects that have the greatest likelihood of ensuring that all groups will meet AYP.
- Provide an assurance that the school will offer high-quality professional development that that:
 - Directly addresses the academic achievement problem that caused the school to be identified.
 - Is provided in a manner that affords increased opportunity for participation.
- Establish specific, annual, measurable objectives for continuous, substantial progress by each group of students to ensure AYP targets are met.
- Describe how the school will provide written notice about the school improvement (AYP) status to parents of each student enrolled in the school.
- Include strategies to promote effective parental involvement.
- Incorporate, as appropriate, activities during the school day, before school, after school, during the summer, and during any extension of the school year.
- Incorporate a teacher mentoring program.
- Must include professional development activities that:
 - improve and increase teachers' knowledge of the academic subjects they teach and enable them to become highly qualified.
 - are an integral part of broad schoolwide and districtwide educational improvement plans.
 - give teachers, principals, and administrators the knowledge and skills to provide students with the opportunity to meet challenging standards.
 - improve classroom management skills.
 - are high quality, sustained, intensive, and classroom-focused.
 - are not one-day or short-term workshops or conferences.
 - support the recruiting, hiring, and training of highly qualified teachers.
 - advance teacher understanding of effective strategies.
 - are developed with extensive participation of teachers, principals, parents and administrators.
 - are designed to give teachers of limited English proficient children, and other teachers and instructional staff, the knowledge and skills to provide instruction to ELL students.
 - to the extent appropriate, provide training for teachers and principals in the use of technology and technology applications.
 - provide instruction in methods of teaching students with special needs.
 - include instruction in the use of data and assessments to inform and instruct.

Source: Roanoke City Schools, 2006.

FISCAL IMPACT

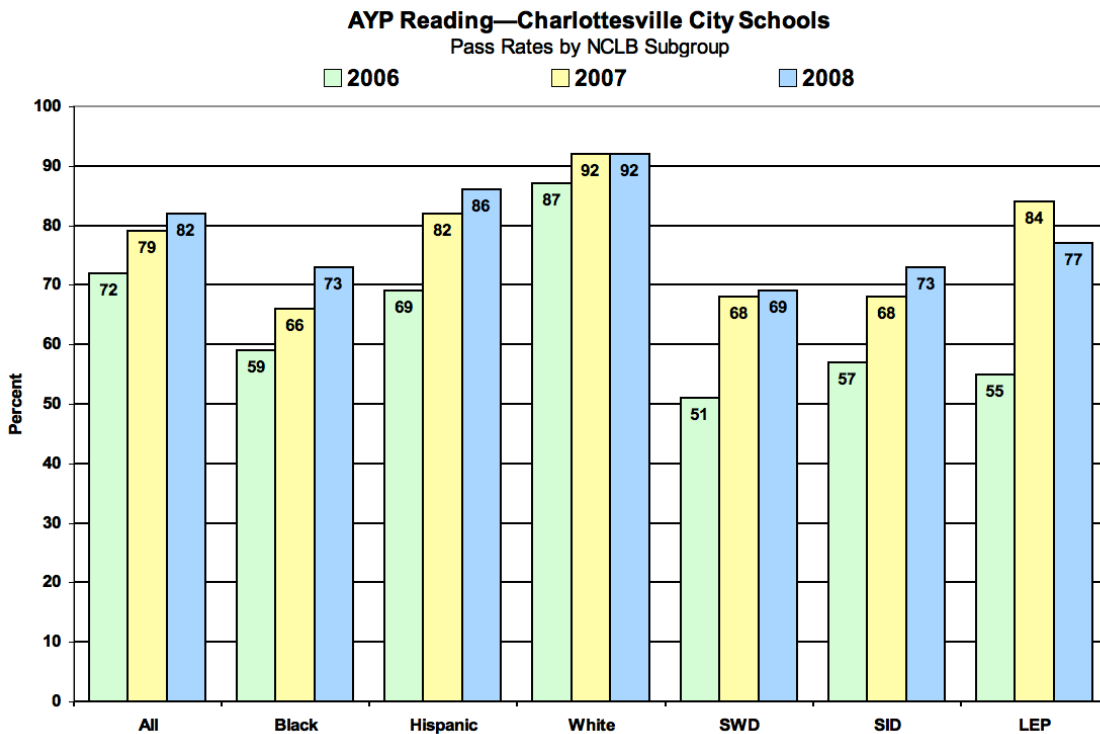
The implementation of this recommendation can occur with existing resources and staff in the department of curriculum and instruction and the schools. MGT estimates a minimum of 10 hours of staff development regarding the implementation of this recommendation.

FINDING

CCS did not make Adequate Yearly Progress (AYP) in 2007-08 school year due to the under-performance of subgroup cohorts of students. Based on student achievement data, students who are Black and limited English proficient did not meet the AYP requirements in mathematics. Students who are Black and disadvantaged met AYP in reading due to reduction of the failure rate by at least 10 percent; students who are disadvantaged met AYP in mathematics due to reduction of the failure rate by at least 10 percent (Safe Harbor).

Exhibit 4-22 shows the AYP reading subgroup trend information for 2005-06 through 2007-08 school years. As can be seen, all student subgroups are making academic gains. The lowest achieving student subgroups are Black, disabled, or disadvantaged.

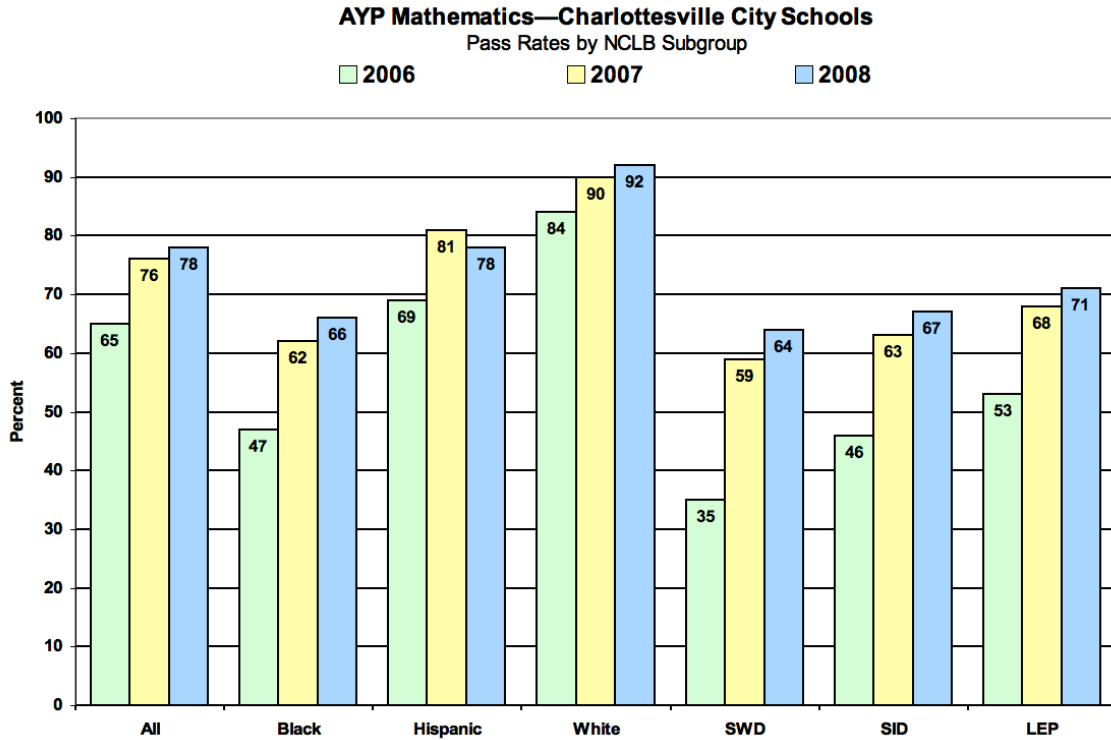
**EXHIBIT 4-22
CHARLOTTESVILLE CITY SCHOOLS
ADEQUATE YEARLY PROGRESS READING SUBGROUP TREND INFORMATION
2005-06 THROUGH 2007-08 SCHOOL YEAR**



Source: Charlottesville City Schools, Assessment Report, 2008.
Key: SWD – Students with disabilities; SID – Students identified as disadvantaged; LEP – Limited English proficient.

Exhibit 4-23 shows the AYP mathematics subgroup trend information for 2005-06 through 2007-08 school years. As can be seen, all student subgroups are making academic gains. The lowest achieving student subgroups are Black, disabled, or disadvantaged.

**EXHIBIT 4-23
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
ADEQUATELY YEARLY PROGRESS MATHEMATICS SUBGROUP TREND
INFORMATION
2005-06 THROUGH 2007-08 SCHOOL YEAR**



Source: Charlottesville City Schools, Assessment Report, 2008.
Key: SWD – Students with disabilities; SID – Students identified as disadvantaged; LEP – Limited English proficient.

Exhibit 4-24 shows the fail percentage rate by cohort as measured by the SOLs and end of course assessments. As can be seen the greatest achievement gap exists with students who are Black, disadvantaged, or disabled.

**EXHIBIT 4-24
CHARLOTTESVILLE CITY SCHOOLS
STANDARDS OF LEARNING AND END-OF-COURSE ASSESSMENTS
FAIL PERCENTAGE RATE BY COHORT
2007-08 SCHOOL YEAR**

SUBJECT	COHORT	GRADE 3	GRADE 4	GRADE 5	GRADE 6	GRADE 7	GRADE 8	GRADE 9-12
Reading	All	15.4	9.8	20.1	15.5	19.1	31.2	24.9
	Black	22.7	17.1	30.5	22.6	29.6	48.1	38.1
	White	7.8	4.5	7.6	7.3	8.9	11.7	6.5
	Hispanic	6.7	0.0	46.2	7.1	*	45.5	27.3
	Disadvantaged	21.9	15.0	31.2	21.6	31.8	47.8	41.9
	Disabled	31.8	21.4	15.7	18.5	18.4	32.5	53.1
	Limited English Proficient	17.1	8.3	33.3	20.8	34.8	41.4	52.2
Mathematics	All	14.5	16.7	23.1	32.8	30.0	21.4	29.0
	Black	25.5	24.6	39.1	47.4	44.0	30.1	42.1
	White	4.5	6.3	5.9	14.6	13.5	10.8	12.0
	Hispanic	6.7	14.3	30.8	21.4	*	27.3	43.8
	Disadvantaged	23.3	28.0	35.9	44.7	50.4	33.5	39.8
	Disabled	30.6	11.9	31.4	37.0	21.1	27.5	41.7
	Limited English Proficient	17.5	20.5	40.6	29.6	60.9	41.4	51.3

Source: Created by MGT of America, Inc. using student performance data provided by the Charlottesville City Schools, department of curriculum and instruction, 2008.

*Information is not reported when the Tested Cohort is less than 10.

CCS has an array of intervention programs that are offered during the school day, before school, after school, evening school, or Saturday school. Each school in the division specifies the intervention programs that are to be implemented at the school. Examples of instructional strategies and intervention programs include:

- Peer conferencing.
- Cooperative learning.
- Small group instruction.
- One-to-one instruction.
- Technology-based lessons.
- Differentiation of instruction (content, process, and product) based on student needs and learning styles.
- Multi-sensory instruction.
- Re-teaching for mastery
- Student choice.
- Exit slips.

- Graphic organizers.
- Visuals.
- Questioning strategies that probe for deeper understanding.
- Interactive note taking.
- Manipulatives.
- Marzano high yield strategies
- Flexible grouping.
- Frequent assessment.
- Home-school communication and connection.
- Inclusive practices.

With increasing emphasis on closing the achievement gap of student subgroup cohorts, it is necessary for the division to ensure that the intervention programs that are in place can effectively demonstrate improved achievement of chronically underachieving student subgroup cohorts. Greater emphasis must be placed on evaluating the intervention programs, techniques, and strategies as determined by improved student outcomes. The emphasis on continuing to provide systematic and explicit instruction to underachieving students must continue. (Refer to **Chapter 5.0** regarding the Response to Intervention initiative.)

RECOMMENDATION 4-7:

Evaluate the effectiveness of intervention programs as determined by improved student outcomes.

The division should evaluate the intervention programs currently in place at the schools and determine those that demonstrate the greatest improvement in student achievement. Further, the division should eliminate those intervention programs that do not yield positive results. The division should continue to move forward with the Response to Intervention initiative aimed at alleviating deficit skills prior to referral for special education and closing the achievement gaps of student subgroup cohorts.

FISCAL IMPACT

There is no additional cost associated with this recommendation. This recommendation can be implemented by existing staff and using existing resources and achievement data.

RECOMMENDATION 4-8:

Continue to provide systematic and explicit instruction for students who are underachieving and continue to narrow the achievement gap among student subgroup cohorts.

The division should continue to provide intensive interventions to students who are underachieving. Emphasis should continue to be placed on monitoring the performance of the most at-risk student populations, including those who are Black, disabled, and disadvantaged.

FISCAL IMPACT

There is no additional cost associated with this recommendation. This recommendation can be implemented by existing staff and using existing resources and achievement data.

4.3 Special Programs

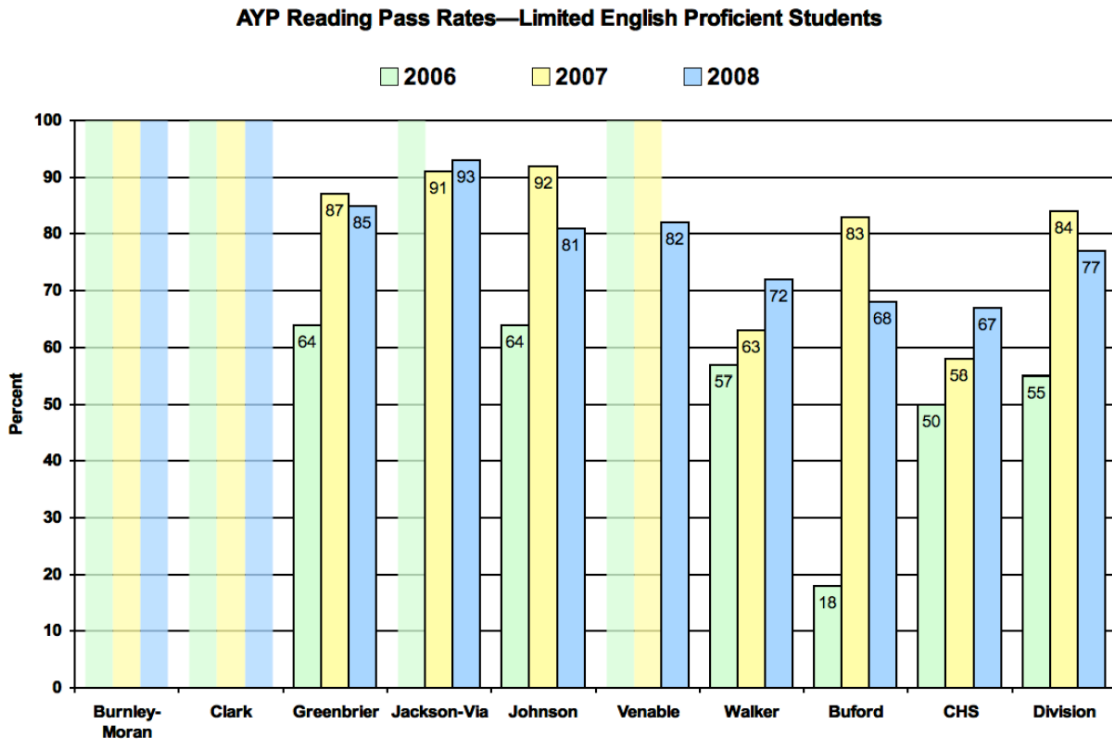
This section of the report reviews special programs for specific student populations. Programs for English language learners, gifted education, and career and technical education are reviewed.

FINDING

CCS provides a comprehensive continuum of instructional and support services for students who are limited English proficient.

Exhibit 4-25 and **Exhibit 4-26** show the AYP pass rates for students attending CCS with limited English proficiency in reading and mathematics, respectively. As can be seen, the overall achievement of English language learners continues to improve. These data are particularly significant because 53 percent of the division's English language learners are classified as Level 1 or Level 2 of English proficiency, meaning the students speak little to no English at the time of enrollment in CCS.

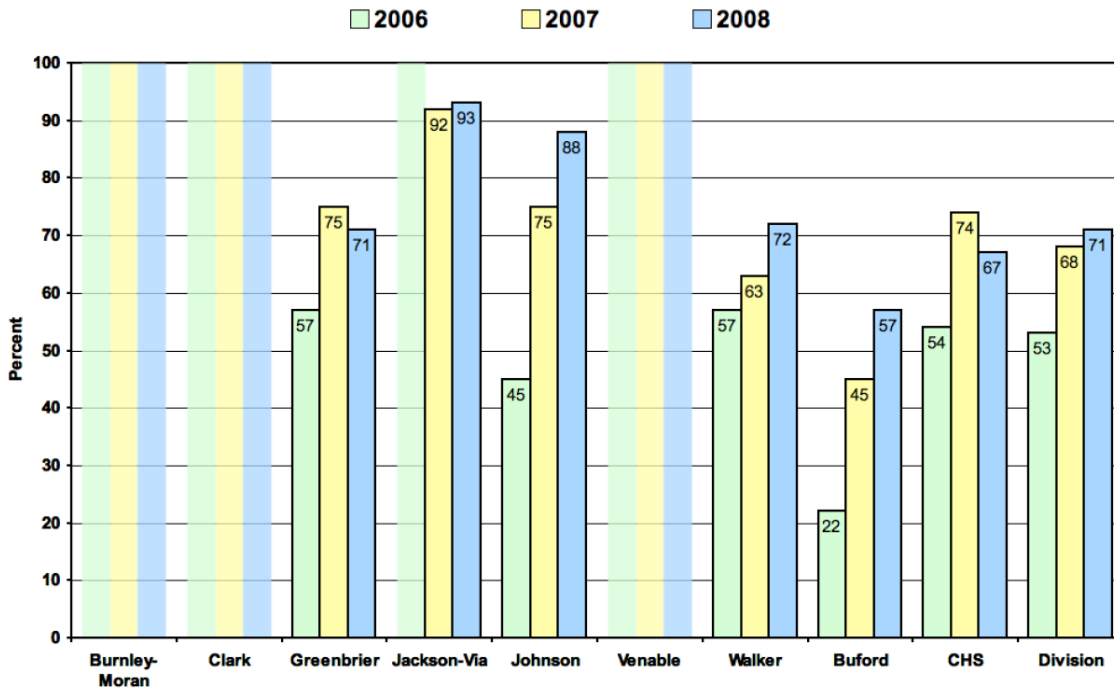
**EXHIBIT 4-25
 CHARLOTTESVILLE CITY SCHOOLS
 ADEQUATE YEARLY PROGRESS READING PASS RATES FOR
 ENGLISH LANGUAGE LEARNERS
 2007-08 SCHOOL YEAR**



Source: Charlottesville City Schools, Assessment Report, 2008.

**EXHIBIT 4-26
CHARLOTTESVILLE CITY SCHOOLS
ADEQUATE YEARLY PROGRESS MATHEMATICS PASS RATES FOR
ENGLISH LANGUAGE LEARNERS
2007-08 SCHOOL YEAR**

AYP Mathematics Pass Rates—Limited English Proficient Students



Source: Charlottesville City Schools, Assessment Report, 2008.

The English as a Second Language (ESL) program is designed to teach English to non-native speakers so that they can acquire the language and communication skills necessary to participate successfully in the general education classroom from kindergarten through grade twelve. The ESL population includes refugees, immigrants, and children of staff affiliated with the University of Virginia.

The ESL program is designed to help students develop proficiency in listening, speaking, reading, and writing in the English language as well as to assist students in adapting to a new culture. Language and culture taught in the program reinforce skills and concepts taught in all areas of the general education curriculum. Instruction designed to meet the needs of students at various English proficiency levels is offered in all schools, and includes all linguistic minority groups.

Eligible limited English proficient (LEP) students are provided with instructional support to build sufficient English skills to function effectively in general education classes and adjust to the local school system. They are assigned to programs based on their level of native-language literacy, academic level and level of English literacy. Opportunities are designed to assist students from a variety of educational backgrounds and to help students improve English proficiency and progress in all academic areas. A comprehensive continuum of services is offered to ESL students in CCS.

The division also maintains collaborative partnerships with Albemarle County Public Schools, Center for the Liberal Arts at the University of Virginia, International Rescue Committee, and the International Family Clinic at the University of Virginia hospital.

While the division is faced with multiple challenges of providing educational services to the ESL population, the department of curriculum and instruction is committed to the provision of a high-quality, comprehensive service delivery program for students of other languages.

COMMENDATION 4-E:

The English language learner program offers a continuum of comprehensive instructional and support services to students with limited English proficiency.

FINDING

The Gifted Education Plan documents a mission, goals, and objectives consistent with high-quality gifted education programs. The participation in AP courses and high AP and SAT test scores reflect the division's commitment to enriched, differentiated, and accelerated course of study for its students. (Refer to **Exhibits 4-18** and **4-19** for student performance data.)

The mission of the gifted education program is to “provide a continuum of differentiated educational opportunities to challenge and support Charlottesville’s gifted students, kindergarten through twelfth grade. The full development of gifted students depends, in part, upon hiring qualified personnel, providing skillful instruction, promoting collaborative efforts, and offering appropriate support services.”

The goals of the gifted education program include:

- Identify a more diverse group of gifted learners through improved screening and identification procedures.
- Provide quality teaching and learning that is responsive to gifted students’ abilities and learning needs in every classroom and enhances their academic potential.
- Support the development of curriculum that provides challenging learning experiences commensurate with the needs and interests of gifted students.
- Provide systematic teacher training that focuses on the cognitive and affective needs of gifted learners and develops competence in instructional differentiation.
- Enrich and expand parent and community awareness and understanding of gifted education, especially in the academic and creative arenas.

Sample objectives of the gifted education program include:

- By June 2010, the percentage of:
 - Non-white students identified for the gifted education program will increase from 23.82 percent.
 - Students receiving meals benefits identified for the gifted education program will increase from 12.79 percent.
- By June 2011, all teachers in the core content areas will have access to differentiated curricula that integrate high-level thinking and student-centered learning with SOL expectations.

The division’s curriculum for gifted learners is designed using the “Concept-Based Curriculum” model (Erickson) and the “Understanding by Design” model (Wiggins and McTighe). Throughout the design process, teachers integrate the principles of differentiation. Models such as “The Parallel Curriculum” (Tomlinson et al.) guide teachers in modifying the learning experience adjustments to curricular content, learning processes, and student products. Attention to the academic rigor, complexity, and abstractness are also integral to the design process.

Differentiated curricula for elementary students are available through enriched and accelerated content, inquiry-based learning, in-depth study, flexible grouping, and continued assessment and adaptation. With the immersion of differentiation throughout the general education curriculum, all students have access to these research-based instructional practices. In addition, accelerated curricula for middle and high school students offers differentiated course expectations, independent study, the Advanced Placement program, dual enrollment course, and dual credit courses. Advanced Placement, dual enrollment, and dual credit courses are based on an acceleration model, where students who successfully complete specified requirements may be eligible for college credit.

COMMENDATION 4-F:

The gifted education program offers a research-based curricula model that supports enriched, differentiated, and accelerated courses for students.

FINDING

Career and technical education is offered at the middle school, high school, and at the Charlottesville-Albemarle Technical Education Center (CATEC). The data show career and technical education programs offered at CATEC are under-enrolled.

Career and technical courses are also provided at Buford Middle School and Charlottesville High School provides sequences of career-related courses designed to help students develop skills needed for entry-level employment, advanced technical training programs, and continuing education on the college and university level. Elective courses in program areas of Business and Information Technology, Marketing Education, Technology Education, Family and Consumer Sciences, Trade and Industrial

Education, and Health and Medical Sciences focus on helping students develop 21st century job skills such as proficiency in computer technology, information acquisition and processing, problem solving, teamwork, and effective communication skills. Career and technical education courses are designed to enhance and support the academic curriculum while reinforcing the Standards of Learning established for English, mathematics, science and social studies.

The CATEC school board approved a comprehensive three-year strategic action plan to address the needs of Charlottesville schools, students, and community. The plan focuses on developing an extensive relationship with businesses to create opportunities for students to develop workplace skills and career options.

Students attending CATEC receive comprehensive technical instruction in preparation for the workforce. The instructors are industry and state certified and offer training in Audio, Media and Communications; Automotive Technology; Engineering and Construction; Health Sciences; Legal and Protective Services; Service Industries; and Agriculture and Natural Resources. Each of these programs holds industry certification.

The division and community hold CATEC in high regard. The programs and courses offered at CATEC are nationally certified and are of high quality. However, The CCS contract with CATEC for 2008-09 school year is \$720,594. The current enrollment of CCS students at CATEC is 75. This equates to an average cost per student of \$9,608. CCS is not adequately utilizing the resources available for its students at CATEC and is also realizing a high cost for career and technical education.

RECOMMENDATION 4-9:

Explore opportunities to increase the enrollment of CCS students and better utilize the career and technical education training at the Charlottesville-Albemarle Technical Education Center.

The division should explore opportunities to increase the enrollment of CCS students at the Charlottesville-Albemarle Technical Education Center. The Center is under-utilized, resulting in higher costs to the division. The superintendent should work with community collaborative partners, guidance counselors, and parents to develop a plan for increased enrollment.

FISCAL IMPACT

A quantifiable fiscal impact cannot be determined; however, the implementation of this recommendation should result in cost efficiencies for CCS.

5.0 SPECIAL EDUCATION

5.0 SPECIAL EDUCATION

This chapter examines adherence to state and federal requirements of the *Individuals with Disabilities Education Improvement Act of 2004* (IDEA) and the *No Child Left Behind Act of 2001* (NCLB) by Charlottesville City Schools (CCS). Findings, commendations, and recommendations regarding special education are presented in the following sections:

- 5.1 Organization and Management
- 5.2 Service Delivery

CHAPTER SUMMARY

CCS adheres to the rules and regulations of NCLB, IDEA, and the Regulations Governing Special Education Programs for Children with Disabilities in Virginia.

IDEA defines special education as specially designed instruction, at no cost to the child's parents, to meet the unique needs of a student with disabilities [20 U.S.C., sec 1401 (25)]. A student is eligible for special education and related services if the student has a disability as identified by IDEA and therefore needs specially designed instruction, including zero reject, nondiscriminatory evaluation, appropriate education, least restrictive environment, procedural due process, and parental and student participation.

IDEA 2004 requires the Virginia Department of Education (VDOE) to publicly report on state and school division-level data, and whether state and school divisions meet targets for improved performance of students with disabilities in accordance with the state's special education State Performance Plan.

NCLB requires state and local education agencies to demonstrate progress from year to year in raising the percentage of students who are proficient in reading and mathematics, and to close the achievement gap of subgroups of students, including those with disabilities.

Section 8 VAC 20-80-60 of the Regulations Governing Special Education Programs for Children with Disabilities in Virginia requires that school divisions provide free appropriate public education (FAPE). The Virginia Department of Education's document, *A Parent's Guide to Special Education*, defines FAPE as special education and related services that:

- Are provided at public expense, under public supervision and direction, and without charge.
- Meet the requirements of the Virginia Board of Education.
- Include preschool, elementary school, middle school, or secondary school education in the state.
- Are provided in keeping with an individualized educational program (IEP).

CCS has a variety of programs and services to meet the instructional and related services needs of students with disabilities. The department of special education

provides leadership and expertise in the oversight and monitoring of special education and related services for students with disabilities. The majority of students with disabilities participate in the general education course of study and in state and local assessments.

The key commendations in this chapter include:

- CCS is commended for maximizing Medicaid reimbursements to offset the costs of special education and related services for students with disabilities (**Commendation 5-A**).
- CCS is commended for the effective and timely implementation of the special education processes for referral, assessment, identification, and placement of students with disabilities (**Commendation 5-C**).
- CCS is commended for its active and effective Special Education Advisory Committee (**Commendation 5-E**).

The key recommendations in this chapter include:

- Transfer the department of special education to the department of curriculum and instruction (**Recommendation 5-1**).
- Continue to develop and implement a Systems of Care approach in conjunction with other community service providers to offer multi-agency interventions for children and youth, reduce residential placements, and decrease costs to the division (**Recommendation 5-2**).
- Continue to integrate disability-related learning strategies and differentiated instruction into the general education curriculum and to provide ongoing professional development to teachers and staff based on identified needs. (**Recommendation 5-4**).
- Develop, provide staff development, and implement a Response to Intervention approach to research-based intervention strategies that have proven successful for all students, particularly with student subgroup cohorts who are over-represented and receiving special education services (**Recommendation 5-5**).

5.1 Organization and Management

A cost-effective special education service delivery system is one that is accountable for student achievement without unnecessary expenditures. For effective management of special education services to occur, planning and budgeting must be interrelated. In addition, the school division must have a clearly focused mission that is supported by measurable goals and objectives. It is critical to ensure that equitable programs are available to students, regardless of the school they attend, and that processes are streamlined and focused in the most effective and efficient manner.

Exhibit 5-1 shows the MGT survey results regarding special education. As can be seen, the majority of survey respondents agreed or strongly agreed that CCS special education services are effective. The majority of central office administrators do not believe that special education teachers receive adequate staff development in cooperative planning and instruction.

**EXHIBIT 5-1
CHARLOTTESVILLE CITY SCHOOLS
SPECIAL EDUCATION
COMPARISON OF RESPONSES WITHIN THE DIVISION
2007-08 SCHOOL YEAR**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
There is generally cooperation and collaboration regarding special education issues in our school division.	58/22	71/6	56/15
The evaluation and eligibility determination process for special education is timely and comprehensive.	46/4	77/12	55/16
Special education teachers receive adequate staff development in cooperative planning and instruction.	22/25	53/12	30/22

Source: Charlottesville City Schools staff responses to the MGT survey, 2008.

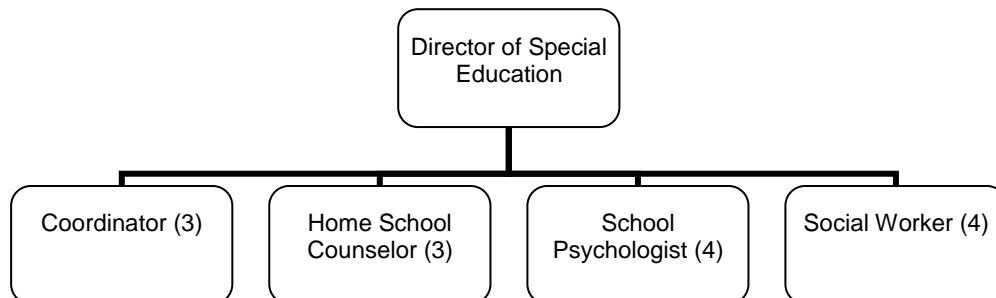
¹Percentage responding *Agree* or *Strongly Agree* / Percentage responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

FINDING

The current structure of the department of special education should be reorganized to maximize its efficiency and effectiveness. Greater emphasis needs to be placed on increased collaboration with general education aimed at improving academic achievement of students with disabilities.

Exhibit 5-2 shows the organizational structure of the department of special education. As can be seen, the department of special education maintains one Director, three coordinators, three home school counselors, four school psychologists, and four social workers.

**EXHIBIT 5-2
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
DEPARTMENT OF SPECIAL EDUCATION
CURRENT ORGANIZATIONAL STRUCTURE**



Source: Charlottesville City Schools, department of special education, 2008.

The director of special education reports directly to the superintendent. The staff in the department of special education has begun to work more collaboratively with the department of curriculum and instruction, but greater emphasis is needed in creating a stronger link between special education and general education. While the academic achievement of students with disabilities is improving, these students continue to lag behind their peers in core academic subjects, as measured by the Virginia Standards of Learning. (Refer to **Chapter 4.0**.)

The VDOE Special Education Performance Report (2006-07) indicates deficiencies in the academic performance of students with disabilities including successful high school graduation, proficiency rates in reading and mathematics, and inclusive education with exposure to the general education curriculum. These indicators reflect a need for increased collaboration between general education and special education. This emphasis begins with the leadership within the central office, followed by school-based leadership, through collaborative practices in inclusive classrooms, improved professional development in the areas of curriculum content, learning strategies, and accommodations for student with disabilities. The current parallel curricula efforts in the departments of curriculum and instruction and special education do not represent a consistent collaborative approach to improved achievement of all students, including those with disabilities. Greater emphasis can be placed on the link between quality core content instruction for students with disabilities from the general education content specialists and the integration of learning strategies and accommodations from the special education staff. Further, an improved collaborative approach can better demonstrate the expertise of general and special education experts in a unified approach to school support and technical assistance.

Under the state and federal requirements of IDEA, the emphasis on the general education curriculum is critical. Communications and greater collaboration can occur if the department of special education is transferred to the department of curriculum and instruction with direct report to the associate superintendent for curriculum and instruction. Such emphasis should include student access to the general education curriculum; professional development for teachers of special education in general education content; professional development for teachers of general education in

accommodations to the curriculum and learning strategies for students with disabilities; and effective collaborative instructional models.

When compared to peer divisions, the CCS department of special education maintains approximately one coordinator position more than peer divisions. The responsibilities of the CCS special education coordinator positions also exceed those of peer comparison coordinator positions. The CCS special education coordinator positions not only oversee special education services, but also are responsible for student services functions of child study team, development and implementation of Response to Intervention (Rtl), and the Charlottesville Systems of Care. Further, the department of special education does not maintain a coordinator of student services or lead positions for school psychology, social work, or guidance. **Exhibit 5-3** shows this comparison. As can be seen, each of the divisions maintains one director position. The division average number of coordinator positions is 1.6.

Traditionally, special education administrators oversee compliance and monitoring of special education services. The department of special education has demonstrated its ability to ensure compliance with state and federal programs. With the recent revision of the *Special Education Policies and Procedures Manual*, school administrators or their designees should assume greater responsibility for school-based compliance of special education. Further, the curricular and instructional functions currently in the department of special education are better aligned with curriculum content specialists in the department of curriculum and instruction.

If the department of special education is transferred to the department of curriculum and instruction, greater emphasis can be placed on collaborative professional development and support to schools. Special education coordinators can further expand efforts with general education staff to continue developing a community Systems of Care, Rtl, and provide on-going support to school principals in assuming greater responsibility for compliance and monitoring of special education services in the schools.

**EXHIBIT 5-3
CHARLOTTESVILLE CITY SCHOOLS
DEPARTMENT OF SPECIAL EDUCATION AND PEER DIVISION COMPARISON
2008-09 SCHOOL YEAR**

DIVISION	MEMBERSHIP	PERCENTAGE STUDENTS WITH DISABILITIES	NUMBER OF DIRECTOR/SUPERVISOR POSITIONS	NUMBER OF COORDINATOR POSITIONS
Charlottesville	4,084	15.6%	1	3
Williamsburg	10,410	14.1%	1	2
Fredericksburg	2,760	11.3%	1	0
Division Average	5,751	13.6%	1	1.6

Source: Created by MGT of America, Inc. from data provided by peer divisions, 2008.

RECOMMENDATION 5-1:

Transfer the department of special education to the department of curriculum and instruction.

The superintendent should transfer the department of special education to the department of curriculum and instruction. This transfer should allow for greater collaboration among general and special education instructional coordinators, improve communications among the staff, and create a greater focus on improved academic achievement of students with disabilities.

The Virginia Department of Education's Training and Technical Assistant Center (T-TAC) offers technical assistance, professional development, and support to school divisions. T-TAC should be considered as a resource for improved collaborative approaches to the delivery of special education services in the least restrictive environment and guide the central office staff in providing collaborative support to school administrators and staff.

According to the T-TAC Web site, the mission of T-TAC is to "improve educational opportunities and contribute to the success of children and youth with disabilities (birth-22 years). This mission is two-fold; first, to increase the capacity of schools, school personnel, service providers, and families to meet the needs of children and youth with disabilities and, second, to foster the state improvement goals for personnel development, which address improving the performance of children and youth with disabilities, by enhancing the knowledge, skills, abilities, and performance of all personnel who work with them."

T-TAC provides professional development that fosters access to the general education curriculum, achievement in the least restrictive environment, and the knowledge and skills to transition to adult settings. These services are provided in the context of a school's improvement plan in collaboration with building and division administrators. Professional development workshops address varied topics based on a division's needs and interests. Consultations can be provided by phone and e-mail, through onsite visits, or T-TAC based visits. Consultants provide assistance designed to meet the specific needs of a school division or schools. Technical assistance is also available related to transition between schools and from high schools to work, community participation, and post-secondary education. A variety of resources are available for loan including print materials, videos, instructional and assistive technology, and augmentative communication devices. Finally, T-TAC conducts searches on current practices, syndromes and disabilities, latest research, and other topics.

FISCAL IMPACT

The associated fiscal impact for implementation of this recommendation is staff time, and it can be completed during the contracted day at no additional cost to the division.

FINDING

CCS effectively maximizes Medicaid reimbursements.

The division has received a total of \$607,026.72 in Medicaid reimbursements from 2002-03 through 2007-08. The department of special education has worked diligently to accurately maintain data logs and process the necessary paperwork to receive Medicaid reimbursement. These funds are used to offset the costs of special education and related services for students with disabilities.

COMMENDATION 5-A:

CCS is commended for maximizing Medicaid reimbursements to offset the costs of special education and related services for students with disabilities.

FINDING

CCS out-of-district placements of students with disabilities continues to increase, resulting in rising costs of special education services. The VDOE Special Education Performance Report (2006-07) indicates that CCS far exceeds the state target rate for “students served in separate public or private school, residential, home-based or hospital facility” at 9.4 percent (which includes placements made by other agencies) as compared to the state target rate of two percent.

The Comprehensive Services Act is a Virginia Law that provides for the pooling of eight specific funding streams used to purchase services for high-risk youth. These funds are returned to the localities with a required state and local match, and are managed by local interagency teams. The purpose of the act is to provide high quality, child centered, family focused, cost effective, community-based services to high-risk youth and their families.

Funding streams used to support the Comprehensive Services Act include:

- Department of Social Services for state and local foster care and foster care purchased services.
- Department of Juvenile Justice for special placements.
- Department of Education for private tuition and interagency assistance.
- Department of Mental Health, Mental Retardation and Substance Abuse Services for purchased beds for adolescents.

Each locality is required to have at least two different interagency teams, the Community Policy and Management Team (CPMT), and the Family Assessment and Planning Team (FAPT).

CPMT is made up of at least one elected or appointed official or his designee and the agency heads or their designees from the local department of social services, school

system, community services Board (mental health), court services Unit (juvenile justice), local health department, a parent and, where appropriate, a private provider. This team has administrative and fiscal responsibility for the local funds pool, for developing local policies and procedures and appointing members of the FAPT. The FAPT is comprised of the supervisory level staff from the same agencies as the CPMT as well as the parent and often a private provider. These teams work with the families to develop the individual family services plan (IFSP).

If the services needed are beyond what is available in the participating agencies and there are no other family or community resources available, the team may choose to purchase them with local CSA pool funds. The Virginia CSA manual (7.6.3 Children Placed in Care in Another Locality) further states that "...if the local social services agency, community services board, court services unit, or Community Policy and Management Team places a child in a child caring facility, foster home or other residential setting cross-jurisdictionally (outside of the CPMT's political jurisdiction), the placing CMPT shall be responsible for making arrangements for the child's education. The local school division representative on the FAPT or CPMT shall be involved to assure continuity of educational services for the child."

During onsite visits, MGT consultants found that the social workers in the department of special education spend the majority of their time processing paperwork for CSA placements. Processing CSA paperwork takes the social workers away from direct service to students in need of counseling or other ancillary services.

The Charlottesville community has begun to develop Systems of Care (Substance Abuse and Mental Health Services Administration) to better support the complex needs of some students, thus reducing the need for out-of-district placements. The director of special education serves on one of the Systems of Care teams in place for a CCS student and the overall planning group. Other CCS staff members are working on teams who are developing structures and developing programs. The coordinators of special education are necessary team members in the development of programs and additional supports required for any Systems of Care programs to be successful.

Systems of Care is a way of thinking about coordinated service provision that includes the following core values and principles. Services must be provided in a way that is:

- Child centered.
- Family driven.
- Culturally competent.
- Strengths based.
- Community based.

Typical structures supporting Systems of Care include:

- Comprehensive local service array.
- Care coordination.
- Comprehensive cross-system information sharing.
- Family advocacy.
- Staff training.
- Flexible funding pool.

Evaluation data from the Substance Abuse and Mental Health Services Administration show:

- Emotional and behavioral problems were reduced or remained stable for 89 percent of children and youth with co-occurring mental health and substance abuse diagnoses.
- School performance improved or remained the same. There was a 21 percent increase of students with C or better, and 75 percent with C or better after 18 months in systems of care. There was a 10 percent increase in regular attendance the last six months, and 75 percent with regular attendance after 18 months in systems of care.
- There was a 54 percent decrease in the utilization of inpatient care, and an average savings of \$2,777 per child in the 12 months from the time services began.
- There was a 43 percent reduction in placements in juvenile detention and secure facilities in the last six months, and an average savings of \$784 per child in the last six months.

CCS and collaborative agency stakeholders could realize substantial benefit for children and youth by developing a Systems of Care approach in the Charlottesville community. The data show that a multi-agency service system can decrease costs of residential and juvenile detention placements.

Hampton City Public Schools in Virginia demonstrates a System of Care that provides a comprehensive wraparound service model that maximizes local resources. As a result, Hampton City Public Schools has not had any students with disabilities placed in private day treatment for approximately 10 years.

RECOMMENDATION 5-2:

Continue to develop and implement a Systems of Care approach in conjunction with other community service providers to offer multi-agency interventions for children and youth, reduce residential placements, and decrease costs to the division.

CCS should work with local community agencies to continue to develop and implement a Systems of Care approach in the Charlottesville community. The system should create multi-agency wrap-around service options for children and youth within the community aimed at decreasing the number of residential and juvenile detention placements out of the CCS division.

FISCAL IMPACT

The associated cost for implementation of this recommendation is related to staff time. It takes considerable investment of time to move a community to a multi-agency level of

support. As the Systems of Care is implemented, the division should realize a substantial cost savings due to decreased out-of-district placements over time.

FINDING

CCS participates in the Piedmont Regional Education Program (PREP), which provides special education and related services to multiple school divisions. The VDOE provides partial reimbursement for these services. CCS's total cost for participation in the Piedmont Regional Education Program is \$2,302,735. The majority of these costs are for therapy services. An analysis of PREP expenditures is conducted annually as budgets are prepared to determine what parts of the PREP program are beneficial to students with disabilities and the division for the upcoming year.

Exhibit 5-4 shows the 2008-09 Piedmont Regional Education Program Revenue (PREP) for education and related services for CCS and comparison divisions. As can be seen, CCS and Albemarle have the highest total costs and the highest number of students served by PREP.

**EXHIBIT 5-4
CHARLOTTESVILLE CITY SCHOOLS AND COMPARISON DIVISIONS
PIEDMONT REGIONAL EDUCATION PROGRAM REVENUE
EDUCATION AND RELATED SERVICES
2008-09 SCHOOL YEAR**

DIVISION	NUMBER OF STUDENTS	TOTAL COST
Charlottesville	89	\$425,418
Albemarle	211	\$484,397
Culpeper	47	\$103,782
Fluvanna	99	\$261,811
Goochland	6	\$16,238
Greene	89	\$238,180
Louisa	136	\$229,247
Division Average	85	\$251,296

Source: Created by MGT of America, Inc. using data from the Piedmont Regional Education Program Revenue Report, 2008.

It is necessary that the division conduct a comparative analysis of the education and related services purchased from the PREP. Such an analysis could indicate cost savings for education related services if the services were provided by the division rather than through the PREP.

RECOMMENDATION 5-3:

Continue to conduct an annual analysis of education and related services purchased from the Piedmont Regional Education Program.

The division should continue to analyze the expenditures for education and related services provided by the PREP. The analysis should compare costs of services provided through the PREP and the costs of the same service delivery by the division.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. Existing staff should conduct this analysis during the contracted work day.

5.2 Service Delivery

IDEA is the federal law governing special education services to students with disabilities. Originally passed in 1975 as the Education for all Handicapped Children Act, IDEA was reauthorized by Congress in 1997 and in 2004. IDEA amendments address and clarify procedures for improving education and related services to students with disabilities. IDEA establishes six principles that govern the education of students with disabilities as summarized in **Exhibit 5-5**.

According to IDEA, special education is instruction tailored to meet the unique needs of a student with a disability as identified by IDEA.

EXHIBIT 5-5 IDEA'S SIX PRINCIPLES GOVERNING THE EDUCATION FOR STUDENTS WITH DISABILITIES

- **Zero reject:** A rule against excluding any student.
- **Nondiscriminatory evaluation:** A rule requiring schools to evaluate students fairly to determine if they have a disability and, if so, what kind and how extensive.
- **Appropriate education:** A rule requiring schools to provide individually tailored education for each student based on the evaluation and augmented by related services and supplementary aids and services.
- **Least restrictive environment:** A rule requiring schools to educate students with disabilities with students without disabilities to the maximum extent appropriate for the students with disabilities.
- **Procedural due process:** A rule providing safeguards for students against schools' actions, including a right to sue in court.
- **Parental and student participation:** A rule requiring schools to collaborate with parents and adolescent students in designing and carrying out special education programs.

Source: *Exceptional Lives: Special Education in Today's Schools*, 2004.

NCLB requires demonstration of year-to-year progress in raising proficiency in reading and mathematics, and in closing the achievement gap of subgroups of students, including those with disabilities. According to the VDOE Web site, NCLB sets five performance goals for states as follows:

- All students will reach high standards of proficiency or better in reading and language arts and mathematics by 2013-14.

- All limited English proficient students will become proficient in English and reach high academic standards by attaining proficiency or better in reading and language arts and mathematics.
- All students will be taught by highly qualified teachers by 2006.
- All students will learn in schools that are safe and drug free.
- All students will graduate from high school.

Section 8 VAC 20-80-60 of the Regulations Governing Special Education Programs for Children with Disabilities in Virginia requires that school divisions provide free appropriate public education:

A free appropriate public education shall be available to all children with disabilities who need special education and related services, ages two to 21, inclusive, residing within the jurisdiction of each local educational agency. This includes children with disabilities who are in need of special education and related services even though they are advancing from grade to grade or who have been suspended or expelled from school in accordance with the provisions of 8 VAC 20-80-68. The Virginia Department of Education has a goal of providing full educational opportunity to all children with disabilities aged birth through 21, inclusive, by 2010. Each local educational agency shall establish a goal of providing a full educational opportunity for all children with disabilities from two to 21, inclusive, residing within its jurisdiction by 2010.

The VDOE document, *A Parent's Guide to Special Education* defines free appropriate public education as special education and related services that:

- *Are provided at public expense, under public supervision and direction, and without charge.*
- *Meet the requirements of the Virginia Board of Education.*
- *Include preschool, elementary school, middle school, or secondary school education in the state.*
- *Are provided in keeping with an individualized educational program (IEP).*

FINDING

CCS provides a comprehensive special education policies and procedures manual to schools throughout the division. The *Special Education Policies and Procedures Manual* is comprehensive, current, and informative. The manual is available as a single-source guide for administrators and staff throughout the division. It provides interpretation of state and federal requirements and direction for special education services. The manual is one of the most comprehensive documents of its type that the review team has examined. Topics include:

- General Screening.
- Initial Referral and Eligibility for Students With Suspected Disabilities.
- Referral for Reevaluation.
- Individual Educational Programs (IEPs).
- Functional Behavioral Assessment.
- Behavioral Intervention Plan (BIP).
- Suspension/Expulsion – Discipline of Students With Disabilities.
- Surrogate Parent Appointment.
- Procedural Safeguards.
- Extended School Year (ESY).

During onsite interviews, principals and assistant principals reported the *Administrative Guidelines, Special Education Policies and Procedures* and accompanying documentation and forms helped to provide direction to school administrative staff and teachers. It was also reported that special education coordinators were readily available to interpret procedures and provide technical assistance when needed.

Written policies and procedures are critical to the delivery of special education services and compliance with state and federal regulations. CCS has demonstrated exemplary documentation of special education procedural guidelines for the division.

COMMENDATION 5-B:

CCS is commended for providing a comprehensive special education policies and procedures manual to schools throughout the division.

FINDING

CCS effectively implements the special education process for referral, identification, and placement of students with disabilities.

The special education process of identification, referral and screening, evaluation, eligibility, IEP/placement, and triennial reevaluation is a joint effort between school staff and parents. This process begins when a referral from a parent, teacher, physician, or other interested person is received by the school. The child study team reviews all the available information and determines whether there is enough evidence to indicate the need for further evaluation. The child study team has ten administrative working days in which to meet and reach a decision as to whether or not a student needs a comprehensive assessment.

The special education process is comprehensive and time-sensitive as required by state and federal regulations. Components of the process include:

Screening

CCS screens the vision and hearing of all students within the first 60 business days of initial enrollment. All students in kindergarten through grade 3 are also screened in the areas of speech, voice, language, and motor development. During the third, seventh, and tenth grade school year, all students are screened in vision and hearing. CCS

maintains screening procedures that ensure the identification of students with disabilities who may require special education services.

Comprehensive Assessment

Assessment involves gathering and analyzing information related to the educational needs of the student. Should the screening committee decide a comprehensive assessment is necessary to determine if a student has a disability under IDEA, formal notification is made to the director of the department of special education. A comprehensive assessment must include all areas of the suspected disability and may include these components:

- **Educational Summary** – A written report describing a student’s current educational performance and identifying strengths and weaknesses in academic skills and language performance.
- **Medical** – A written report from a licensed physician indicating general medical history and medical/health problems which may impede learning.
- **Sociocultural** – A written report from a qualified visiting teacher or school social worker which describes family history, structure and dynamics, developmental and health history, and social/adaptive behavior in the home, school, and community. This information is obtained through interviews with parents or primary caregivers in addition to other social appraisal methods.
- **Psychological** – A written report from a qualified psychologist based on a battery of appropriate instruments which shall include individual intelligence test(s), and psycho-educational tests.
- **Developmental** – A written report describing how the student presently functions in the major areas of development such as cognition, motor, social/adaptive behavior, perception, and communication.
- **Other** – A written report addressing speech, language, occupational therapy, or physical therapy, as appropriate.

Eligibility

Within 65 business days from the date of the referral for an initial screening, the evaluation components are completed and eligibility for special education is determined by the special education committee after review of all pertinent information. When a student has been determined eligible for special education, a summary of essential deliberations is forwarded to the IEP team. The IEP must be developed within 30 calendar days of eligibility.

Individualized Educational Program

The IEP team consists of parents, school personnel, and students (when appropriate) who work together in developing the IEP. The IEP reflects the special education services that are provided to each student based on his/her individual needs.

Placement

An educational placement decision for a student with a disability must be made after the development of, and based on, the student's IEP. Students with disabilities in CCS receive special education services in the general education setting to the greatest extent possible.

Time lines for the special education process are clearly defined in IDEA regulations and include:

- Referral to Screening Meeting. 10 Administrative Days
- Referral for a Comprehensive Assessment of Eligibility Meeting. 65 Administrative Days
- Eligibility to Initial Individualized Educational Program Meeting. 30 Calendar Days
- Reevaluation of Student Eligibility. Every 3 Years

Based on the review of policies, procedures, and student records, CCS is effectively implementing the special education process for referral, assessment, identification, and placement of students with disabilities. The department of special education maintains a system for tracking students from referral for screening to eligibility determination and placement. Overall, the department of special education is effectively implementing the special education process throughout the division.

COMMENDATION 5-C:

CCS is commended for the effective and timely implementation of the special education processes for referral, assessment, identification, and placement of students with disabilities.

FINDING

CCS adheres to mediation, due process, and complaint procedures of the Regulations Governing Special Education for Children with Disabilities in Virginia.

Regulation 8 VAC 20-80-74 of the Regulations Governing Special Education Programs for Children with Disabilities in Virginia states:

Each local education agency shall ensure that the parent or parents of a child with a disability are informed of the option of mediation to resolve disputes involving the local education agency's proposal to initiate or change the identification, evaluation, or educational placement of the child or the provision of a free appropriate public education to the child, at a minimum, whenever a due process hearing is requested.

Regulation 8 VAC 20-80-76 of the Regulations Governing Special Education Programs for Children with Disabilities in Virginia states:

Basis for due process hearing request.

Either a parent or parents or a local educational agency may request a due process hearing when a disagreement arises regarding any of the following:

- Identification of a child with a disability;*
- Evaluation of a child with a disability (including disagreements regarding payment for an independent educational evaluation);*
- Educational placement and services of the child; and*
- Provision of a free appropriate public education to the child.*

In circumstances involving disciplinary actions, the parent or parents of a student with a disability may request an expedited due process hearing if the parent or parents disagree with:

- A determination that the child's behavior was not a manifestation of the child's disability; or*
- Any decision regarding placement under the disciplinary procedures.*

Regulation 34 CFR 300.512 VAC 20-80-78 of the Regulations Governing Special Education for Children with Disabilities in Virginia states:

The Virginia Department of Education maintains and operates a complaint system that provides for the investigation and issuance of findings regarding violations of the rights of parents or children with disabilities.

A review of mediation, due process, and complaint data show that CCS adheres to state and federal regulations. CCS is committed to the provision of free appropriate public education for students with disabilities. While the mediation, due process, and complaints filed against the division represent far less than one percent of the population of students with disabilities, the division adheres to the Virginia regulatory procedures for resolution of parent complaints.

COMMENDATION 5-D:

CCS is commended for adhering to the mediation, due process, and complaint procedures of the Regulations Governing Special Education for Children with Disabilities in Virginia.

FINDING

CCS has an active and effective Special Education Advisory Committee (SEAC). The membership of the CCS SEAC includes parents of students with disabilities, community

stakeholders, division staff, and the director of special education. As required by the Virginia Regulations Governing Special Education Programs for Children with Disabilities, the purpose of the SEAC is to:

- Advise the CCS school board on the unmet needs of students with disabilities.
- Assist with formulating and developing plans for improving the performance of students with disabilities.
- Participate in the development of priorities and strategies for meeting the needs of students with disabilities.
- Interpret plans to the community for meeting these needs.
- Review policies and procedures related to the provision of special education services.
- Report findings to the school board.

The efforts of the CCS SEAC are directed toward ensuring students receive the support and services they need for achieving educational success now, and ensuring future success in the community as adults.

The Virginia Regulations Governing Special Education Programs for Children with Disabilities require that division SEACs meet as least four times per year. In addition to required meetings the SEAC offers additional services. The Parent Partners Program offers support and information from trained parents who help other parents. The department of special education publishes a SEAC newsletter once per year. The Parent Resource Center (PRC) serves families of children in special education in Albemarle, Charlottesville, Fluvanna, Madison, Louisa, and Greene Counties. The PRC operates on the philosophy that families are a valuable resource in planning the education for their special children.

The activities of the CCS SEAC far exceed the requirements of Virginia regulations.

COMMENDATION 5-E:

CCS is commended for its active and effective Special Education Advisory Committee.

FINDING

Teachers of general and special education demonstrate various levels of implementation regarding differentiated instruction and instructional strategies.

During onsite classroom observations, MGT consultants observed various instructional delivery models for students with disabilities, including co-teaching, resource, and self-contained. Based on the observations, MGT consultants observed various levels of differentiated instruction. Classroom instruction, particularly at the secondary level, was most frequently whole group instruction. While the department of curriculum and

instruction has provided extensive staff development in the area of differentiation, MGT finds that the actual implementation is challenging for teachers. Principals report that teachers continue to improve, but continue to need on-going support and embedded staff development.

While CCS has implemented initiatives to improve teacher competencies regarding differentiated instruction and instructional strategies, the division must continue to develop, implement, and expand division-wide initiatives related to academic achievement of students with disabilities.

RECOMMENDATION 5-4:

Continue to integrate disability-related learning strategies and differentiated instruction into the general education curriculum and to provide ongoing professional development to teachers and staff based on identified needs.

CCS should integrate learning strategies and differentiated instruction for students with disabilities into the general education curriculum and within the context of key strategies in order to close the achievement gap. The department of curriculum and instruction should assume the primary responsibility for implementing this recommendation, ensuring that general education and special education teachers participate in staff development in these areas, as well as summative assessment and ongoing monitoring of student progress. CCS should also provide ongoing staff development to both groups regarding research-based instructional and behavioral strategies. This staff development should be documented in the proposed master staff development plan, and developed and delivered collaboratively with other offices in the department of curriculum and instruction.

Often the success of a collaborative classroom is dependent on teacher skills and not on the inclusion structure/model. Instructional strategies that enable students with disabilities to access the general education curriculum can be limited to the pre-service training the general education and special education teachers received. The department of special education and department of curriculum and instruction should collaboratively identify research-based instructional techniques that should be implemented in inclusive classrooms. Disability-specific strategies for behavior management; organizational skills; visual, auditory, and kinesthetic accommodations; and memory should be offered to general and special education teachers whose roles will be to enhance the delivery of general education content and accommodate special education students.

The Differentiated Classroom: Responding to the Needs of All Learners (Tomlinson, 1999) is also an excellent resource for differentiated instruction. Differentiated, or multi-level instruction, provides students with many ways to access and learn content within the general curriculum, as outlined in the comparison between traditional and differentiated classrooms.

The Center for Research on Learning at the University of Kansas is an excellent resource for implementation of content enhancement routines and disability-related learning strategies.

The Florida Center for Reading Research provides many examples of best practices and strategies for struggling readers.

FISCAL IMPACT

Costs for integration of learning strategies and differentiated instruction into the general education curriculum are included in current budgets in the department of curriculum and instruction as well as school-based budgets. The primary costs associated with this recommendation are related to staff development and supplemental materials or software.

FINDING

CCS has a disproportionate number of students who are Black with mental retardation, emotional disturbance, other health impairments, and specific learning disabilities.

Data reports show an over-representation of students who are Black and receiving special education services when compared to the number of students who are Black in the general school population. Each year data on a variety of special education indicators are reported to the VDOE, Office of Special Education. The data show a three-year trend in over-representation of students who are Black and receiving special education services.

The VDOE annual Special Education Performance Report requires local school divisions to report on 14 separate indicators. Indicators 9 and 10 identify the school division's disproportionality in regard to representation in special education and related services and representation in specific disability categories. CCS has been able to identify data trends for the past three years. Although the most recent information based on the December 1, 2007, data is not yet available, MGT consultants based the following recommendations on the three-year trend data.

CCS has a disproportionate number of black students with disabilities in the disability categories of mental retardation, emotional disturbance, other health impairments, and specific learning disabilities. The student support teams lack research-based intervention strategies that have proven to be successful with specific ethnic populations. Greater emphasis should be placed on divisionwide procedures to decrease the proportions of specific ethnicities among students with disabilities.

RECOMMENDATION 5-5:

Develop, provide staff development, and implement a Response to Intervention approach to research-based intervention strategies that have proven successful for all students, particularly with specific student subgroup cohorts who are over-represented and receiving special education services.

The division should develop, provide staff development, and implement a divisionwide Response to Intervention approach with a focus on research-based intervention strategies that have proven successful for all students, including subgroup cohorts. This approach should reflect a strong emphasis on interventions in the general education classroom aimed to decrease performance deficiencies and decrease the need for special education services.

FISCAL IMPACT

The fiscal impact associated with this recommendation primarily relates to professional development. As the division develops the Response to Intervention approach, associated implementation strategies, timelines, and costs should be included.

6.0 HUMAN RESOURCES

6.0 HUMAN RESOURCES

This chapter presents findings, commendations, and recommendations relating to the human resources department of Charlottesville City Schools (CCS). It is divided into the following major sections:

- 6.1 Organization and Administration
- 6.2 Policies and Procedures
- 6.3 Employee Recruitment, Hiring, and Retention

CHAPTER SUMMARY

High quality personnel services are a critical factor in the overall success of a school division. The CCS human resources department (HR) is comprised of a group of experienced professionals who are committed to providing a high standard of service to the division.

The following key commendations recognize processes and policies that represent best practice:

- The CCS HR department is commended for identifying technological solutions to increase operational efficiency and effectiveness (**Commendation 6-A**).
- The CCS HR department Web site provides comprehensive personnel information in a user-friendly format and represents best practice in design and utility (**Commendation 6-B**).
- The CCS HR department personnel policies are well-written, up-to-date and representative of best practices (**Commendation 6-C**).
- The CCS HR department has developed a detailed analysis process for determining the viability of recruitment venues, and modifies the recruitment calendar based on those results (**Commendation 6-E**).

The following recommendations are cited to assist the division in its efforts to enhance the services provided by human resources:

- Conduct a facilities suitability assessment to determine the most cost-efficient solution to the current human resources facilities overcrowding (**Recommendation 6-1**).
- Provide more measurable specificity in the *strategies* and *resources needed* portions of the human resources strategic plan for CCS (**Recommendation 6-2**).
- Develop a process to gather more accurate information on the causes of employee attrition, and use the results of the process to formulate an effective teacher retention plan (**Recommendation 6-3**).

The CCS human resources department plays a vital role in carrying out all the personnel functions necessary to staff the school district with highly qualified, capable, and competent employees. These functions include:

- Posting/updating position vacancy listings.
- Conducting initial screening/background checks of job applicants.
- Processing new employees.
- Monitoring the licensure status for all certified personnel.
- Maintaining personnel files.
- Facilitating the orientation, training, and evaluation of all full-time public school employees.
- Ensuring proper adherence to state and federal regulations regarding personnel operations (for instance, EEOC, Title IX).
- Assisting in the administration of personnel compensation.
- Preparing materials for personnel recommendations to the CCS Board of Education.
- Performing any and all other personnel duties in accordance with board policies and procedures established for personnel services management.

HR is responsible for delivering a wide range of personnel services to both existing and potential employees. Policies and procedures guiding the operations of the department should be well-written, comprehensive, easily accessible, and aligned with best practices in personnel services management. The organization and administration of the department affect the quality of services provided to the school division and impact the effectiveness and efficiency of the delivery of services.

MGT conducted a survey of CCS central office administrators, principals/assistant principals, and teachers in order to ascertain their opinions with regard to personnel services and operations in the school district. The survey analyses provided comparisons of the results of each group. **Exhibit 6-1** and **Exhibit 6-2** show comparisons of the opinions of the three CCS employee groups on selected items from the survey.

The first portion of the human resources section of the survey required survey participants to provide their views on the overall quality of four areas of human resources by rating each area as either *Needs Some/Major Improvement or Adequate/Outstanding*. **Exhibit 6-1** displays the survey results. As shown in the exhibit, the majority of central office administrators and principals rate the four areas—recruitment, selection, evaluation, and staff development—as *Adequate/Outstanding*, with positive responses ranging from 53 percent to 77 percent. Teachers were less favorable towards these areas, with only one—personnel evaluation—rating a positive response of over 50 percent (53 percent). Teachers expressed unfavorable views of staff development, with 55 percent of respondents rating this area as *Needs Some/Major Improvement*.

**EXHIBIT 6-1
CHARLOTTESVILLE CITY SCHOOLS
HUMAN RESOURCES SURVEY RESULTS
2008-09 SCHOOL YEAR**

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	% (NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) / % (ADEQUATE + OUTSTANDING) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Personnel recruitment	25/64	47/53	34/31
Personnel selection	21/71	24/77	35/41
Personnel evaluation	32/61	30/71	34/53
Staff development	39/61	36/65	55/38

Source: MGT of America, Inc., Charlottesville City Schools Survey Results, 2008.

¹ Percentage responding Percentage responding *needs some improvement* or *needs major improvement* / *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

The second portion of the survey contained statements to which survey participants responded either *Agree/Strongly Agree* or *Disagree/Strongly Disagree*. Responses to this portion of the survey are displayed in **Exhibit 6-2**. The statements receiving the highest percentage of *Agree/Strongly Agree* responses (50 percent or more) from all three employee groups were as follows:

- My supervisor evaluates my job performance annually.
- I know who to contact in the central office to assist me with professional development.
- I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc
- I have a professional growth plan that addresses areas identified for my professional growth.

Responses with fewer than 50 percent of respondents stating they *Agree/Strongly Agree* with the statement were:

- Our division has an effective employee recognition program.
- Our division has an effective process for staffing critical shortage areas of teachers.

Two statements received markedly different responses from teachers as compared to central office administrator and principal responses. The statement, "My salary level is adequate for my level of work and experience" received a response of *Agree/Strongly Agree* from central office administrators and school principal at a rate of 78 percent and 71 percent respectively, but only at a rate of 26 percent for teachers. Similarly, the statement, "Our division has an effective teacher recruitment plan" was agreed upon by 57 percent and 41 percent of central office administrators and school principals/assistant principals respectively, with only 16 percent of teachers responding in the same manner.

**EXHIBIT 6-2
CHARLOTTESVILLE CITY SCHOOLS
HUMAN RESOURCES SURVEY RESULTS
2008-09 SCHOOL YEAR**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Salary levels in this school division are competitive.	85/11	59/29	47/37
Our division has an effective employee recognition program.	21/32	12/41	16/45
Our division has an effective process for staffing critical shortage areas of teachers.	40/25	29/12	16/27
My supervisor evaluates my job performance annually.	78/18	65/12	80/11
Our division offers incentives for professional advancement.	46/21	36/29	33/40
I know who to contact in the central office to assist me with professional development.	86/4	94/0	57/26
I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	96/4	100/0	80/13
My salary level is adequate for my level of work and experience.	78/21	71/18	26/53
Our division has an effective teacher recruitment plan.	57/11	41/6	16/23
I have a professional growth plan that addresses areas identified for my professional growth.	54/25	53/24	57/22

Source: MGT of America, Inc., Charlottesville City Schools Survey Results, 2008.

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

The last portion of the survey contained questions regarding employee satisfaction with the staff development program in the school division. Survey participants were provided with three statements regarding the nature and quality of professional development in the school division. For each statement, respondents were asked to rate *Good/Excellent* or *Fair/Poor*. As shown in **Exhibit 6-3**:

- Teacher ratings of *Good/Excellent* were consistently below those of central office administrators and school administrators.
- Only one statement, “Staff development opportunities provided by the school division for teachers,” was rated as *Good/Excellent* by the majority of central office administrators and school administrators.
- The statement, “Staff development opportunities provided by this school division for support staff” was rated as *Fair/Poor* by the majority of all three groups.

**EXHIBIT 6-3
CHARLOTTESVILLE CITY SCHOOLS
CCS STAFF DEVELOPMENT SURVEY RESULTS
2008-09 SCHOOL YEAR**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Staff development opportunities provided by this school division for teachers.	75/18	71/24	46/51
Staff development opportunities provided by this school division for school administrators.	46/47	29/59	10/11
Staff development opportunities provided by this school division for support staff.	18/68	18/65	14/28

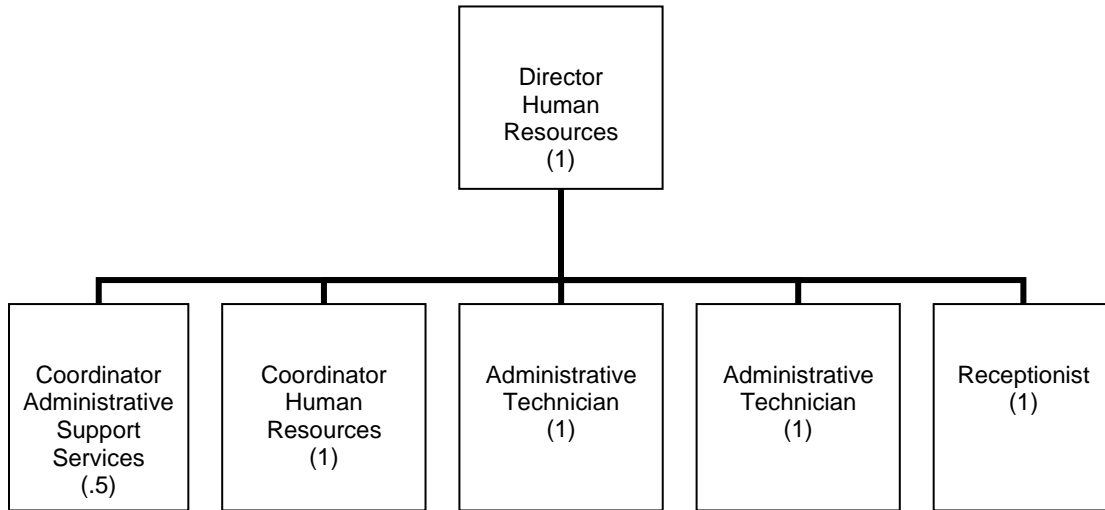
Source: MGT of America, Inc., Charlottesville City Schools Survey Results, 2008.

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

6.1 Organization and Administration

The organizational structure of the CCS human resources department is shown in **Exhibit 6-4**. As shown in the exhibit, the department is headed by a director with five direct reports: two administrative, two professional, and the building receptionist. All HR staff have prior similar work experience either within or outside of the school division. In interviews, these employees were very knowledgeable in their areas of assignment and the department as a whole. Two of the staff members serve dual roles that include clerical duties and duties related to departmental operations. There is a half-time coordinator position devoted to classified personnel operations, and a full-time coordinator position that oversees the division's recruitment efforts.

**EXHIBIT 6-4
CHARLOTTESVILLE CITY SCHOOLS
HUMAN RESOURCES ORGANIZATIONAL CHART
2008-09 SCHOOL YEAR**



Source: Charlottesville City Schools, human resources department, 2008.

Exhibit 6-5 displays the major job responsibilities of the HR staff. As shown in the exhibit, some duties are shared among all staff members (for example, employee benefits and employee orientation), while others are the primary responsibility of one or two individuals. HR staff members are cross-trained so that services can continue without interruption when individual staff members are absent.

**EXHIBIT 6-5
CHARLOTTESVILLE CITY SCHOOLS
JOB RESPONSIBILITIES OF HUMAN RESOURCES STAFF
2008-09 SCHOOL YEAR**

JOB TASK	DIRECTOR	COORDINATOR	COORDINATOR	ADMINISTRATIVE TECHNICIAN	ADMINISTRATIVE TECHNICIAN
Certification/Licensure Renewal	■				■
District calendar updates				■	
EEOC	■		■		
Employee Benefits	■	■	■	■	■
Employee Contracts				■	
Employee Performance	■			■	■
Employee Orientation	■	■	■	■	■
Certificated Recruitment			■		
Classified Recruitment		■			
Family Medical Leave Act (FMLA)	■				■
Position Control					■
Substitutes		■	■		■

Source: Charlottesville City Schools, human resources department, 2008.

FINDING

The current office facilities are not adequate for the effective and efficient operation of the HR department.

The HR department is currently housed in “Central Office One” on one side of the single-story administration building. The HR director and the part-time coordinator have individual offices, one coordinator and an administrative technician share a small office, and a second administrative technician is in an open cubicle space that does not allow for private conversations when employees or prospective employees have personnel issues to discuss. The open space also allows for individuals walking down the hall adjacent to the cubicle to view sensitive information that may be displayed on the administrative technician’s computer monitor.

The HR office is one of the busiest in the administration building, but is not set up for efficient operation. The outer office area of HR is also the storage location for certificated and non-certificated personnel files. The conference room also serves as a repository for personnel files. This arrangement is problematic on the occasions when an employee calls concerning a file that must be retrieved from this room. If there is a meeting going on in the conference room at the time of the records request, accessing the records has to be delayed until the meeting has concluded. For persons calling needing immediate assistance or in other time-sensitive situations, this arrangement is untenable.

The conditions previously described have resulted in a cramped, crowded work space that sometimes requires staff members to meet clients in alternate locations to conduct business.

RECOMMENDATION 6-1:

Conduct a facilities suitability assessment to determine the most cost-efficient solution to the current human resources facilities overcrowding.

One of the best ways to find out the degree to which the office space is dysfunctional is to conduct an informal study, then determine whether to conduct a full in-house study or hire a design consultant. This study should examine the following:

- **Space Layout.** Study whether the layout of the office is helping or hindering employees in their quest to get work done. The study should reveal wasted motion and inefficient organization of space.
- **Space Usage.** Find out how people are using existing spaces. Check the amount of traffic through the office each day/week and the nature of the work required by office staff.
- **Workarounds.** Look closely at whether workers are using their space, furnishings, and equipment as intended. Does the environment support their process, or have they been forced to circumvent the process by working elsewhere, using spaces for tasks not intended for the space (for example, using break rooms for meetings).

After examining each of these aspects of the work space, a determination will need to be made regarding the best solution for addressing the shortcomings of the facility. Options

may include relocating the human resources operations to another space in the building, or renovating and expanding of the current space. A detailed discussion of facility issues is reported in **Chapter 7.0**.

FISCAL IMPACT

The fiscal impact of this recommendation cannot be determined at this time. Costs will be based on the findings of the suitability study and the option selected by the school division to relieve overcrowding in the HR department.

FINDING

The CCS HR department is preparing to launch several initiatives to increase operational efficiency through the utilization of technology.

The HR department has identified several areas of operation within the department that would be enhanced through greater application of technology. Three key areas that are either currently operating or targeted for implementation within the next year are the following:

Online Applicant Tracking. The new online application process provides job applicants with a user-friendly mechanism for applying for positions in the school division, while allowing principals and supervisors to have ready access to applications and select candidates for interview and hiring. The system can be expanded to allow current employees to post transfer requests online.

Automated Substitute Teacher System. The school division currently uses a labor-intensive phone calling process for obtaining substitute teachers. Next school year, the division will pilot an automated substitute teacher system in partnership with a neighboring school division in order to determine the degree to which greater efficiencies could be realized in terms of a uniform system of registering and accessing qualified substitute teachers, incorporating payroll systems through which leave for employees and pay for substitutes could be tracked and processed.

E-Recruiting Process. The HR department is seeking to expand its ability to attract highly qualified applicants and increase its employee candidate pool by piloting E-Recruiting. This Web-based system will facilitate the division's ability to effectively manage many aspects of the recruitment and hiring process including electronic job postings, managing candidate applications, tracking applicants, administering job-specific questionnaires and aptitude tests, e-mailing correspondence and follow-ups, storing interview notes, red-flagging top candidates, completing history logs, and other functions related to efficiency and comprehensive employee candidate management.

Additional technology initiatives include the development of a Web-based tracking system to monitor the three-year evaluation cycle for continuing contract teachers. This system will allow the department to maintain more accurate records regarding performance appraisal and provide detailed reminders to school administrators to ensure the timely completion of the required evaluations.

COMMENDATION 6-A:

The CCS HR department is commended for identifying technological solutions to increase operational efficiency and effectiveness.

FINDING

The CCS HR department has a comprehensive, well-designed Web site whose content and appearance represent best practice.

The HR Web site is an information-rich resource for current and prospective employees. **Exhibit 6-6** displays the HR department home page. As shown in the exhibit, visitors to the site can navigate through a wide range of information, including descriptions of the Charlottesville schools and community, job application procedures, salary schedules, and job postings.

In addition to these links to other Web pages, the site provides links to informational documents such as:

- Certified Employee Reference Forms.
- Application for Classified Employees.
- Classified Employee Reference Forms.
- VA Teacher Licensure Application.

In surveys regarding CCS administrator and teacher impressions of the division's use of technology for administrative purposes, 64 percent of central office administrators, 59 percent of school administrators, and 49 percent of teachers rated the division's use of technology for administrative purposes as *Good or Excellent*.

**EXHIBIT 6-6
CHARLOTTESVILLE CITY SCHOOLS
SCREENSHOT OF HUMAN RESOURCES WEB SITE HOME PAGE
2008-09 SCHOOL YEAR**

The screenshot shows the website for the Charlottesville City Schools Human Resources Department. At the top, there is a navigation bar with links for Home, Staff Directory, Contact Us, and Info For: Parents & Students, Staff. Below this is a secondary navigation bar with links for About CCS, Our Schools, School Board Info, Departments & Programs, Career Opportunities, Calendars, News, and Policy Manual. The main content area is titled 'Departments & Programs' and features a sidebar on the left with a list of links: Career Opportunities, Apply Online, Recruitment Fairs, Application & Procedures for Substitute Positions, Application & Procedures for VA Teacher Licensure, New Hire Information, Employee Benefits, 2008-2009 Payscale, Job Descriptions, and Employee Wellness Program. The main heading is 'Human Resources Department' and the sub-heading is 'Charlottesville City Schools and the Community'. Below this, there is a paragraph of text: 'Acclaimed as one of America's Best Places to Live, the Charlottesville City School Division reflects the pleasures, and diversity of Charlottesville. The city enjoys a variety of educational, cultural, and recreational opportunities. Monticello, Thomas Jefferson's internationally acclaimed home on his "little mountain," presides over the city and the University of Virginia, which he founded. Nearby is Piedmont Virginia Community College, which offers career services and programs of study to students throughout Central Virginia.' To the right of this text is a box titled 'On this page:' containing a list of links: Charlottesville Schools and the Community, Charlottesville's Quality of Life, General Benefits, and Contact information. At the bottom of the page, there is a section for 'Related Publications' with a link to 'The City A historic pedestrian mall is the center of downtown and is a destination for'.

Source: Screen shot of Charlottesville City Schools human resources department home page, 2008.

A well-designed Web site provides a school division generally, and the HR department in particular, with numerous advantages including:

Reduced Advertising Costs. With a well designed Web site, the department can have virtually unlimited information about the school district and related information. In addition, Web site changes are much more cost effective than print changes. Revising an informational brochure may involve having it redesigned, printed, and re-distributed. Web site changes can be made very quickly and, rather than mailing the changes, interested persons can be notified by a quick e-mail.

Improved Customer Relations. Web site visitors can quickly and easily gather the information that they need, and don't have to wait until business hours for service. Going to the Web site also allows visitors to avoid having to wait on hold for a representative or work their way through the menus on a phone system. Potential employees can quickly and easily obtain information about the district and how to apply for employment from a well designed Web site. Existing employees who have misplaced handbooks or other informational literature can quickly obtain a replacement without waiting for the mail.

FAQ's can be used to help employees use departmental services and can be updated very quickly as needed.

Reduced Postage Costs. Postage costs can be significantly reduced by allowing potential and existing employees to download information such as recruitment schedules and benefits information at their convenience.

Improved Work Force Efficiency. If a Web site is used to answer routine questions, the department's work force can spend their time answering more difficult questions and completing more detailed job tasks.

The HR Web site represents a best practice in Web design.

COMMENDATION 6-B:

The CCS HR department Web site provides comprehensive personnel information in a user-friendly format and represents best practice in design and utility.

6.2 Human Resources Policies and Procedures

The National School Boards Association (NSBA) describes board policy as follows:

Policy: it is a crucial school board role in our system of education governance. Like Congress, state legislatures, and city or county councils, school boards establish the direction and structure of their school districts by adopting policies through the authority granted by state legislatures. School board policies have the force of law equal to statutes or ordinances. Policies establish directions for the district; they set the goals, assign authority, and establish controls that make school governance and management possible. Policies are the means by which educators are accountable to the public.

MGT consultants were provided with a copy of the HR policies. The policies are coded and organized in accordance with standards established by the Code of Virginia and regulations of the Virginia Board of Education. **Exhibit 6-7** displays the policy manual index, listing all the division's personnel policies. As shown in the exhibit, there are a broad range of policy areas addressing each employee category—instructional, administrative, and classified—that provide guidance for the actions and procedures.

**EXHIBIT 6-7
CHARLOTTESVILLE PUBLIC SCHOOLS
PERSONNEL POLICIES
2008-09 SCHOOL YEAR**

SECTION G: PERSONNEL	
GA	Personnel Policies Goals
GAA	Staff Time Schedules
GAB	Acceptable Use of Technology Policy
GB	Equal Employment Opportunity/Nondiscrimination
GBA	Harassment
GBB	Staff Involvement in Decision-Making
GBC	Staff Compensation Procedures
GBD	Board-Staff Communications
GBE	Staff Health
GBEA	Unlawful Manufacture, Distribution, Dispensing, Possession or Use of a Controlled Substance
GBEB	Staff Weapons in Schools
GBEC	Tobacco-Free School for Staff
GBG	Staff Participation in Political Activities
GBI	Staff Gifts and Solicitations
GBL	Personnel Records
GBLA	Third Party Complaints Against Employees
GBM	Staff Grievances
GBMA	Support Staff Grievances
GBN	Applications for Positions
GBO	Virginia Retirement System
GC	Professional Staff
GCA	Local Licenses for Teachers
GCB	Professional Staff Contracts
GCBA	Staff Salary Schedules
GCBB	Supplementary Pay Plans for Exempt Employees
GCBC	Staff Fringe Benefits
GCBD	Staff Leaves and Absences
GCBE	Family and Medical Leave
GCBEA	Leave Without Pay
GCBEB	Military Leave
GCCA	Posting of Professional Staff Vacancies
GCCB	Employment of Family Members
GCD	Professional Staff Hiring
GCDA	Effect of Criminal Conviction
GCDB	Filling Administrative Vacancies
GCE	Part-Time and Substitute Professional Staff Employment
GCG	Professional Staff Probation and Continuing Contract
GCI	Professional Staff Assignments and Transfers
GCL	Professional Staff Development
GCM	Supervision of the Evaluation Process
GCN	Evaluation of Professional Staff
GCPA	Reduction in Professional Staff Workforce
GCPB	Resignation of Professional Staff Members
GCPD	Professional Staff Members: Contract Status and Discipline
GCQA	Non-School Employment by Professional Staff Members
GCQAB	Tutoring for Pay
GCQB	Professional Staff Research and Publishing

**EXHIBIT 6-7 (Continued)
CHARLOTTESVILLE CITY SCHOOLS
PERSONNEL POLICIES
2008-09 SCHOOL YEAR**

SECTION G: PERSONNEL	
GD	Support Staff
GDB	Support Staff Employment Status
GDBA	Support Staff Salary Schedules
GDBD	Support Staff Leaves and Absences
GDD	Support Staff Hiring
GDG	Support Staff Probation
GDI	Support Staff Assignments and Transfers
GDN	Evaluation of Support Staff
GDPB	Resignation of Support Staff Members
GDPD	Support Staff Members: Contract Status and Discipline
GDQ	School Bus Drivers

Source: Charlottesville City Schools, human resources department, 2008.

FINDING

The CCS personnel policies are comprehensive and well-developed and all policies have been recently updated to ensure currency and relevance.

MGT's review of the personnel policies for CCS revealed a set of well-written policies, all of which had been reviewed and/or updated within the last year.

Well-developed, comprehensive policies enable school boards to do the following:

- Determine priorities
- Provide direction
- Assign responsibilities
- Offer public accountability and information
- Give notice of legal requirements
- Ensure legal compliance

When board policies are carefully researched, well-organized and updated regularly, they can:

- Ensure fair, reasonable, and even-handed treatment
- Guard against liability
- Provide continuity in the district

CCS personnel policies facilitate the accomplishment of all these tasks and are being updated in accordance with Code of Virginia requirements.

COMMENDATION 6-C:

The CCS human resources department personnel policies are well-written, up-to-date, and representative of best practices.

FINDING

CCS human resources department has created a procedures manual and informational materials for both internal staff and CCS employees that facilitate effective communication of key HR information.

In response to feedback from stakeholders, HR has developed a multi-media approach to addressing routine requests for information and building self-sufficiency among employees with regards to basic human resources information. Among the communication tools used by HR are the following:

- **Human Resources Tip Sheet.** This one-page document informs current and prospective employees whom to contact in HR for specific information regarding licensure, tuition reimbursement, supplemental pay, benefits, payroll, worker's compensation, hiring, finger printing, leave, retirement, etc. It also provides names and contact numbers for HR staff members. The sheet also informs inquirers how they can assist HR in their efforts to provide effective customer service.
- **Alternative Licensure "Cheat Sheet".** This is another one-page document that provides persons seeking professional licensure through alternative paths with information on the various methods available to them in Virginia. The information is presented as a series of checklists which list the qualifications for each method, including Career Switcher, provisional licenses, experiential learning, and out-of-state licensure reciprocity.
- **Various Procedures Manuals.** CCS provides numerous procedures manuals related to licensure, performance evaluation, and general HR procedures in both hard copy and electronically through links on the HR Web site. These documents include:
 - 2008-09 Employees Handbook.
 - Virginia Licensure Renewal Manual.
 - Administrative Evaluation Handbook.
 - Teacher Evaluation Handbook.

By providing employees with detailed information on the most common functions within the department, HR staff members are able to devote more of their time to their core job tasks and less time responding to routine questions. Posting these documents online allows full access to all employees and prospective employees.

COMMENDATION 6-D:

The CCS HR department is commended for creating and disseminating procedures manuals and other informational documents for internal staff and current and prospective employees.

FINDING

Goal Four of the CCS 2006-2011 Strategic Plan provides a broad outline for improvement, but lacks specific and measurable improvement targets for HR.

Goal Four of the school division's strategic plan is to "Recruit, retain and support diverse and effective leadership, teachers, and staff." Towards this end, the HR department has developed a set of five strategic objectives in support of this goal:

- Maintain a competitive salary structure and attractive benefits for CCS employees.
- Meet all No Child Left Behind requirements for highly qualified instructional staff.
- Increase diversity and non-traditional representation among teaching faculty.
- Provide support to staff through implementation of systematic and systemic professional development aligned with the division's strategic plan.
- Enhance the division's human resources services.

For each objective, the plan contains a series of strategies. Each strategy is accompanied by language that lists the resources needed to accomplish the strategy, the person/position responsible for the implementation of the strategy, the time frame (date by which the strategy should be accomplished), and the accountability measure and/or expected outcome. MGT consultant's review of the plan revealed the following:

- Of the 24 strategies listed in the plan, 10 merely list "funding" as the resource needed to successfully implement the strategy, and six list nothing at all.
- Some strategies do not contain language that specifies what actions need to be taken. For example, strategy 4.1.1 states, "Ensure that all pay scales are competitive to local or state market", but that is the desired outcome. The strategy is to conduct an HR study to ensure that all pay scales are competitive.
- Other strategies contain non-specific language about the extent of the activity. For example, strategy 4.5.1 states, "Develop and implement training programs for diversity, safety, etc. in the school division." The strategy does not specify the employee group(s) who will be the target of the training, and the inclusion of "etc." gives the appearance of vagueness.

RECOMMENDATION 6-2:

Provide more measurable specificity in the *strategies* and *resources needed* portions of the HR strategic plan for CCS.

The division is now in the third year of a five-year plan and, as such, many of the strategies should be partially or fully implemented. For those strategies which have not yet been fully realized, an HR committee should re-visit the plan and revise the strategies as follows:

- Identify specific, measurable actions and re-word the strategies accordingly. For example, strategy 4.3.2 is another example of an outcome written as a strategy (Ensure full participation by all school administrative staff at local and regional recruiting events). The strategy should be re-written to specify what

actions will be taken to ensure full participation by school administrators at local/regional recruitment events.

- For each of the remaining strategies where the *resources needed* section states “funding,” identify the amount of funding needed either by a specific dollar amount or a percentage of spending over and above current departmental budget levels.
- Align the action steps outlined in the CCS HR Workbook with the strategies in the strategic plan.

Creating an effective strategic plan will provide the human resources department with numerous operational advantages, including the following:

- Focus on the important things to ensure that resources (time, talent, money) are properly allocated to those activities that provide the most benefit.
- Identify and analyze available opportunities and potential threats.
- Provide better information for decision-making.
- Identify and eliminate poor performing areas.
- Gain control of operational problems.
- Develop better communications with those both inside and outside the department.
- Provide a road map to show where the department is going and how to get there.
- Develop a frame of reference for budgets and short-range operating plans.

FISCAL IMPACT

The fiscal impact of implementing this recommendation is dependent upon the number of remaining strategies to be addressed in the strategic plan and their accompanying budgetary requirements.

6.3 Employee Recruitment, Hiring, and Retention

One of the primary functions of personnel services is recruiting and hiring highly qualified teachers. Filling vacancies due to growth and/or attrition is a challenge and national studies predict that teaching shortages will continue to exist over the next decade as the teacher applicant pool ages and K-12 enrollments increase. In addition to retirements, staffing difficulties are associated with inadequate salaries, lack of opportunities for advancement and personal reasons unrelated to working conditions. Further complicating the matter of teacher supply and demand is the federal NCLB requirement for “highly qualified” teachers.

6.3.1 Employee Recruitment

The CCS HR department has developed a recruitment plan that reflects the strategies outlined under Goal 4 of the division's strategic plan (*Recruit, retain, and support diverse and effective leadership, teachers, and staff*). The principles underlying the recruitment plan include the following:

- CCS will establish and maintain a visible presence in educational arenas to attract a highly qualified, diverse staff.
- Building and program administrators will be actively involved in the recruitment process.
- Employees are encouraged to assist in the recruitment of new employees.
- The online applicant system is used to track effective recruitment venues.
- HR works with the community relations liaison to develop promotional materials and strategic advertisement.
- E-recruiting will be used at recruitment venues to improve the management of applicant contacts at recruitment events.
- Recruitment efforts will include emphasis on minority recruitment to support staff diversity.

MGT consultants reviewed numerous documents relating to employee recruitment, including a copy of the 2007-08 recruitment budget (shown in **Exhibit 6-8**), developed in support of the division's recruitment plan. Total funding in support of the division's participation in recruitment venues in Virginia and in other states totaled \$16,906.43. This figure included the costs for event registration, hotel, rental cars, meals, mileage, advertising, and miscellaneous costs.

**EXHIBIT 6-8
CHARLOTTESVILLE CITY SCHOOLS
RECRUITMENT BUDGET
2007-08 SCHOOL YEAR**

RECRUITMENT VENUES	TOTAL EXPENSES
University of Virginia Education Expo	\$500.00
Virginia Association of School Personnel Administrators	\$895.00
Fredericksburg Job Fair	\$500.00
Radford and Virginia Tech	\$427.17
Winston-Salem	\$344.99
Nashville Area Recruitment Fair	\$2,340.00
Old Dominion	\$431.28
James Madison University	\$60.00
Longwood	\$100.00
Hampton University	\$471.50
Howard University	\$450.00
Mary Washington	\$262.82
St. Paul's College	\$446.30
Virginia Union	\$259.99
William and Mary	\$99.00
Spellman, Clark Atlanta, and Morehouse	\$1,101.34
Kids First Job Fair	\$1,346.27
Community Job Fair	\$75.00
Total for College/University Recruitment	\$9,610.66
Other Recruitment Expenses	
Promotional Materials (Pens, Totes, etc.)	\$2,071.91
Recruitment Advertising	\$695.00
National Association of Black School Educators	\$1,063.00
Historically Black Colleges & Universities Advertising	\$1,748.00
American Association of School Administrators Advertising	\$175.00
National Association of Bilingual Educators	\$175.00
Candy for Job Fair	\$4.00
<i>Charlottesville Weekly</i> Advertising	\$860.00
Hispanic Association of Colleges & Universities	\$125.00
AASA Conference Advertising	\$175.00
Minority Recruitment Focus Group	\$203.86
Total for Other Recruitment Expenses	\$7,295.77
Grand Total for All Recruitment Expenses	\$16,906.43

Source: Charlottesville City Schools, human resources department, 2008.

Employee recruitment is a nearly year-round activity, with CCS representatives traveling to venues from October - May. The recruitment schedule is developed by HR leadership; other central office and school leaders are invited to participate in recruitment trips. Participants receive training on appropriate questioning protocols prior to conducting applicant interviews. **Exhibit 6-9** displays the recruitment calendar for the 2008-09 school year. As shown in the exhibit, the majority of the recruitment venues are in-state. The remaining events are in Pennsylvania, Tennessee, North Carolina, South Carolina, West Virginia, Maryland, Washington, D.C., and Georgia.

**EXHIBIT 6-9
CHARLOTTESVILLE CITY SCHOOLS
EMPLOYEE RECRUITMENT CALENDAR
2008-09**

DATE	LOCATION
Oct. 9, 2008	Virginia State University Petersburg, VA (HBCU)
Oct. 16, 2008	Norfolk State University Norfolk, VA (HBCU)
Oct. 29, 2008	Chamber Business Expo: John Paul Jones Arena: Charlottesville, VA
Nov. 11, 2008	VASPA Doubletree Hotel Charlottesville, VA
Nov. 20-22, 2008	National Association of Black School Educators National Conference Atlanta, GA
Jan. 29, 2009	Radford/Virginia Tech Radford, VA
Feb. 4, 2009	Winston Salem State University Winston, Salem, NC (HBCU)
Feb. 10, 2009	Nashville Area Teacher Recruitment Fair
Feb. 11, 2009	William & Mary Williamsburg, VA
Feb. 12, 2009	UVA Recruit Fair
Feb. 13, 2009	UVA Recruit Fair
Feb. 19, 2009	Saint Paul's College Lawrenceville, VA (HBCU)
Feb. 21, 2009	Georgia Association of Education: Clark, Spellman, Morehouse: Atlanta, GA (HBCU)
Feb. 23, 2009	JMU Teacher Recruitment Fair Harrisonburg, VA
Feb. 27, 2009	UNCC Teacher Recruitment Fair Charlotte, NC
Mar. 6, 2009	Longwood Teacher Recruitment Fair Farmville, VA
Mar. 11, 2009	University of Tennessee Knoxville, TN
Mar. 11, 2009	Virginia Union University Richmond, VA (HBCU)
Mar. 14, 2009	VASPA Teach Virginia Fredericksburg Expo & Conference Center Fredericksburg, VA
Mar. 17, 2009	North Carolina A & T Greensboro, NC (HBCU)
Mar. 17, 2009	UNC Teacher Recruitment Fair. Chapel Hill, NC
Mar. 19, 2009	University of Mary Washington: Fredericksburg, VA
Mar. 23-24, 2009	Howard University Washington, DC (HBCU)
Mar. 24-25, 2009	West Virginia University Morgantown, WV
Mar. 26, 2008	South Carolina State University Orangeburg, SC (HBCU)
Mar. 31, 2009	Hampton University Teacher Recruitment Fair Hampton, VA (HBCU)
Apr. 1-2, 2009	Pittsburgh Education Recruitment Consortium Pittsburgh, PA
Apr. 15, 2009	Bowie State University Bowie, MD (HBCU)

Source: Charlottesville City Schools, human resources department, 2008.

FINDING

The CCS HR department has established a well-organized process for tracking recruitment expenses in detail, analyzing hiring trends, and making a determination as to the viability and productiveness of participating at selected recruitment venues.

Exhibit 6-10 displays the five-year hiring trend for the school division. As shown in the exhibit, the number of licensed staff hired (teachers and administrators) ranged from 68 in 2004-05 to a peak of 115 in 2007-08. The number hired dropped to 76 for the current school year. Minority hiring has ranged from 10 percent of new hires to a high of 18 percent in 2005-06.

**EXHIBIT 6-10
CHARLOTTESVILLE CITY SCHOOLS
FIVE-YEAR HIRING TRENDS
2004-05 TO 2008-09 SCHOOL YEARS**

	2004-05	2005-06	2006-07	2007-08	2008-09
No. of Licensed Hired	68	84	80	115	76
White	84%	82%	87%	83%	87%
Black	13%	18%	10%	17%	12%
Female	82%	76%	74%	67%	76%
Male	18%	24%	26%	33%	24%
Avg. Yrs. Experience	4.7	5.8	6.4	4.4	5.1

Source: Charlottesville City Schools, human resources department, 2008.

Following each recruitment cycle, the HR leadership team reviews the results in terms of number of interviews conducted, contracts offered, and persons hired. Based on this analysis, the team will determine if a venue should remain on the following year’s schedule, change the venue status from annual to periodic, or discontinue participating in the event altogether. In addition, the team regularly searches for alternate venues that may prove more productive in terms of getting highly qualified employees.

This attention to hiring trends enables HR to make data-driven decisions regarding its recruitment activities and maintain a steady return on investment in terms of employee hiring.

COMMENDATION 6-E:

The CCS HR department has developed a detailed analysis process for determining the viability of recruitment venues, and modifies the recruitment calendar based on those results.

6.3.2 Employee Hiring

Classroom teachers are a valuable resource within educational institutions and have a deep and lasting affect on the education and learning of students. The time spent in the hiring process of classroom instructors is essential, yields results, and can have long-term benefits for the individual teacher and the school district at large. The school division has established staffing formulas to guide the hiring of new personnel and to help the division maintain appropriate staffing levels at all schools. A complete

description of the staffing levels with detailed findings and recommendations are located in **Chapter 4.0** of this report.

6.3.3 Employee Retention

Central office administrators, school administrators, and classroom teachers were surveyed regarding their level of job satisfaction, specifically with regards to retention. **Exhibit 6-11** displays the response to two questions in the area of job satisfaction. As shown in the exhibit, in response to the statement, “*I am actively looking for a job outside of this school division.*” 75 percent of central office administrators, 71 percent of school administrators and 80 percent of teachers stated they *Disagreed/Strongly Disagreed* with the statement. The majority of the responses to the second statement, “*I am very satisfied with my job in this school division,*” were positive with 79 percent of central office administrators, 77 percent of school administrators and 68 percent of teachers stating they *Agreed/Strongly Agreed* with the statement.

**EXHIBIT 6-11
CHARLOTTESVILLE CITY SCHOOLS
JOB SATISFACTION SURVEY
2008-09**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
I am actively looking for a job outside of this school division.	11/75	6/71	7/80
I am very satisfied with my job in this school division.	79/11	77/18	68/13

Source: MGT of America, Inc., Charlottesville City Schools Survey Results, 2008.

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

FINDING

CCS has an identifiable pattern of declining employee retention.

MGT consultants reviewed teacher attrition in the school division. The division has been studying staff retention over the last several years and has compiled the results of the study in a report. **Exhibit 6-12** and **Exhibit 6-13** are taken from the report. As shown in the exhibits, the five cohorts had lost an average of 52 percent of their membership.

As shown in **Exhibit 6-12**, the 75 employees hired during the 2003-04 school year decreased to 19 four years later. Similarly, of the 61 new hires in the 2004-05 school year, only 20 remain. **Exhibit 6-13** displays the same information in percentage form. Attrition levels from the 2003-04 school year through the 2007-08 ranged from 75 to 46 percent. The attrition rate for the first year after hiring ranges from 16 to 34 percent.

**EXHIBIT 6-12
CHARLOTTESVILLE CITY SCHOOLS
EMPLOYEE ATTRITION BY NUMBER
SCHOOL YEARS 2004 THROUGH 2008**

YEAR HIRED	HIRED	LEFT 1 ST YEAR	LEFT 2 ND YEAR	LEFT 3 RD YEAR	LEFT 4 TH YEAR	TOTAL SEPARATIONS	TOTAL REMAINING
2003-04	75	19	12	18	7	56	19
2004-05	61	21	12	8		41	20
2005-06	70	21	16	1		38	32
2006-07	69	20	12			32	37
2007-08	92	15				15	77

Source: Charlottesville City Schools, human resources department, 2008.

**EXHIBIT 6-13
CHARLOTTESVILLE CITY SCHOOLS
EMPLOYEE ATTRITION BY PERCENTAGE
SCHOOL YEARS 2004 THROUGH 2008**

YEAR HIRED	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL %
2003-04	25%	16%	24%	9%	75%
2004-05	34%	20%	13%	0%	67%
2005-06	30%	23%	1%	0%	54%
2006-07	29%	17%	0%	0%	46%
2007-08	16%	0%	0%	0%	16%

Source: Charlottesville City Schools, human resources department, 2008.

While it was beneficial to gather this data, it is not detailed enough to use as the basis of formulating plans for an improved employee retention process. Without a more personal contact with these individuals, it is not possible to know the actual reason for their departure from the system.

RECOMMENDATION 6-3:

Develop a process to gather more accurate information on the causes of employee attrition, and use the results of the process to formulate an effective teacher retention plan.

It is good public relations to be interested in every employee who is leaving the school district. Every employee who leaves the district has neighbors, relatives, friends, and acquaintances and in conversations may talk in some detail, or at least make a casual comment or two about their experiences as a CCS employee.

Each employee who leaves with incorrect information or a negative attitude towards the school or department where they were employed can do damage by building up misconceptions about the school district and dissuading people from accepting employment. An exit interview, properly conducted, can correct misinformation and modify negative attitudes.

A well-designed exit interview process yields information regarding the working conditions or personal circumstances that lead to an employee's departure. The

questions should be both open-ended and directed to provide the employee with as many opportunities as possible to express his/her views. In conducting exit interviews, the following standards are considered best practices:

- **Prepare for the interview.** Review the employee's employment record prior to the interview. This background information can be helpful in "breaking the ice". It also helps to establish confidence if the employee feels that you know something about him/her—how long he/she has been in the school district, the kind of work he/she has done, etc. Have a discussion with the employee's supervisor prior to the interview.
- **Provide for privacy.** This doesn't necessarily mean a private office. If you are in a room with other people, your desk should be placed so that neither you nor the employee are interrupted or distracted by activities in the room, and so that your conversation is not audible to the other occupants.
- **Open the interview in a friendly way to put the employee at ease.** If you and the employee are both relaxed and can assume a natural conversational attitude there will be a freer exchange of ideas. The ordinary rules of good manners should be observed such as greeting the employee by name, perhaps shaking hands, if this seems natural, followed by one or two casual, friendly remarks. A friendly, informal relationship should be established and tension relieved before trying to proceed with the interview.
- **Tell the employee briefly the purpose of the interview.** Let the employee know that the district is interested in his/her future plans, his/her reasons for making a change and his/her evaluation of his work experience here. Tell him/her that the district also wants him/her to have any information he/she needs before leaving. This phase of the interview often makes a good starting point.
- **Treat the employee as a conversational equal.** Even though you may know more about the subject under discussion than the employee, never lecture or talk down to him/her.
- **Use language that the employee can understand.** Technical terms should be avoided. When giving instructions or information, be sure that what you are saying is clear and not likely to be misinterpreted.
- **Show an interest in what the employee has to say.** Give the employee your undivided attention. Arrange your interview so that nothing will interrupt. Have someone else cover your phone during the interview.
- **Phrase questions to encourage the employee to talk or to clarify a statement.** Questions that can be answered by "yes" or "no" tend to block the flow of easy conversation. "How have you enjoyed your work?" or "What do you like best about your work?" is better than, "Did you enjoy your work?", as the answer is an expression of ideas and attitudes and will not require a second question. Sometimes a direct statement such as, "I'm interested in hearing what you think of the promotion policy", instead of "Do you think the promotion policy is fair?" can be used effectively.

- ***Avoid the semblance of cross examination.*** Questions should not be fired at the employee in rapid succession.
- ***Answers to questions should not be implied.*** In order to obtain an unbiased answer, a question should be phrased, “How does the responsibility in your new job compare with your work here?”

Given the size of the division, gathering exit data should not be an extraordinary challenge. For individuals who do not indicate a reason for their voluntary separation from service, a follow-up contact and request for a formal exit interview would be appropriate. Once this process is completed, the HR leadership team can review the data collected and begin to formulate a more effective retention plan.

Research reveals four strategies that have been found to correlate highly with reductions in new teacher attrition:

- Assign new teachers to areas where you know they will succeed.
- Limit the out-of-classroom responsibilities for first-year teachers.
- Assign each new teacher a qualified mentor.
- Develop a culture of collaborative problem-solving in the school. If teachers feel they are not participating in problem-solving, they often feel diminished.

FISCAL IMPACT

The implementation of this recommendation will require a time commitment for those persons charged with conducting exit interviews to receive training on the best practices and to review the current procedures and amend them to this standard.

7.0 FACILITY USE AND MANAGEMENT

7.0 FACILITY USE AND MANAGEMENT

This chapter presents the results of the review of the facility use and management functions in Charlottesville City Schools (CCS). The five sections in this chapter are:

- 7.1 Planning Services
- 7.2 Design and Construction
- 7.3 Maintenance
- 7.4 Housekeeping Services
- 7.5 Energy Management

A comprehensive facilities management program ensures that all the division's facilities are safe, healthy, and enhance educational activities. The program should accomplish these goals in an efficient and cost-effective manner. The division's facility planners and the facility plan should be key elements in the division's strategic plan.

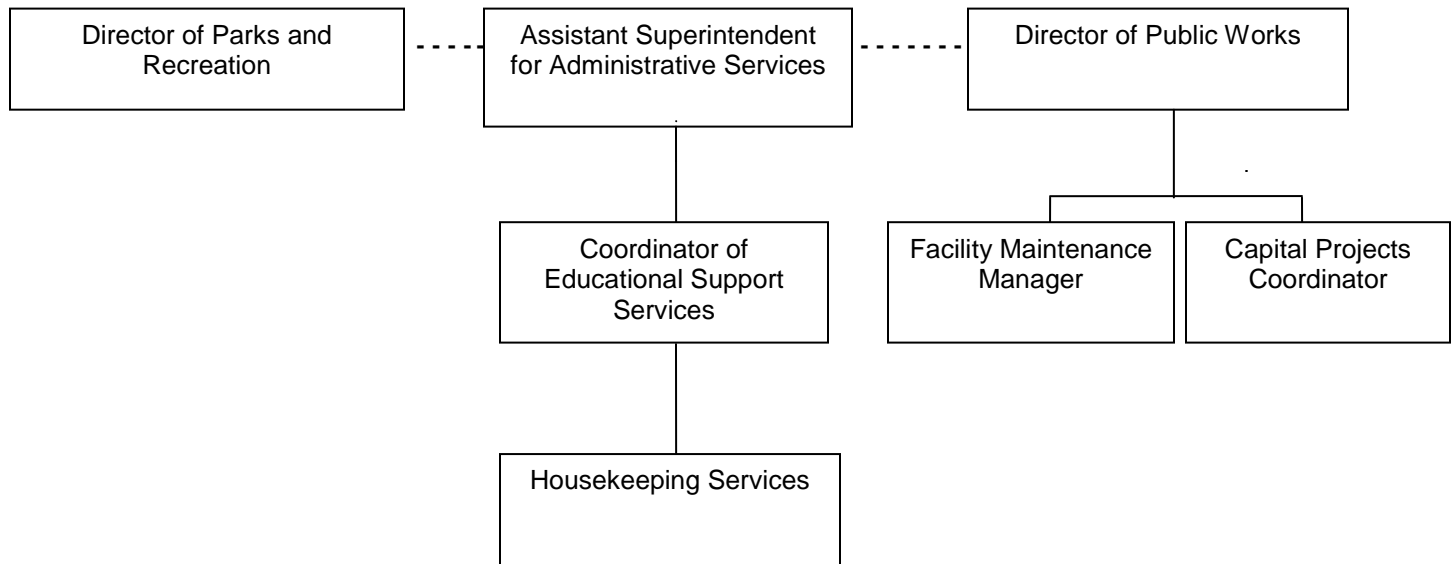
The design of well-planned schools is driven by the needs of the educational programs and accurate demographic studies. The design process should have input from all stakeholders, including administrators, teachers, security specialists, parents, students, and the maintenance and operations staff. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program and efficiently utilizes the school system's resources.

CHAPTER SUMMARY

The facilities management, capital project administration, and energy management functions are the responsibility of the facilities management division of the City of Charlottesville's (city) department of public works. These functions are supervised by the city's director of public works through the facilities maintenance manager and the capital projects coordinator. The grounds maintenance functions are the responsibility of the city's department of parks and recreation. These functions are supervised by the city's director of parks and recreation. This arrangement was approved by written agreement between the city and the division dated October 9, 1997. The assistant superintendent for administrative services is the point of contact in the school division for coordination of these city-provided services. CCS uses the term housekeeping services for custodial services. Housekeeping services are the responsibility of the division's administrative services department. The assistant superintendent for administrative services supervises the coordinator of educational support services who is responsible for the housekeeping function. **Exhibit 7-1** is an organizational chart reflecting these functions.

CCS is experiencing declining enrollment and has a number of buildings operating under capacity. The ongoing facility improvements are the result of a committed positive working relationship between the division and the city. However, all of the necessary planning elements are not compiled in a single written comprehensive plan.

**EXHIBIT 7-1
CHARLOTTESVILLE CITY SCHOOLS
FACILITIES AND MAINTENANCE ORGANIZATIONAL CHART**



Source: Charlottesville City Schools, administrative services department, 2008; City of Charlottesville, department of public works, 2008; MGT of America, Inc., 2008.

The MGT consulting team reviewed the organizational structure, the capital planning documents and processes, the maintenance and custodial processes, the energy management program, and the grounds management program. The key commendations reported in this chapter include:

- The “Facility Condition Assessment” utilizing an external source to provide an encompassing assessment of the physical condition of building needs has been completed (**Commendation 7-B**).
- CCS has successfully used the services of the city’s department of public works for electronic storage of blueprints, construction management, and controlling change order costs (**Commendation 7-C**).
- CCS and the city have entered into a joint agreement for the purpose of achieving “cost savings and eliminating duplicative efforts” by combining the CCS and city maintenance staffs in order for the city to provide buildings and grounds services to the division (**Commendation 7-D**).
- CCS’s annual rate of completion for maintenance work orders is high (**Commendation 7-F**).
- The division is staffing housekeeping services at or near a best practice level (**Commendation 7-H**).
- Working with the city’s facilities maintenance division, CCS has initiated an energy management program and has made energy management a high priority (**Commendation 7-I**).

Key recommendations contained in this chapter include:

- Develop a 10-year comprehensive long-range facility master plan with public participation which incorporates the future plans for education programs, future demographics, and educational suitability with the “Facility Condition Assessment” and the Capital Improvement Plan (CIP) (**Recommendation 7-1**).
- Close one elementary school (**Recommendation 7-3**).
- Increase the scope of any future cost/benefit analysis of converting, renovating, or constructing a building for a combined central office to also include a cost/benefit analysis and feasibility study of converting an elementary school to a combined central office facility (**Recommendation 7-4**).
- Assess the need and install additional school security monitoring to prevent loss due to theft and vandalism. (**Recommendation 7-5**).
- Establish cleaning supply allocations for all schools (**Recommendation 7-8**).

As part of this efficiency review, CCS staff were surveyed on opinions regarding facility management. **Exhibit 7-2** shows the result of this survey.

As shown in the exhibit, central office administrators, principals and assistant principals along with teachers show a favorable response to maintenance, cleanliness, and health and safety issues. Central office administrators and principals/assistant principals gave building cleanliness highly positive ratings, with 88-89 percent rating it as adequate or outstanding. A majority of teachers were also pleased, with 69 percent rating it as adequate or outstanding. Building maintenance also received high ratings from central office administrators (86 percent), with a lower but still positive rating from principals/assistant principals (77 percent) and teachers (63 percent). This response is also more favorable than that of the same groups surveyed in other school divisions (see Appendix A, **Exhibit A-27**). However, the facility planning and opportunity to provide input into facility planning statements received much lower ratings among all CCS groups.

7.1 Planning Services

Planning services are those activities which are necessary prior to starting the actual architectural design of a school facility. These services include demographic studies, capacity and utilization analysis, attendance zone studies, land acquisition, and school site permitting.

FINDING

The last comprehensive facilities master plan was developed in 1999. A comprehensive long-range facilities master plan is the key element to good facilities planning. Since the 1999 plan, the division has developed several components of a new facilities master plan (“Facility Condition Assessment,” building capacity, Capital Improvement Plan

(CIP), etc.); however, these components have not been incorporated into one current comprehensive facilities master plan.

**EXHIBIT 7-2
CHARLOTTESVILLE CITY SCHOOLS
COMPARISON OF RESPONSES WITHIN THE DIVISION
FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Our school buildings provide a healthy environment in which to teach.	89/4	76/6	52/23
Our schools have sufficient space and facilities to support the instructional programs.	86/11	77/24	51/32
Our facilities are clean.	89/4	88/6	69/13
Our facilities are well maintained.	86/7	77/18	63/17
Our division plans facilities in advance to support growing enrollment.	14/14	30/18	15/26
Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	25/11	12/18	22/22
Our school buildings and grounds are free of hazards that can cause accidental injury.	75/0	59/0	56/18

Source: MGT survey, 2008.

¹Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The *neutral* and *don't know* responses are omitted. MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are "representative" of the population surveyed. In the case of Charlottesville City Schools, the response rate for administrators and principals were slightly lower than this standard.

Successful implementation of a comprehensive facilities plan, to be effective, should include:

1. Annual updates for a minimum of five-year enrollment projections as required by policy FB. Ten years are preferable.
2. Attendance zone adjustments coordinated with enrollment projections and facility improvements.
3. Updated educational specifications for renovated schools to ensure the facilities are supporting world-class standards.
4. The establishment of design and construction standards to support sustainable, energy efficient, and world-class facilities.
5. The oversight of bidding and construction.
6. The updating of capacity and utilization figures and master plan recommendations.

7. The oversight and updating of project budgets.
8. The inclusion of staff and public participation into many of the processes as required by policies FA and FB. These policies require public participation in the development of educational specifications for new buildings and extensive building renovations.

RECOMMENDATION 7-1:

Develop a 10-year, comprehensive, long-range facility master plan with public participation which incorporates the future plans for education programs, future demographics, and educational suitability with the “Facility Condition Assessment” and the CIP.

By implementing this recommendation, CCS should have a comprehensive plan that is driven by research which will help gain public support in funding the plan. School divisions in America are now approaching facilities planning in a more comprehensive manner, utilizing sophisticated data to prioritize building needs. Including public participation in the planning process as required in policies FA and FB will also help in gaining public support.

CCS should develop a new long-range school facility master plan to serve as an umbrella for the changing educational environment. In addition, there needs to be a plan that is based on current and projected enrollment, especially since there has been a decrease in enrollment of 12.2 percent since the fall of 1999. The school division’s facility planning process should have the following goals:

- To maintain safe, healthy buildings that enrich the educational experience.
- To maximize the utilization of the facilities. Utilization of school facilities should include ideas such as after-hours use and use by community groups.

The above two goals should be achieved in the most cost-effective manner. The school board should establish a broad-based division facilities advisory committee (including citizen and staff representatives) and work with a facility planning consultant who will examine the facility elements discussed above to establish an up-to-date facilities master plan.

The long-range school facility master plan should include, at the minimum, the following:

- **Attendance Boundaries:** Each attendance boundary should be analyzed for irregularities and inefficiencies. Steps to correct deficiencies should be outlined.
- **Grade Configuration:** The grade spans of each school should be examined in light of the programs offered, the assessment schedules required, and the scale of each building compared to the student grade levels.
- **Utilization Analysis:** The utilization of each school should be analyzed in the context of current enrollment projections, capacity and potential changes in student/teacher ratios. Scenarios should be developed to improve utilization to

a division-wide level of at least 85 percent or the level of utilization established by the school board.

- **Assessment of Functional Adequacy (Educational Suitability):** The facility committee, in conjunction with a curriculum committee, should assess and enter into a facilities database the elements of educational suitability each facility has. These elements should include items such as classroom size, types of special use classrooms, and level of technology infrastructure. High-level budget estimates should be developed for correcting deficiencies at each school.

- **Assessment of Building Condition:** The physical condition and energy efficiency of each school building should be assessed. The amount of money needed to correct each deficit should be calculated at a high-level budget figure, not as a detailed cost estimate. These data should be entered into a facilities database

FISCAL IMPACT

This recommendation can be implemented using existing staff or it could be outsourced. Since several of the planning components necessary to complete this have already been initiated or completed, using existing staff should be considered before utilizing outsourcing. If outsourcing the project is preferred, contracting with a qualified educational facility planning firm to develop a comprehensive 10-year facility master plan is estimated to be a one-time cost of \$90,000. There could be some savings in this amount as a result of the already completed Facility Condition Assessment.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Develop a Long-Range Facility Master Plan	(\$90,000)	\$0	\$0	\$0	\$0

FINDING

CCS prepares annual enrollment projections using a sound methodology and produces accurate results. The enrollment projections are typically within 1.70 percent accuracy. However, consistently the projections also have been higher than the actual enrollment.

Accurate enrollment projections are a foundation of effective facility planning. Being able to accurately project the future number of students allows planners to determine the amount and kind of space the division will need to appropriately house all students.

The division uses a cohort survival ratio developed by the University of Virginia Cooper Center to project annual enrollment projections. This methodology, which is widely recognized, utilizes historic September 30 enrollment figures and determines the survival rate of students as they graduate through the school system. The cohort survival projections are then compared to additional demographic and economic data to determine the most realistic projections. In addition, the staff considers migration in and out of the division, future development, and student enrollment.

Exhibit 7-3 presents the division’s enrollment projections and actual enrollment for the last five years. As the exhibit shows, the projections are typically within 1.70 percent accuracy.

**EXHIBIT 7-3
CHARLOTTESVILLE CITY SCHOOLS
COMPARISON OF ENROLLMENT PROJECTIONS AND ACTUAL ENROLLMENTS
2005-09**

SCHOOL YEAR	PROJECTED SEPTEMBER 30 ENROLLMENT	ACTUAL SEPTEMBER 30 ENROLLMENT	NUMERIC DIFFERENCE OF PROJECTED V. ACTUAL ENROLLMENT	PERCENT DIFFERENCE OF PROJECTED V. ACTUAL ENROLLMENT
2004 – 05	4,268	4,224	(44)	(1.03%)
2005 – 06	4,282	4,166	(116)	(2.71%)
2006 – 07	4,130	4,063	(67)	(1.62%)
2007 – 08	3,977	3,918	(59)	(1.48%)
2008 – 09	3,936	3,875	(61)	(1.55%)
AVERAGE	4,119	4,049	69.4	(1.70%)

Source: Charlottesville City Schools, Finance Department, 2008.

COMMENDATION 7-A:

The division has developed annual enrollment projections using sound methodology and multiple sources of data.

FINDING

The city public works department has developed a long-range “Facility Condition Assessment” (2005) through a contract with a real estate life cycle consulting firm. The assessment analyzed the condition of school buildings. The plan made recommendations (including requirements for Americans with Disabilities (ADA)) to meet facility needs through 2025 with annual budget estimates.

This is one of the essential components of a comprehensive long-term facilities plan and the CIP. This already developed assessment will save staff time in the future development of the comprehensive long-term facilities plan.

COMMENDATION 7-B:

The “Facility Condition Assessment”, utilizing an external source to provide an encompassing facility assessment of the physical condition and building needs, has been completed.

FINDING

CCS has not adjusted attendance boundaries on a regular basis. The last time it adjusted attendance boundaries was in 2003 when it adjusted the preK-4 attendance zones. The division needs to adjust attendance boundaries to balance the utilization of its schools. The division should develop a process that encourages public comment and is transparent.

Effective facility planning requires using all facilities at or near their capacity. Many times the under- or over- utilization of a facility can be solved by changing the attendance boundary and adjusting the student enrollment. However, changing attendance boundaries is not a popular solution for most parents and students, and, therefore, changes should be carefully studied prior to taking any action.

Many school systems that are experiencing significant growth or changes in their enrollments adjust attendance zones yearly. Whether the changes are made yearly or less frequently, school systems must use an open and transparent process that allows for public participation and builds public trust. A process with these qualities will have the following elements:

- Accurate data analysis conducted by the staff using GIS (Geographic Information System) mapping and accurate enrollment projections.
- The development of multiple alternative scenarios by the staff.
- The public comments on the alternative scenarios. Some districts post the alternatives on their Web site as well as hold public meetings.
- Further analysis is done by the staff and a recommendation is made to the board.
- The board holds a public input hearing.
- The board chooses an alternative and then asks the public for final comment prior to voting.

RECOMMENDATION 7-2:

Develop a structured and transparent attendance zone procedure for Policy JC and adjust boundaries on a regular basis to balance the utilization of schools.

By implementing this recommendation, the division should expect to realize savings and achieve better building utilization. The amount of savings and efficiency achieved will be dependent on the scope of any boundary adjustments.

The division staff has received projections (University of Virginia Cooper Center) that enrollment will decline through the 2011-12 school year. The division will need to adjust attendance zones to maintain the best utilization of its facilities and resources through this time of decreasing enrollment.

Designated division staff should analyze the need for attendance zone adjustments on an annual basis and take recommendations to the board when action is required.

FISCAL IMPACT

This recommendation can be implemented using existing staff. The implementation will require staff time which will vary depending on the number of scenarios and how often adjustments will be considered. The board may need to schedule an additional hearing, depending on the process it adopts. The savings will be affected by the actual decision but could include reduced transportation costs, savings due to staff reductions, and avoidance of expenditures such as portables.

7.2 Design and Construction

Design and construction of capital projects is currently overseen by the capital projects coordinator in the facilities management division of the city's department of public works. Major capital improvement projects are the responsibility of the capital projects coordinator.

Exhibit 7-4 presents the organizational chart for the relationship between the public works facilities management division of the city's department of public works and the school division. This organization and staffing is sufficient for the current level of activity.

FINDING

CCS has successfully utilized the services of the facilities management division of the city department of public works to contain construction costs and change order rates.

CCS has an agreement with the city to provide capital project services to include construction management of major capital improvement projects and renovations. Within the last several years, the division has completed two major renovations. One of the renovations included an addition of eight classrooms. By utilizing these combined services with the city, CCS has been able to keep costs down by not having its own staff, or that of a private construction supervisor, supervise CCS projects.

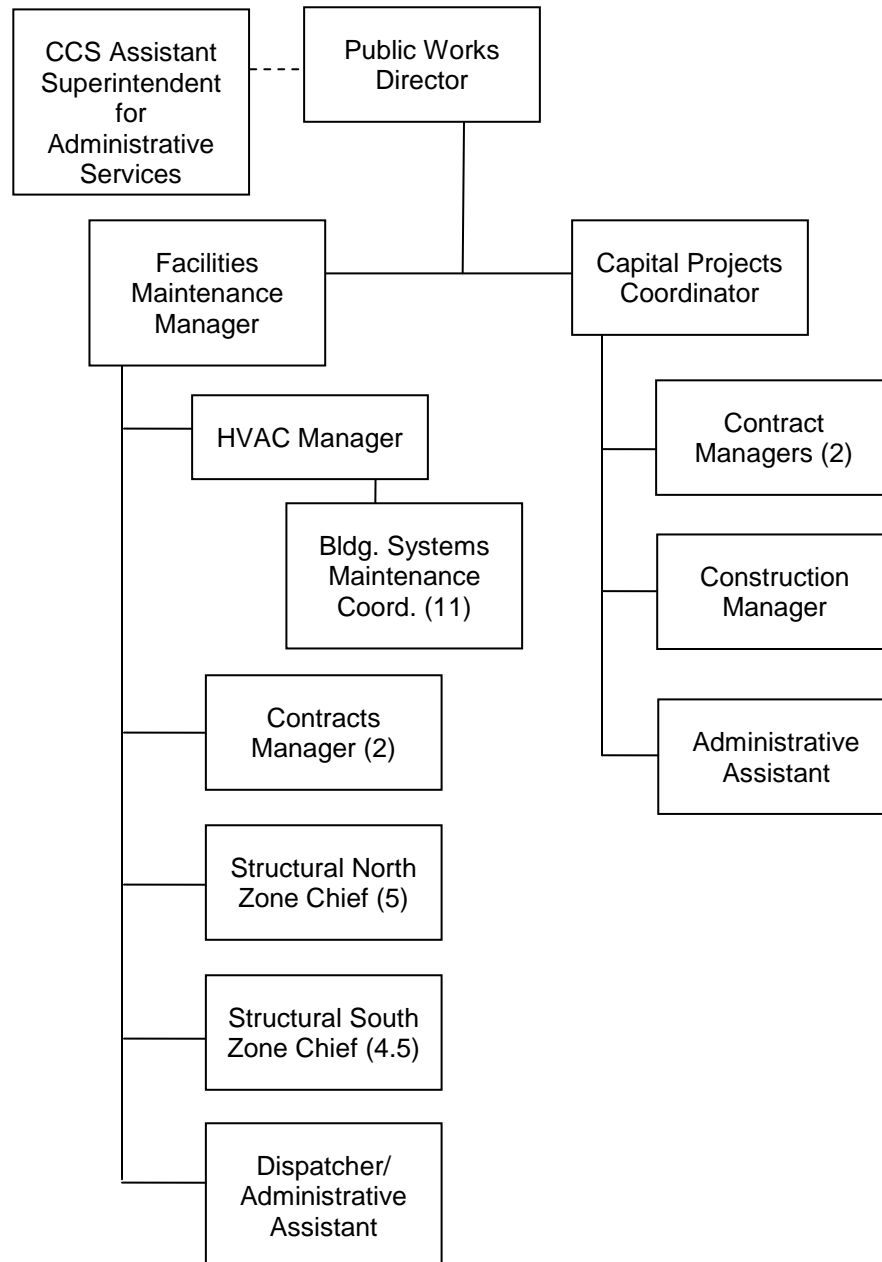
The blueprints are electronically stored by the facilities management division. By utilizing this form of backup for building blueprints and plans, the plans are protected against catastrophic loss. This would allow critical facility and maintenance operations to continue with minimal disruption in the event of catastrophic loss of the originals.

Costs per square foot and percentage of change in construction costs from original contract can be measures of how well a construction project was designed and managed. Poorly designed and managed projects will often have excessive square footage costs and high change order percentages.

Change orders can be initiated by the contractor, architect, or city department of public works 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. According to the Council of Educational Facility

Planners (CEFPI), the change order budget for renovation projects is typically six to eight percent due to unknown conditions in existing construction.

**EXHIBIT 7-4
CITY OF CHARLOTTESVILLE DEPARTMENT OF PUBLIC WORKS
ORGANIZATIONAL CHART**



Source: City of Charlottesville, facilities maintenance division, 2008/Charlottesville City Schools, administrative services, 2008; MGT of America, Inc., 2008. The chart only reflects those functions which work with the school division.

Exhibit 7-5 presents the change order history on major projects for CCS for the last several years. As the exhibit shows, CCS has kept change order rates for major

renovation projects (in excess of \$1 million) at a best practice level, and just below an industry average for renovation work.

**EXHIBIT 7-5
CONSTRUCTION CHANGE ORDER HISTORY
2003-04**

	PROJECT TYPE	BID AWARD AMOUNT	TOTAL CHANGE ORDERS	% CHANGE ORDERS
CHS (2004)	Renovation	\$7,248,717	\$316,905	4.37%
Jackson-Via(2003-04)	Renovation	\$1,436,700	\$136,907	9.53%
TOTAL		\$8,685,417	\$453,812	5.22%

Source: City of Charlottesville, Department of Public Works, 2008; MGT of America, Inc., 2008.

COMMENDATION 7-C:

CCS has successfully used the services of the city’s department of public works for electronic storage of blueprints, construction management, and controlling change order costs.

FINDING

Enrollment in CCS has declined since 2003-04 and is projected to continue the trend through 2011-12; however, no schools have been closed in response to enrollment decline resulting in higher costs to operate under capacity school facilities.

Exhibit 7-6 shows the actual K-12 population decline from 2003-04 through 2008-09 and the projected continuation through 2011-12. As can be seen, the student membership is projected to decline from 4,273 in 2003-04 to a projected 3,845 in 2011-12 for a total reduction of 428 students.

The school division has excess student capacity, several schools in close proximity, and four schools constructed more than 50 years ago (although major renovations have been completed in most cases).

**EXHIBIT 7-6
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
STUDENT POPULATION TRENDS
2003-04 THROUGH 2011-12 SCHOOL YEARS**

SCHOOL YEAR	ACTUAL OR PROJECTED K-12 MEMBERSHIP
2003-04	4,273
2004-05	4,224
2005-06	4,166
2006-07	4,063
2007-08	3,918
2008-09	3,875
2009-10	3,902*
2010-11	3,870*
2011-12	3,845*

Source: Charlottesville City Schools, Finance Department, 2008; MGT of America, Inc., 2008.

All membership totals exclude preschool enrollment.

*The total projection has not been updated to reflect current enrollment data.

Exhibit 7-7 shows all schools, grade levels served, the year of original construction, current capacity, and current student enrollment. As can be seen, exclusive of two portables, there are a total of 1,426 excess student stations in the school division. High school excess capacity represents 63 students, middle school excess capacity is 160 students, grades 4-5 excess capacity is 166 students, and PK-4 excess capacity is 1,037 students.

Interviews with school division personnel reveal that efforts made to consider closing an elementary school in the past were unsuccessful due to community resistance.

The result of the failure to efficiently utilize space has cost the school division substantial fiscal resources (see the fiscal impact following **Recommendation 7-3**) and does not represent a reasonable conservation of taxpayers' resources.

**EXHIBIT 7-7
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
GRADE LEVELS SERVED,
YEAR CONSTRUCTED, CAPACITY, AND ENROLLMENT**

SCHOOL	GRADE LEVELS	YEAR CONSTRUCTED	CAPACITY*	ENROLLMENT	OVER/(UNDER) CAPACITY
CHS	9-12	1974	1,305	1,242	(63)
Buford	7-8	1965	703	543	(160)
Walker	5-6	1965	685	519	(166)
Burnley-Moran	PK-4	1955	520	322	(198)
Clark	PK-4	1930	442	235	(207)
Greenbrier	PK-4	1962	480	286	(194)
Jackson-Via	PK-4	1969	442	310	(132)
Johnson	PK-4	1955	442	250	(192)
Venable	PK-4	1925	440	326	(114)
Portable Classrooms (2)**		1988			
SCHOOL SYSTEM TOTALS			5,459	4,033	(1,426)

Source: Charlottesville City Schools, Administrative Services; Finance Department, 2008; MGT of America, Inc., 2008.

*Does not include existing portable classroom space.

**Not included in totals.

RECOMMENDATION 7-3:

Close one elementary school.

By implementing this recommendation the school division should be able to decrease expenditures and provide an option for combining central office functions.

Actions to implement this recommendation (see **Exhibit 7-8**) for the listed eliminated positions should begin once the school board approves the plan to close an elementary school so that as many position assignments as possible can be handled through transfers.

The board and the superintendent should identify the school to close and decide on the closing of an identified school with appropriate public input and public hearing(s).

The superintendent should begin the process to recommend attendance zone options, obtain public input, and approve new attendance zones.

The superintendent should instruct appropriate staff to prepare for the school closing, reassignment of students and staff and other related actions necessary to an efficient opening of schools for the 2009-10 school year.

It is imperative that the board and superintendent resist the temptation to move too far, too fast on any school closing decision. Stakeholders must invest the time, effort, and analysis to make recommendations that will provide the greatest benefit to students and

the community. Decision-makers may not like the delay in what they have concluded is “inevitable”, but it is imperative that school closure conversations be preceded by all the “right steps” if success is to be achieved.

The division that wishes to consider school closings should operate from a solid governance base. The beginning of this process starts with ensuring that board policies will permit the debate to unfold in an organized fashion.

The development of policy and procedures constitutes the means by which an organization can communicate expectations to its constituents. In addition, adopting policy and establishing related procedures provide the mechanism for:

- Establishing the school board’s expectations.
- Establishing a distinction between policy-making and administrative roles.
- Creating guidelines within which staff, faculty, students, and the community operate.
- Providing reasonable assurances of consistency and continuity in decisions.
- Providing a legal basis for the allocation of funds, facilities, and other resources.
- Facilitating and guiding the orientation of new school board members and employees.
- Encouraging community involvement within structured guidelines.

The most common error made in school closure conversations is the lack of a comprehensive ten-year facility master plan (See **Recommendation 7-1**). School closures are “personal” and without a larger context from which to judge whether a school(s) should be closed, the conversation will be driven solely by political considerations. The larger picture approach minimizes the political debate by establishing the building priorities for the entire division and school closure becomes part of that larger plan.

A long-range school facility master plan will serve as a road map for the changing educational environment. MGT is willing to provide the board and superintendent with more detailed suggestions and best practices regarding school closure under a separate document.

FISCAL IMPACT

Exhibit 7-8 shows the potential fiscal impact to CCS, assuming the closing of one elementary school. The conservatively estimated savings for these actions could be nearly \$466,830 for the first year and up to approximately \$2,334,150 over the five-year period. The savings would be greater if the utilities, maintenance, custodial salaries, and so on were included. However, if the school were to be converted to a central office some or most of those costs would be needed in the converted facility.

**EXHIBIT 7-8
POTENTIAL SAVINGS/ (COSTS) FOR CLOSING A SCHOOL**

ACTION*	ESTIMATED ANNUAL SALARY PLUS BENEFITS	INFORMATION SOURCE & NOTES
Eliminate One Elementary School Principal Position	$\$80,000 + \$26,400 = \$106,400$	Review of payroll records, salary schedules
Eliminate One Elementary Instructional Coordinator Position	$\$64,000 + \$21,120 = \$85,120$	Review of payroll records, salary schedules
Eliminate One LPN Nurse Position	$\$25,000 + \$8,250 = \$33,250$	Review of payroll records, salary schedules
Eliminate One Guidance Position	$\$43,000 + \$14,190 = \$57,190$	Review of payroll records, salary schedules
Eliminate One Librarian Position	$\$43,000 + \$14,190 = \$57,190$	Review of payroll records, salary schedules
Eliminate One Administrative Technician Position	$\$30,000 + 9,900 = \$39,900$	Review of payroll records, salary schedules
Eliminate One Child Nutrition Manager Position	$\$16,000 + \$5,280 = \$21,280$	Review of payroll records, salary schedules
Eliminate One Book Buddies Position	$\$20,000 + \$6600 = \$26,600$	Review of payroll records, salary schedules
Eliminate Two Child Nutrition Workers Positions	$\$9,310 \times 2 = \$18,620$	Review of payroll records, salary schedules
Eliminate One Librarian Assistant Position	$\$16,000 + \$5,280 = \$21,280$	Review of payroll records, salary schedules
Estimates For All Expenses Other Than Labor As Reported Above		Utilities, communications, insurance, maintenance supplies and equipment, custodial salaries, and other miscellaneous operating expenses, are not included. These items will be needed if the closed elementary school is converted to a central office. Transportation costs could increase depending on the school selected and the new attendance zones.
Total Estimated Annual Savings	\$466,830	

* MGT consultants used conservative figures in order to permit the reassignment of some positions to the receiving schools.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Close One Elementary School	\$466,830	\$466,830	\$466,830	\$466,830	\$466,830

FINDING

CCS has the need to combine central office functions in one location. The central office functions are located in two sites: central office 1 (CO1) is located on Dairy Road, and central office 2 (CO2) is located on the ground floor of Charlottesville High School. CO1 contains the offices for the superintendent, deputy superintendent, assistant superintendent, administrative, human resources, and finance functions. The size of the current building is approximately 4,700 square feet. CO2 contains the special education, student services, curriculum/instruction, network systems administration, and nutrition offices. These functions are utilizing approximately 8,800 square feet.

If the two offices are combined, the alternative education/suspension program at Henry Avenue could be relocated from a leased facility to CO1 and a planned non-traditional high school could be located in CO2.

As part of any decision to combine the two central office facilities, a cost/benefit analysis comparing the conversion, renovation, or construction of a building for a combined central office, would be one of the planning phases.

RECOMMENDATION 7-4:

Increase the scope of any future cost/benefit analysis of converting, renovating, or constructing a building for a combined central office to also include a cost/benefit analysis and feasibility study of converting an elementary school to a combined central office facility.

The elementary buildings contain a minimum of 46,000 square feet. This not only provides sufficient space for needed functions but also provides the opportunity for future programs to be placed in a facility this size. CCS needs to compare the alternatives to not only compare costs, but also to determine which site is more feasible for school division needs.

By implementing this recommendation, the board will have an appropriate cost analysis of various options for combining the central offices. The combining of the central offices provides needed additional space, a board meeting room, storage and conference space in the school division, and improves logistics. An example of the need for additional office and storage space is described in **Chapter 6.0** (Human Resources), **Recommendation 6-1**. The current size and configuration of CO1 does not allow for private conversations, security of sensitive information, adequate confidential and non-confidential records storage, or sufficient conference room space. In addition, moving the alternative education/suspension center from a leased building to CO1 saves \$70,000 per year in lease payments for the alternative education/suspension program site.

FISCAL IMPACT

The actual renovation/conversion/construction cost to provide for a combined central office is not included since this is still in the discussion stage (and not yet budgeted). Any renovation/conversion/construction cost is subject to many variables dependent on the scope of work. This fiscal impact reflects the additional cost of determining whether a converted school is a preferred option and whether future funds that would be spent on combining the central offices should be redirected to a school conversion. This fiscal impact does not include the additional cost of a cost/benefit analysis of renovating, converting, or constructing any other building to be considered by CCS for this purpose.

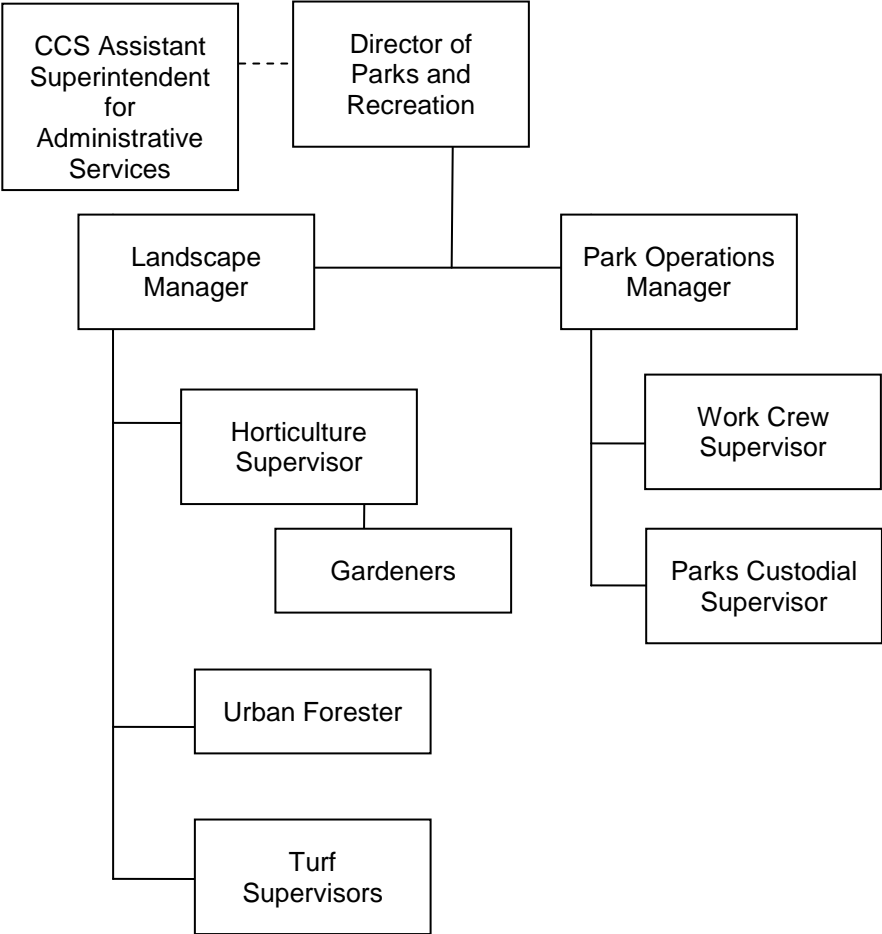
Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Increase the Scope of Any Future Cost/Benefit Analysis to Include the Conversion of an Elementary School	(\$50,000)	\$0	\$0	\$0	\$0

7.3 Maintenance

The proper maintenance and custodial/grounds services of facilities is critical to ensuring support for an effective instructional program. Research has shown that appropriate heating and cooling levels, building and room appearances, condition of rest rooms and other facilities, as well as safety concerns, all impact how students and faculty/staff are able to carry out their respective responsibilities. Ineffective or inadequate maintenance and cleaning provisions have proven to lead to increased costs of facility operations by shortening the useful life span of equipment and buildings.

Facilities maintenance is the responsibility of the facilities management division of the city's department of public works. The city's director of public works reports to the city manager. Grounds maintenance is the responsibility of the city's department of parks and recreation. The director of parks and recreation reports to the city manager. The assistant superintendent for administrative services is the school division point of contact for the director of parks and recreation and director of public works. **Exhibit 7-9** provides the organizational chart for relevant components of the parks and recreation department.

**EXHIBIT 7-9
CITY OF CHARLOTTESVILLE DEPARTMENT OF PARKS AND RECREATION
ORGANIZATIONAL CHART**



Source: City of Charlottesville, parks and recreation department, 2008; Charlottesville City Schools, administrative services, 2008; MGT of America, Inc., 2008. The chart only reflects the parts of the operation providing direct services to the schools.

FINDING

The city department of public works maintains approximately 842,954 square feet of buildings with a budget (including utilities) of \$3,701,014. The budget includes the salary cost of maintenance employees who were employed directly by the schools prior to 1997 when the agreement was made to combine the services under the direction of the city. Those employees are supervised by the city, but their salaries are still paid by the school division for reasons primarily due to fringe benefits when originally employed. When added to the school division operated housekeeping services, the overall budget for maintenance and operations equals \$5,497,911.

There is no additional amount transferred to the city for grounds maintenance. This is due to a *quid pro quo* arrangement in which the parks and recreation department operates school grounds as part of its parks system and uses school facilities for its

programs at no charge. There is also no additional charge for the coordination services from the city’s capital projects function.

COMMENDATION 7-D:

CCS and the city have entered into a joint agreement for the purpose of achieving “cost savings and eliminating duplicative efforts” by combining the CCS and city maintenance staffs in order for the city to provide buildings and grounds services to the division.

FINDING

CCS funds the maintenance of its facilities at a level that will protect the public’s investment. Levels of maintenance and housekeeping funding have typically been decreasing in school divisions across the nation and this has resulted in a high level of deferred maintenance which negatively affects the condition of schools and the learning environment of students. Nationally, the dollars per square foot have decreased from \$5.09 in 2007 to \$4.56 in 2008 based on the American School and University (AS&U) Magazine study.

AS&U Magazine annually surveys school divisions regarding the amount of funding for housekeeping and facility maintenance. **Exhibit 7-10** presents the results of the 37th annual survey conducted in 2008, compared to CCS’s 2009 maintenance and operations funding (including housekeeping). As this comparison shows, CCS is funding above these national norms.

**EXHIBIT 7-10
COMPARISON OF MAINTENANCE FUNDING
2008-09**

CATEGORY	NATIONAL AVERAGE (2008)	CCS (2009)
Maintenance \$ per SF	\$4.56	\$6.52
M & O as % of budget	8.35%	9.47%

Source: Charlottesville City Schools, 2009 Operating Budget, 2008; Administrative Services, 2008; City of Charlottesville, department of public works, 2008; MGT of America, Inc., 2008; American School and University Magazine, 37th Annual Maintenance and Operations Cost Study, 2008.

While the CCS level of funding on a cost per square foot basis is above the national norm, the amount spent as a percent of budget is more closely aligned with the average of other school divisions nationwide. The General Accounting Office of the federal government (GAO) and other agencies have documented the considerable amount of deferred maintenance in the nation’s schools, which indicates that most, if not all, school divisions are not funding the maintenance of facilities at a sufficient level. The age of the facilities in CCS is also a critical component of the need to provide for adequate facility maintenance. Consequently, funding above the national norm does not mean funding above what is necessary. In order to appropriately track funding, the division should

request periodic updates of city expenditures for maintenance as provided in section V. (A), p.6 of the Buildings and Grounds Maintenance Agreement.

Surveys conducted of CCS staff by the review team found that the majority felt that facilities were healthy, clean, and well maintained, as shown in **Exhibit 7-11**.

COMMENDATION 7-E:

The funding for the facility maintenance is at a level that will protect the public's investment.

**EXHIBIT 7-11
CHARLOTTESVILLE CITY SCHOOLS
COMPARISON OF RESPONSES WITHIN THE DIVISION
FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Our school buildings provide a healthy environment in which to teach.	89/4	76/6	52/23
Our schools have sufficient space and facilities to support the instructional programs.	86/11	77/24	51/32
Our facilities are clean.	89/4	88/6	69/13
Our facilities are well maintained.	86/7	77/18	63/17

Source: MGT survey, 2008.

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

FINDING

Work order requests are submitted electronically by building level administrators and secretaries. The facilities maintenance dispatcher is automatically notified by e-mail when the work order is submitted.

The originator indicates whether the request is a low, medium, or high priority. High priority orders are verified and the appropriate staff is alerted. Low and medium priority requests are checked three times a day by the appropriate work group manager. When the work is complete, the maintenance staff provides a description of the work done and the time spent on task. A report of work orders not completed within a week is generated so that the department can provide appropriate follow-up and complete the work.

During the 2007-08 school year, 3,925 of 3,988 work orders (98.4 percent) were completed by the end of the year.

COMMENDATION 7-F:

CCS's annual rate of completion for maintenance work orders is high.

FINDING

CCS has outsourced the building security electronic monitoring and installation of interior building security with motion sensors, door alarms, etc. Since April 2007, there have been reports of a combination of vandalism, breaking and entering, or burglary in six different schools. The reported total value of the initial loss for those six incidents was approximately \$48,900. Insurance has provided payment of \$26,166 for four of those incidents. Two of the incidents did not meet the \$2,500 deductible limit. There were some items which were eventually found and some stolen checks for which payment was apparently stopped.

RECOMMENDATION 7-5:

Assess the need and install additional security monitoring equipment to prevent loss due to theft and vandalism.

Based on information from interviews, the security vendor places additional appropriate security detection devices at the direction of the school division. Staff at individual school sites had suggestions for decreasing the disruption and financial loss to the school division by placement of additional security detection devices in specific locations.

By implementing this recommendation, the division would experience savings as a result of reduced property loss and savings from reduced employee time in activity associated with repairs and insurance claims.

FISCAL IMPACT

The total fiscal impact during the first year could be costs of \$17,280. This would provide for 40 additional security detection devices at \$402 each and the \$30 annual monitoring fee per device. This is based on an average of four additional detectors for each school with eight additional for the high school. The assessment may determine the need for more or fewer devices, depending on the school. After installation, there could be estimated savings of \$10,000 per year over and above the annual monitoring fee.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Install Additional Monitoring Equipment	(\$17,280)	\$10,000	\$10,000	\$10,000	\$10,000

In addition to the savings from installation of additional security devices, the time saved on the part of staff and functions are a valuable part of this recommendation. The completion of insurance and police department reports, assessment of stolen and damaged property, and disruption of the educational program has costs which cannot always be quantified.

7.4 Housekeeping Services

The buildings of any school division represent a substantial investment by the community, and should be maintained in an orderly and sanitary condition. To this end, the buildings should be staffed by a sufficient number of custodians with adequate supplies and material to keep them clean and attractive. The work loads of custodians should be reasonably balanced and custodian responsibilities should be clearly outlined in both their job descriptions and a list of daily, weekly, and monthly tasks.

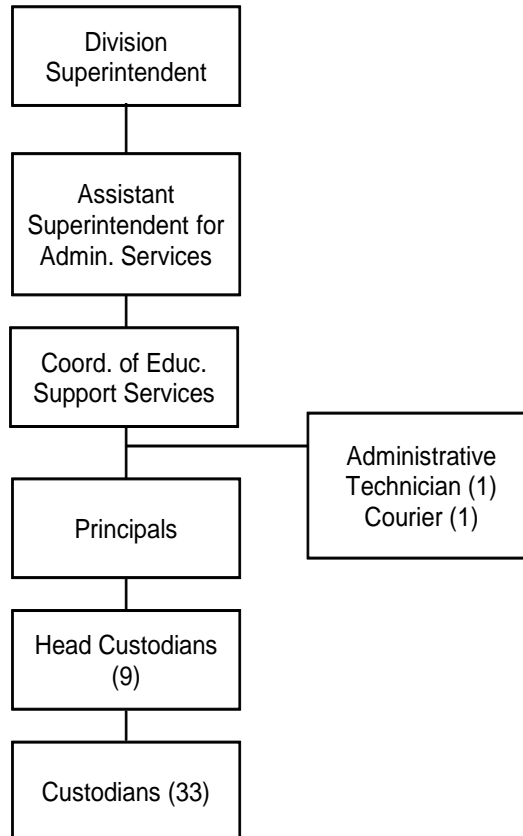
Custodians have many additional responsibilities in addition to the traditional role of housekeeping tasks. Building security, dealing with hazardous materials, energy conservation, and walkway snow removal are among the tasks assigned to most custodians in a modern school division.

The responsibility for housekeeping services is with the coordinator of educational support services. The housekeeping services department is responsible for cleaning 842,954 square feet of facilities with 42 full-time custodians. In addition to the custodians, the department includes an administrative technician, a courier, and a coordinator. The department has had a recent reorganization.

Administrative oversight is provided by the coordinator of educational support services on a halftime basis. This position reports to the assistant superintendent for administrative services for custodial responsibilities and reports to the director of human resources for human resource responsibilities. Principals have the new responsibility of evaluating custodians. Head custodians provide input to the principals in the evaluation of custodial staff.

Exhibit 7-12 presents the organizational structure of housekeeping services.

**EXHIBIT 7-12
CHARLOTTESVILLE CITY SCHOOLS
HOUSEKEEPING SERVICES ORGANIZATIONAL CHART**



Source: Charlottesville City Schools, housekeeping services, 2008.

FINDING

Custodians received training in the following areas this year: green cleaning, equipment utilization, integrated pest management (IPM), OSHA, and equipment maintenance. Environmental management is to be scheduled.

CCS does not know if it is less expensive for the city to operate the custodial function in a manner similar to the maintenance function. Operating procedures and customer satisfaction surveys (**Exhibit 7-11**) for housekeeping services indicate that the operation is successful. However, the new organizational structure, with the coordinator working in two departments and the increased span of control for principal evaluation responsibilities, could be insufficient.

While improvements can always be made, it appears the operation of housekeeping services is positive. The unanswered question is, would the division save money if the

city controlled the operation? The division should conduct a cost/benefit analysis to determine the most cost-effective housekeeping operation.

RECOMMENDATION 7-6:

Conduct a cost/benefit analysis comparing the current in-house custodial costs to the cost for the city administration of housekeeping services.

By implementing this recommendation, the division would have an accurate cost comparison, as well as an analysis of whether or not there would be an improvement in span of control for housekeeping services.

FISCAL IMPACT

This recommendation can be implemented with about 20 hours of administrative staff time (time value = \$1,470) and 40 hours of clerical staff time (time value = \$767) in various departments for a total estimated time value of \$2,237.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Conduct Housekeeping Study	(\$2,237)	\$0	\$0	\$0	\$0

FINDING

The coordinator of educational support services is scheduled to perform a thorough inspection each semester in each school using the APPA's (Association of Physical Plant Administrators) Five Levels of Clean. This provides a broadly communicated set of standards and creates the same level of expectations and internal consistency across the school division.

The areas of each school facility that are evaluated include the school entrance, office area, floors, corridors, restroom, outside (for trash), kitchen, cafeteria, boiler room, and gymnasium/stage. Items that are evaluated include proper lighting, washroom/shower fixtures, and trash containers. The school is provided a rating basis on a level of cleanliness from "unkempt neglect" to "ordinary spotlessness."

COMMENDATION 7-G:

CCS performs a semi-annual inspection of the cleanliness levels of school buildings.

FINDING

Even though the coordinator performs a thorough inspection each semester in each school using the APPA's Five Levels of Clean, the department does not have daily, weekly, or monthly guidelines on a check sheet.

Evaluation and inspection forms can be aligned with the standards to communicate a consistent message about cleaning standards.

RECOMMENDATION 7-7:

Develop daily, weekly, and monthly guidelines for individual schools and custodians reflecting APPA standards.

By implementing this recommendation, the division will be using a set of guidelines (**Exhibit 7-13**) which:

- Will help ensure meeting of school division and APPA standards.
- Will provide an additional check that each school's housekeeping staff is performing the same functions.
- Can serve as the basis for individual evaluations.
- Can serve as a measure for a reward system for individual schools and custodians.

**EXHIBIT 7-13
SAMPLE CLEANING GUIDELINES**

Custodial Evaluation											
School: _____											
Date: _____											
	Level 1	Level 2	Level 3	Level 4	Level 5	Daily	Weekly	Monthly	Annually	Notes	
Classrooms, labs, gyms, offices											
Routine Activities											
1											
2											
3											
4											
5											
6											
7											
8											
Project Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
Hallways, foyers											
Routine Activities											
1											
2											
3											
4											
5											
Project Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
Restrooms, lockers											
Routine Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
Project Activities											
1											
2											
3											
4											
5											
6											

Source: MGT of America, Inc., 2008.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The division is staffing housekeeping services at or near a best practice level.

Currently there are 42 custodians cleaning 842,954 square feet of facilities with an average of 20,070 square feet per custodian (an additional position serves as a courier). The AS&U Magazine reported a national average of 26,786 square feet per custodian in its 2008 report on maintenance and operations.

The custodial staffing formula for the division is very close to MGT's best practice of one custodian for every 20,000 square feet plus an additional .5 FTE, .75 FTE, and 1.0 FTE position at the elementary schools, middle schools, and high schools respectively. This best practice standard has been established by reviewing staffing levels and cleaning standards at school districts across the country for the last twenty years. **Exhibit 7-14** presents a comparison of CCS custodial staffing levels at the school sites with this best practice. The main discrepancy in the CCS staffing is at the high school which appears to be understaffed by five positions.

The AS&U study also found that the median dollars per square foot for housekeeping services payroll in its study equaled \$1.61 per square foot. The same study also found that the median dollars for housekeeping services payroll per student equaled \$279.41. CCS is paying \$2.13 per square foot and \$463.72 per student for housekeeping payroll.

The cleanliness level in the division as reported in the survey (**Exhibit 7-11**) and through interviews is good. The amount budgeted for housekeeping services is sufficient. The overall staffing is lower than the AS&U reported median and very close to best practice.

COMMENDATION 7-H:

The division is staffing housekeeping services at or near a best practice level.

**EXHIBIT 7-14
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
COMPARISON OF CUSTODIAL STAFFING TO BEST PRACTICE
2008-09**

SCHOOL	PERMANENT GROSS SQUARE FEET	PORTABLE GROSS SQUARE FEET	TOTAL GROSS SQUARE FEET	CURRENT CUSTODIAL POSITIONS (FTE)	SQUARE FEET PER CUSTODIAL	BEST PRACTICE (GSF/20,000)	OVER (UNDER) BEST PRACTICE
Burnley-Moran	51,158	0	51,158	3.0	17,053	3.0	0.0
Clark	54,021	0	54,021	3.0	18,007	3.0	0.0
Greenbrier	46,750	0	46,750	3.0	15,583	3.0	0.0
Jackson-Via	66,600	0	66,600	3.0	22,200	3.5	(0.5)
Johnson	54,655	0	54,655	3.0	18,218	3.0	0.0
Venable	61,720	0	61,720	3.0	20,573	3.5	(0.5)
Walker	101,600	400	102,000	6.0	17,000	5.5	0.5
Buford	110,250	400	110,650	5.0	22,130	6.0	(1.0)
CHS	285,700	0	285,700	10.0	28,570	15.0	(5.0)
Venable Annex, Susp.	9,700	0	9,700	1.0	9,700	0.5	0.5
Floater				2.0			
TOTAL	842,154	800	842,954	42.0	20,070	47.5	(5.5)

Source: CCS housekeeping services, CCS administrative services, City of Charlottesville department of public works, MGT of America, Inc., 2008. The division and the city had different gsf for several different schools based on "classroom square footage . . . related to functional capacity" and the total square footage utilized for "energy management" purposes. In addition, some lists included an annex, CO1, and CO2 in the school building totals while others had them separated. In this list, CO1 is included in Walker and CO2 is included in CHS.

FINDING

CCS is budgeting above a best practice level for custodial cleaning supplies. In previous reviews, the review team has seen costs range from \$0.02 to \$0.20 per square foot. A best practice can vary depending on local costs and conditions but usually ranges between \$0.05 and \$0.09 per square foot. CCS is budgeting \$93,334 for cleaning supplies for the 842,954 square feet of cleaning space which equates to \$0.11 per square foot. Actual expenditures in FY 08 were \$85,444 (\$0.10 per square foot).

A common practice of many school districts is to establish cleaning supply budgets for schools and then automatically deliver the cleaning supplies accordingly. This eliminates over-ordering or wasting supplies. Budgets are then adjusted to fit special needs and additional supplies are provided for exceptional situations. This would also assist in tracking the use on a per school basis.

Based on interviews and records provided to date, the custodial supplies are not automatically tracked on an individual school basis. In addition, supplies are shared between schools at times when a school runs out of a specific item without being centrally tracked. Even though the data could probably be obtained from current records, the records are not retained in this format. As a result, the coordinator is not able to readily compare or analyze individual building custodial supply usage.

RECOMMENDATION 7-8:

Establish cleaning supply allocations for all schools.

If appropriate training is in place, adhering to a cleaning supply budget should be easy to accomplish. In addition, staff can validate when additional supplies are warranted by unique or different circumstances.

The coordinator and staff should analyze the usage of cleaning supplies and the amount spent on cleaning supplies to establish an appropriate per-school allocation. A delivery schedule for specific supplies should be established for all schools so that head custodians only need to order on special occasions.

FISCAL IMPACT

The fiscal impact of implementing this recommendation will be a reduction in the amount budgeted and spent. If \$0.10 per square foot is established as the base line budget, and some latitude is allowed for special circumstances, the division should recognize a savings of at least \$9,000 annually.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Establish Cleaning Supply Allocations	\$9,000	\$9,000	\$9,000	\$9,000	\$9,000

7.5 Energy Management

School systems have established numerous and varied policies, procedures, and methods for increasing efficiencies in energy consumption and reducing operating costs. Policies typically describe the board's specific desire to ensure that maximum resources are available for instructional purposes.

Procedures generally prescribe a range of measures and activities to be implemented and a specific means for computing the results. Some boards develop incentive systems to reward employees for actions or recommendations that have resulted in substantial savings.

Energy management methods range from sophisticated, centralized, computer controls for HVAC systems to simple manual procedures for turning thermostats down and lights off during periods of minimal building utilization.

Energy conservation and management strategies are commonly found in school systems to make efficient use of limited resources. The approaches often include efficient lighting systems that provide better lighting levels, electronic ballasts to prevent flickering, and fixtures that allow adjustment of lighting levels. Light switches are motion activated and shut off when the space is no longer occupied. Motion sensors also typically control vending machines, and exit lighting fixtures have LED displays. Energy rates are determined, in part, by the peak load of a system. Electronic devices called direct digital controls (DDC) can perform "load shedding" functions to help lower the peak load by phasing or smoothing the energy demands. Rebuild America, a free U.S. Department of Energy program, helps school districts with energy conservation.

Heating, ventilation, and air conditioning (HVAC) units often have electronic controls that are operated remotely by computer networks. Domestic hot water systems are separated from the main water boilers, thereby allowing the main boilers to be run only when outside temperatures require their use. Older hot water systems that do not have this separation require the main boiler system to be fired in order for employees to simply wash their hands.

Motion detectors also lower water consumption in restroom toilet and sink fixtures. Gallon-can crushers and smaller trash compactors are used to lower the solid waste disposal fees, which are based on volume rather than weight.

Resource conservation coordinators are trained in energy and utility conservation and management. They are often employed by school systems to implement conservation strategies and to encourage behavioral change in staff and students. Schools which have participated in energy and utility conservation programs report no decrease in comfort levels as a result of the programs.

FINDING

Through the city's facilities maintenance division, CCS has instituted a variety of energy management measures which have already produced substantial savings. Some of these measures include:

- Utility consumption analysis which provides building specific data.

- The use of EPA's Energy Star Portfolio Manager software.
- Building automated systems coordinated with facility scheduling.
- Completion (98% completed to date) of lighting and water fixture improvements in each building.
- School board updates, monthly meetings with principals, quarterly principals' meetings, energy saving tips in staff e-mails, and sample lesson plans.
- Individual schools which achieve energy savings received a financial incentive.
- Monthly award for most efficient school.
- Green cleaning program developed and start up-funding included in the budget for FY 09.

The division has realized savings as documented by the drop in energy costs from \$1.48 per square foot in 2006 to \$1.33 per square foot in 2008. **Exhibit 7-15** presents the savings realized by this program since 2005. According to the city's facilities maintenance division, additional savings of \$125,000 are anticipated once the current energy performance contract consisting of lighting and water fixture improvements is completed this year.

**EXHIBIT 7-15
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
ENERGY SAVINGS
2004-05 THROUGH 2007-08 SCHOOL YEARS**

METRIC	2004-05	2005-06	2006-07	2007-08
GBTU	58,856	56,921	47,226	45,738
\$/GBTU	\$17.30	\$19.48	\$19.55	\$22.29
Total Cost	\$1,080,112	\$1,225,658	\$1,000,187	\$1,102,220
Cost/Square Foot	\$1.30	\$1.48	\$1.20	\$1.33
Avoided Cost		\$37,693	\$226,590	\$292,388

Source: City of Charlottesville, Department of Public Works, 2008.

COMMENDATION 7-I:

Working with the city's facilities maintenance division, CCS has initiated an energy management program and has made energy management a high priority.

FINDING

The division has been involved with a program of energy management initiated and managed by the city's department of public works. This program has resulted in significant savings. However, there are still a number of areas that provide opportunities for significant utility savings. There is not a resource conservation coordinator responsible to the city's facilities maintenance manager. A formal guide for employees and the division to follow outlining responsibilities in the energy management program

and a written program to provide energy management education for students and staff could be developed by the coordinator.

RECOMMENDATION 7-9:

Work with the city to employ the division’s share of a position with full-time responsibility for energy management.

By implementing this recommendation, the division would have additional energy management savings and a positive behavioral change in students and staff.

Now that many of the components of an energy conservation plan are in place, an energy conservation coordinator in the city’s department of public works could serve as an instructional resource for employees regarding energy conservation resulting in behavioral change in staff and students. The coordinator would report to the city’s facilities maintenance manager. It would be necessary to work with the city to implement this recommendation.

Through careful monitoring of utility bills, the energy conservation coordinator can assist the facilities maintenance manager and provide guidance to school division staff. The coordinator can also be directly involved in obtaining grants and incentives from utility companies. A reward program is already in place which can be the basis for an incentive program to accelerate change. A sample description of the duties for a school division is in the resource conservation coordinator list of duties in **Exhibit 7-16**. The city could adapt the duties to fit the city’s department of public works’ model for providing joint services.

FISCAL IMPACT

Both costs and savings will determine the fiscal impact of this program for CCS. The total fiscal impact of adding the division’s share (.5) of a position amounts to an annual cost of \$33,250 reduced by an estimated annual savings of \$55,111 for an annual savings of \$21,861. The five-year savings is estimated at \$109,305.

The calculation includes a base salary of \$50,000 with benefits of \$16,500. The division’s share is estimated to be 50 percent of the cost of the position. Based on utility savings reported by other districts, the utility savings realized through additional behavioral changes in students and staff through the employment of a resource conservation coordinator is estimated to equal \$55,111 (five percent of the total utility costs of \$1,102,220).

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Employ and Share a Resource Conservation Coordinator with the City	(\$33,250)	(\$33,250)	(\$33,250)	(\$33,250)	(\$33,250)
Generate Utility Savings	\$55,111	\$55,111	\$55,111	\$55,111	\$55,111
Total Savings	\$21,861	\$21,861	\$21,861	\$21,861	\$21,861

**EXHIBIT 7-16
SAMPLE RESOURCE CONSERVATION COORDINATOR
JOB DESCRIPTION**

**RESOURCE CONSERVATION COORDINATOR
PERFORMANCE RESPONSIBILITIES**

1. Monitor and report resource use habits and trends.
 - Establish a resource accounting database using compatible software.
 - Coordinate with the facility operator to identify conservation opportunities.
 - Complete walk-through surveys of each facility during and after normal operating hours using standardized survey forms.
2. Report base year consumption data to management and building staff. Coordinate conservation opportunities with the building staff and review the heating and lighting procedures at the school. Direct development and implementation of Resource Conservation management plans.
3. Prepare monthly status reports that include an assessment of conservation savings for review by management, building staff, and occupants.
4. Coordinate with management to provide resource efficiency information and training for all staff and occupants through such means as newsletters, presentations, and workshops.
5. Develop a recognition program that encourages actions toward savings goals and provides financial rewards for each building when goals are met.
6. Coordinate with interested staff to develop conservation teams to assist with implementation of program initiatives in their buildings.
7. Develop a recognition program that encourages monthly monitoring of conservation savings and provides incentives for individual buildings to achieve beyond minimum threshold levels.
8. Establish a bulletin board at each school that tracks the progress of the school's conservation savings.
9. Consult with the business office regarding the administration of the conservation *share-the-savings* rebates to the schools.
10. Coordinate with interested teachers the development and implementation of student conservation groups to monitor and reduce energy and natural resource consumption in their school buildings. Establish student "energy patrols."
11. Encourage the use of school buildings as learning laboratories to model energy conservation and environmental stewardship practices that may apply at school and at home.
12. Cooperate with the curriculum department to integrate energy and environmental education into the school division's curricula and facilitate teacher workshops.
13. Work closely with representatives of local utilities.

Source: MGT of America, Inc., 2008.

8.0 TRANSPORTATION

8.0 TRANSPORTATION

This chapter presents the major findings, commendations, and recommendations for the transportation function in Charlottesville City Public Schools (CCS). The four major sections of this chapter are:

- 8.1 Organization and Performance
- 8.2 Planning, Policies, and Procedures
- 8.3 Routing and Scheduling
- 8.4 Vehicle Maintenance

CHAPTER SUMMARY

In the 2007-08 school year, CCS was responsible for transporting approximately 4,000 students attending seven schools. Student transportation was provided for school-related field trips, sporting events, and other activities. In addition to regular bus routes, the service included special education routes for students with disabilities, transporting these students both between home and school and to special program sites located throughout the area.

CCS has an arrangement with the City of Charlottesville, by which the city department of public works provides all student transportation services: the transit division, pupil transportation services (PTS), provides all student transportation functions (personnel, training, routing, daily operations); the fleet maintenance division provides all vehicle maintenance (repairs, inspections, fueling, washing and replacement purchases) for the school bus fleet. PTS provides effective student transportation services; however, emphasis could be placed on greater efficiencies. PTS provides all student transportation services in compliance with most Virginia Department of Education (VDOE) policies and procedures, but the Transportation Department could improve its ability to control costs and deliver students to and from their destinations efficiently. Making recommended improvements outlined in this chapter will increase efficiency, personnel retention, and operational integrity. Notable accomplishments of the PTS are:

- The mechanics of the fleet maintenance division are commended for the outstanding service they provide in maintaining the school bus fleet (**Commendation 8-C**).
- The transit division and fleet maintenance division of the City of Charlottesville are commended for reducing the diesel exhaust emissions through the city and by reducing the potential of harmful exhaust emissions in the vicinity of school bus routes (**Commendation 8-D**).

MGT consultants found that the division could improve in the areas of special education transportation planning and computer-based bus routing, among others. Key recommendations include the following:

- Develop a formal written agreement or contract between CCS and the City of Charlottesville for providing all student transportation services (**Recommendation 8-2**).

- Implement an annual report for the CCS student transportation function provided by the transit division (**Recommendation 8-4**).

8.1 Organization and Performance

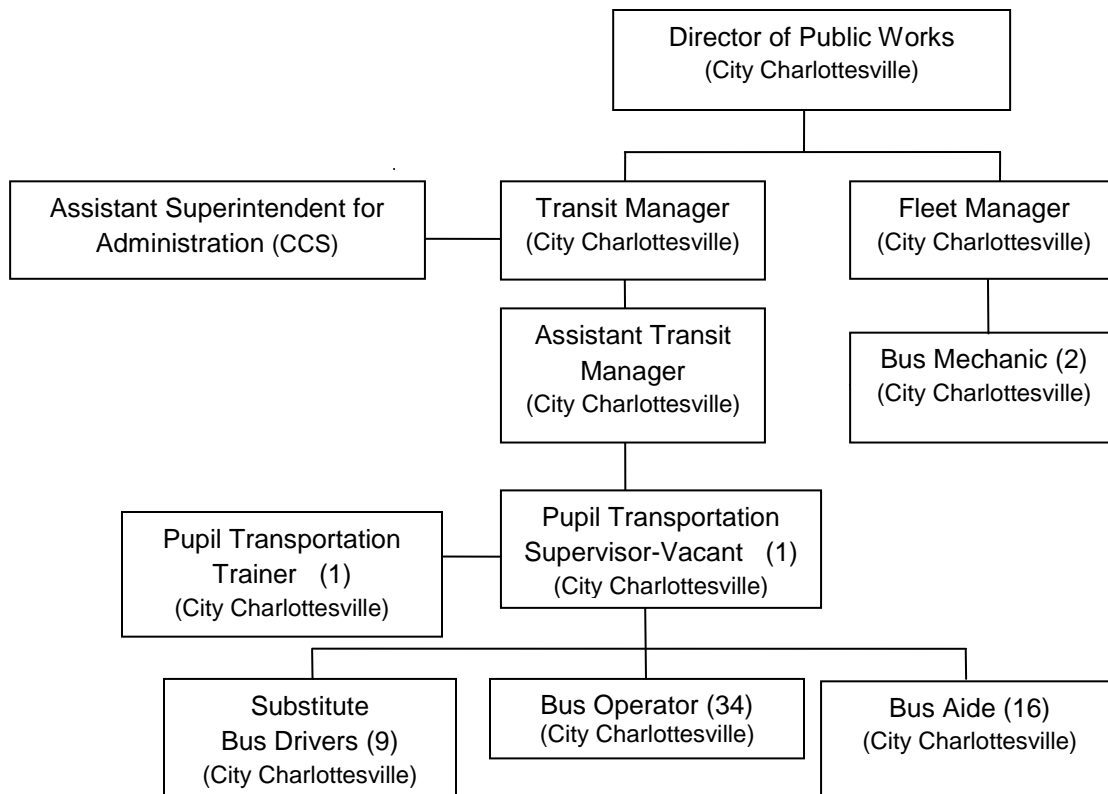
The organizational structure and staffing of any school division student transportation operation is critical to maintaining effective and efficient operations in this essential area. Departments that are able to balance efficiency and quality are succeeding in one of the most challenging areas of school division operations.

CCS is one of only two public school divisions within the Commonwealth of Virginia that have an agreement whereby all student transportation functions are provided by a municipal public transit division. (The Harrisonburg City Public Schools is the second division.) The City of Charlottesville, department of public works, transit division, pupil transportation services provides all student transportation human resources, training, routing, scheduling, and daily operations, and supervises all student transportation services for CCS.

Exhibit 8-1 shows the PTS organizational chart. While the staff is “lean”, the daily mission of the pupil transportation services is effectively performed due to the commitment of employees. The assistant superintendent for administrative services is the liaison to the transit division regarding all CCS transportation matters, particularly student conduct on buses, authorization of all field trips, and non-scheduled bus service. The assistant superintendent for administrative services meets quarterly with the PTS staff.

The PTS staff consists of 34 bus operators; nine substitute bus operators; 16 bus aides: one bus trainer and one bus supervisor. Only the trainer and supervisor are 40-hour employees. The remaining are 30-39 hour employees (15 drivers and one aide) or 20-29 hour employees (19 drivers and 15 aides). The nine substitute operators are temporary or seasonal employees. Currently, there are nine vacant positions: three bus operators; four bus aides; one substitute bus operator; and the bus supervisor. The existing bus trainer is acting as the supervisor, as well as her training responsibilities, since before the start of the 2008-09 school year (August 2008). The PTS Supervisor of Transportation position is vacant and has been since the start of the school year (mid-August). While onsite school administrator interviews indicate that they are pleased with the transportation service, CCS is placed in the position of accepting a day-by-day student transportation service that is lacking in appropriate operational supervision, routing, and planning. This type of situation should be addressed with any formal type of agreement between CCS and the City of Charlottesville.

**EXHIBIT 8-1
CHARLOTTESVILLE CITY SCHOOLS
PUPIL TRANSPORTATION SERVICES
ORGANIZATIONAL STRUCTURE
2008-09 SCHOOL YEAR**



Source: City of Charlottesville, transit division, 2008.

FINDING

Overall, the satisfaction with transportation services in CCS is positive.

MGT conducted a survey of CCS administrators, principals/assistant principals, and teachers as part of this efficiency review. These staff members were asked to assess the quality of the transportation function within CCS. **Exhibit 8-2** shows that 18 percent of administrators, 22 percent of principals, and 65 percent of teachers who responded to the survey stated that transportation services *needs some improvement* or *needs major improvement* (this response is related to the response in **Exhibit 8-3**). Conversely, 43 percent of CCS administrators, 29 percent of principals, and 33 percent of teachers who start responded to the survey stated that CCS transportation services were *adequate* or *outstanding*. In comparison with their counterparts in over 100 other school divisions reviewed by MGT, CCS staff have an overall less favorable view of transportation quality.

**EXHIBIT 8-2
COMPARISON OF SURVEY RESPONSES
CHARLOTTESVILLE CITY SCHOOLS AND OTHER DIVISIONS
TRANSPORTATION SERVICES**

RESPONDENT GROUP	PERCENT INDICATING NEEDS SOME OR MAJOR IMPROVEMENT		PERCENT INDICATING ADEQUATE OR OUTSTANDING	
	CCS	OTHER SCHOOL DIVISIONS	CCS	OTHER SCHOOL DIVISIONS
Administrators	18%	50%	43%	54%
Principals	22%	65%	29%	50%
Teachers	65%	35%	33%	46%

Source: MGT Survey, 2008.

Exhibit 8-3 provides additional survey responses regarding CCS transportation services. These questions reflect five critical areas of transportation operations: (1) timeliness, (2) special bus use requests, (3) bus discipline levels, (4) bus cleanliness, and (5) bus safety. As shown, CCS staff generally approve of the services provided in these areas. One exception includes staff responses to the question regarding the quality of student discipline on school buses.

**EXHIBIT 8-3
COMPARISON OF SURVEY RESPONSES
WITHIN CHARLOTTESVILLE CITY SCHOOLS
2008-09 SCHOOL YEAR**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATORS	PRINCIPALS/ ASSISTANT PRINCIPALS	TEACHERS
Students are often late arriving at or departing from school because the buses do not arrive at school on time.	11/28	36/53	32/48
The division has a simple method of requesting buses for special events and trips.	65/0	94/0	50/7
Bus drivers maintain adequate discipline on the buses.	25/0	24/30	15/14
Buses are clean.	25/0	77/6	34/2
Buses arrive early enough for students to eat breakfast at school.	43/11	71/30	45/25
Buses are safe.	47/0	41/18	31/9

Source: MGT Survey, 2008.

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

In addition to conducting the survey, MGT consultants interviewed many CCS staff and transportation stakeholders on overall transportation quality issues. Without exception, comments regarding transportation services were positive. Further, the morale of transportation staff was observed to be exceptional.

COMMENDATION 8-A:

CCS is commended for working with the city to provide quality transportation services.

FINDING

CCS is adhering to best practices to deliver the transportation services efficiently, effectively, and safely.

The most recent data available from the Virginia Department of Education (VDOE) were for the 2006-07 school year. These data were used to compare the performance of the CCS transportation services to that of three selected peer school divisions. **Exhibit 8-4** compares the total number of students transported in each division for the 2003-04, 2004-05, 2005-06, and 2006-07 school years. As shown, each year CCS transported more students than the comparison average, except for 2006-07. The peer division average increased by 304 students during this period while CCS decreased by nine students.

**EXHIBIT 8-4
STUDENTS TRANSPORTED ANNUALLY
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
2003-04 THROUGH 2006-07 SCHOOL YEARS**

SCHOOL DIVISION	2003-04	2004-05	2005-06	2006-07
Charlottesville	4,116	4,187	4,191	4,107
Winchester	1,792	2,424	1,715	1,790
Williamsburg	7,534	7,578	7,718	8,281
Fredericksburg	2,387	1,849	2,598	2,864
PEER DIVISION AVERAGE	3,957	4,010	4,056	4,261

Source: Virginia Department of Education, 2008.

Exhibit 8-5 shows the annual student transportation costs for CCS and the peer divisions. CCS spent \$1,568,436 for transportation in 2003-04; \$1,640,408 in 2004-05; \$2,252,878 in 2005-06; and \$2,405,658 in 2006-07. In comparison, CCS expenditures were below the peer school division average for each year. The peer division average increased by \$1,098,580 during this period while CCS increased by \$837,222.

**EXHIBIT 8-5
ANNUAL TRANSPORTATION COSTS
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
2003-04 THROUGH 2006-07 SCHOOL YEARS**

SCHOOL DIVISION	2003-04	2004-05	2005-06	2006-07
Charlottesville	\$1,568,436	\$1,640,408	\$2,252,878	\$2,405,658
Winchester	\$1,077,454	\$1,239,938	\$1,486,435	\$1,825,364
Williamsburg	\$4,313,352	\$5,508,653	\$5,548,279	\$6,775,525
Fredericksburg	\$924,073	\$945,321	\$1,111,100	\$1,271,029
PEER DIVISION AVERAGE	\$1,970,829	\$2,333,580	\$2,599,673	\$3,069,409

Source: Virginia Department of Education, 2008.

Exhibit 8-6 provides comparisons of regular students, and **Exhibit 8-7** provides comparisons of exclusive (exceptional education) students transported in CCS and the peer school divisions. In 2003-04, CCS transported a total of 4,116 students (4,020 regular students and 96 exclusive students or approximately two percent). In 2004-05, CCS transported 4,187 students (4,018 regular students and 169 exclusive students or approximately four percent). In 2005-06, CCS transported 4,191 students (3,900 regular students and 259 exclusive students or approximately six percent). And in 2006-07, CCS transported 4,107 students (3,860 regular students and 247 exclusive students or approximately six percent).

In comparison, the peer division average total in 2003-04 was 3,957; 3,152 regular students and 171 exclusive students (approximately four percent). In 2004-05, the peer division average of total students transported was 4,010; 3,793 regular students and 186 exclusive students (approximately five percent). In 2005-06, the peer division average of total students transported was 4,056; 3,843 regular students and 205 exclusive students (approximately five percent). And, in 2006-07, the peer division average of total students transported was 4,261; 3,987 regular students and 274 exclusive students (approximately seven percent).

Over the four-year period, CCS experienced a decrease in the total number of regular students transported by 160 students or approximately four percent, compared to a peer average increase in the total number of regular students transported by 835 students or approximately 21 percent. Additionally, the total number of exclusive student transported increased by 151 students or approximately 61 percent in CCS, while the peer average increased by 103 students or approximately 38 percent over the same period.

**EXHIBIT 8-6
REGULAR STUDENTS TRANSPORTED
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
2003-04 THROUGH 2006-07 SCHOOL YEARS**

SCHOOL DIVISION	2003-04	2004-05	2005-06	2006-07
Charlottesville	4,020	4,018	3,900	3,860
Winchester	1,555	1,599	1,629	1,700
Williamsburg	7,073	7,175	7,277	7,834
Fredericksburg	2,342	2,379	2,564	2,552
PEER DIVISION AVERAGE	3,152	3,793	3,843	3,987

Source: Virginia Department of Education, 2008.

**EXHIBIT 8-7
EXCLUSIVE STUDENTS TRANSPORTED
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
2003-04 THROUGH 2006-07 SCHOOL YEARS**

SCHOOL DIVISION	2003-04	2004-05	2005-06	2006-07
Charlottesville	96	169	259	247
Winchester	127	130	86	90
Williamsburg	416	403	441	447
Fredericksburg	45	45	34	312
PEER DIVISION AVERAGE	171	187	205	274

Source: Virginia Department of Education, 2008.

Exhibit 8-8 details the cost per mile for regular and exclusive student transportation in CCS. As shown, CCS was the highest among the peer divisions for regular and exclusive student transportation costs: regular student transportation \$5.67 compared to \$4.02 per mile; and exclusive student transportation \$9.33 compared to \$6.18 per mile. This comparison is the most telling of the peer group costs because it controls for student population and the geographic proximity issues of the school divisions. It should be noted that Williamsburg City Public Schools and James City County Public Schools are joined to create one school division. This school division has a highly rural population (usually associated with longer routes and more miles driven per student) and is not penalized in these calculations.

**EXHIBIT 8-8
COST PER MILE FOR REGULAR AND EXCLUSIVE STUDENTS
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	REGULAR STUDENT COST PER MILE	EXCLUSIVE STUDENT COST PER MILE
Charlottesville	\$5.61	\$9.33
Winchester	\$3.49	\$5.67
Williamsburg	\$2.08	\$3.41
Fredericksburg	\$4.82	\$6.31
PEER DIVISION AVERAGE	\$4.00	\$6.18

Source: Virginia Department of Education, 2008.

Exhibit 8-9 compares regular bus usage among the peer school divisions using VDOE data from 2006-07. As shown, CCS is lower than the peer group in student population (4,107 compared to the average of 4,261) and has a lower than average number of buses (35 compared to the average of 53). At 117, the average number of pupils per bus in CCS is considerable higher than the peer division average.

**EXHIBIT 8-9
REGULAR PUPILS AND BUSES
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	PUPILS	BUSES	AVERAGE PUPILS PER BUS
Charlottesville	4,107	35	117
Winchester	1,790	35	51
Williamsburg	8,281	116	71
Fredericksburg	2,864	27	106
PEER DIVISION AVERAGE	4,261	53	86

Source: Virginia Department of Education, 2008.

With a small operational area of approximately 10-square miles, a staggered school start bell schedule, and with the use of a computerized bus routing software system, PTS provides multi-tiered school bus schedules to increase the utilization of the buses.

COMMENDATION 8-B:

CCS is commended for adherence to best practices in utilization of the school bus fleet.

8.2 Planning, Policies, and Procedures

Effective policies guide a school division’s transportation department in the execution of its duties. Transportation policies should include procedures to ensure that public funds are spent in the most effective manner possible, with the best possible performance outcomes. By adopting such policies and procedures, CCS directly supports the achievement of academic and other professional goals.

The major goal of providing student transportation is to deliver this service efficiently, effectively and safely. Greater efficiencies may potentially return dollars to the classroom, and greater effectiveness may lead to improved transportation service. An efficient and effective transportation program will directly support the educational achievement of division goals.

FINDING

In its present state, board policy regarding student transportation functions falls short of ensuring that cost efficiency is a priority in the transportation services. The current policies are little more than general statements regarding overall transportation operations and do not include information on the specific contextual issues affecting student transportation in Charlottesville. Further, there is no policy language that could be construed to address comprehensive departmental performance expectations or fiscal management. Two examples of this deficiency in the board policy on transportation are provided in **Exhibits 8-10** and **8-11**.

Clear school division policies are essential for providing direction to the various departments of the division. In addition to describing overarching philosophies and

duties of division functions, school board policies should also provide some detail regarding areas that are critical to the ongoing success of the function.

**EXHIBIT 8-10
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
POLICY ON STUDENT TRANSPORTATION SERVICES
2007-08 SCHOOL YEAR**

SUPPORT SERVICES

Charlottesville City Public Schools
File: EEAB

SCHOOL BUS SCHEDULING AND ROUTING

School bus scheduling and routing will be in compliance with the Regulations of the Virginia Board of Education.

Adopted by School Board: April 3, 1998

Reviewed: May 15, 2008

Legal References: Code of Virginia, 1950, as amended, sections 22.1-70, 22.1-78, 22.1-181.

VAC 20-70-160

Source: Charlottesville City Schools, 2008.

**EXHIBIT 8-11
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
POLICY ON STUDENT TRANSPORTATION SERVICES
2007-08 SCHOOL YEAR**

SUPPORT SERVICES STUDENT SERVICES

Charlottesville City Public Schools
File: JFCC

STUDENT CONDUCT ON SCHOOL BUSES

The Board will require students to conduct themselves on the bus in a manner consistent with established standards for classroom behavior and under the Code of Student Conduct. Students who become serious disciplinary problems on the bus will be reported to the principal by the driver and may have their riding privileges suspended. In such cases, the parents of the student become responsible for seeing that their child gets to and from school safely.

Adopted: July 16, 1998

Reviewed: June 19, 2008

Legal References: Code of Virginia, 1950 as amended, sections 22.1-78, 22.1-176, 22.1-181, 22.1-293 (B),(D).

8 VAC 20-70-390

Cross References: EEA Student Transportation Services

Source: Charlottesville City Schools, 2008.

Cost inefficiencies in these support areas are a direct drain on resources that could be used to further the academic goals of the school division. The expectation of cost efficiency should be reinforced at every opportunity, and official school board policy should serve as the foundation of these efforts.

RECOMMENDATION 8-1:

Expand the CCS policy regarding student transportation to include more detailed reporting requirements and comprehensive language addressing specific policy needs.

CCS currently faces many challenges to the safe and efficient transportation of its students. Issues such as students with special needs, bus safety, bus discipline, and operational management should be addressed with precise, contextually appropriate language.

In addition to operational concerns, student transportation is a costly service with many opportunities for fiscal shortfalls. Codifying the requirements for detailed cost and performance reporting will help to ensure that cost efficiency remains a part of CCS and PTS involvement and create a formal layer of accountability for planning and monitoring activities. As transportation is a high-cost function, there is a particular interest in controlling expenses now and in the future.

The school board, the school division, and the transit division will need to work together to determine which of many possible reports will enable CCS to monitor critical areas of efficiency and operational effectiveness, as these are highly contextual issues. Special analyses that could improve the performance of the transportation services might track quarterly total cost per transported student, maintenance costs per transported student, fuel costs per mile driven, bus capacity, and cost per exclusive student transported, among other measures.

While it is inappropriate to suggest specific policy language for CCS, the critical topics mentioned above should be addressed. The necessary practices are already in place within transportation operations, but these need to be codified in division policy to ensure transparency and an improved position for the division in light of potential practice-based and legal issues.

FISCAL IMPACT

While there is no quantifiable cost to implementing this recommendation, it is estimated that approximately 40 hours of policy development staff time would be necessary to research and develop the needed policy language.

FINDING

CCS and PTS do not have a comprehensive monitoring system that incorporates three major components: operational reports, inspections, and citizen complaints. Additionally, CCS and PTS have not established transportation services performance standards and proper attention to performance standards.

During the onsite review, consultants searched for evidence of effective cost analysis and there is no evidence found in records or staff interviews to suggest that comprehensive cost analyses have been conducted to evaluate program efficiency.

Although transportation staff discussed cost issues, there was little specificity or documentation. The transit division charges are based on an hourly fee, \$40 per hour, and determines the number of hours that are required in order to provide all transportation services required for CCS. No documentation was provided during the onsite review that would support the hourly rate other than a comment stating that indirect costs were expensive. The only written documentation provided was a memorandum from the city, listing the total operational hours necessary to provide all transportation services annually, and the hourly rate. It should be noted that a CCS staff

review of the memorandum discovered a \$302,768 overcharge error for the services. There is little documentation of a unified effort on this issue to consistently monitor costs.

The Harrisonburg City Public Schools contracts with the Harrisonburg City Public Transportation Department to provide all student transportation services, and has done so since 1983 (they also provide all James Madison University student transportation services). Their school bus drivers receive city employee benefits, based on a 25-hour per week contract. They reported that many school bus drivers earn additional wages by driving transit buses, extra field trips, assisting in the garage and in the office (the department is currently paying for approximately 250 hours of overtime work per week). **Exhibit 8-12** shows a comparison of charges between the two transit operations.

**EXHIBIT 8-12
COMPARISON CHARGES BETWEEN HARRISONBURG CITY TRANSIT
DEPARTMENT AND CHARLOTTESVILLE CITY TRANSIT DIVISION
2008-09**

TRANSIT	STUDENT ENROLLMENT	TOTAL 2008-09 BUDGETED	\$ PER HOUR	RATE PER MILE	FIELD TRIP RATE*	WAIT TIME RATE	DRIVER WEEKLY HOURS
Charlottesville	3,875	\$2,539,087	\$40.00	\$0	\$80.00	\$0	20-29/30-39
Harrisonburg	4,419	\$1,973,965	\$48.00	\$2.00	\$65.00	\$16/hr	25

Source: City of Charlottesville, Adopted Budget 2008-09; Harrisonburg City Public Schools Adopted Budget 2008-09.
*All field trips are charged the minimum rate.

A comprehensive internal analysis of ongoing transportation costs would serve as a source of benchmarking data that could be used to monitor performance throughout the year. CCS has a regular student and exclusive student cost per mile, shown in **Exhibit 8-8**, that are higher than the peer division average. It appears that these costs would require tracking more closely to ensure long-term efficiencies.

During interviews of PTS staff, it was determined that some exclusive students are transported to and from school on JAUNT (a joint multi-municipal operation that provides elderly and handicapped individuals) para-transit buses. These buses are used whenever an exclusive student lives in an area that PTS school buses cannot navigate, or when the student requires specialized transportation.

To use this service, the transit division provides the student's parents or guardians with vouchers that must be given to the JAUNT driver whenever the student rides the vehicle. In turn, JAUNT bills the transit division based on the vouchers they have collected. In the interviews, it was not clear if these charges were part of the CCS annual billing or charged as additional services.

RECOMMENDATION 8-2:

Develop a formal written agreement or contract between CCS and the City of Charlottesville for providing all student transportation services.

Budgetary constraints, coupled with the increasing demands on transportation resources in CCS and the transit division, necessitate precise fiscal monitoring and evaluation with the student transportation service. The current level of fiscal monitoring, evaluation, and planning within CCS and the transit division is insufficient to ensure a high level of

efficiency. They must develop and implement a systematic approach to addressing these important issues.

Ideally, this process should culminate with an internal financial report that mirrors much of the data that CCS reports annually to the state. The cost per mile for regular and exceptional routes, deadhead miles, fuel costs, maintenance costs, and quarterly cost per student should be consolidated and reviewed with all levels of CCS and transit division leadership. This type of collective understanding promotes accountability and systemic collaboration directed at maintaining maximum efficiency.

FISCAL IMPACT

There is no specific fiscal impact associated with this recommendation; however, fiscal efficiency can only be promoted by increased precision in planning, monitoring, and evaluation.

FINDING

CCS and PTS do not regularly track, compile, or publish findings on performance indicators. PTS collects a portion of these statistics, as required by the state for funding reasons, but CCS does not report them in an open forum, such as board meetings.

Many high-performing school divisions use indicators to assess ongoing performance in key management areas. Performance indicators allow departments of transportation to track service quality and make adjustments where required. Improvements in performance can be documented to demonstrate progress. Accurate and timely performance indicators help management allocate funds to the most critical needs. They also provide assurances to the central office, the school board, and the public that the department is using its resources in the best possible manner.

CCS and PTS staff complete the *Annual Transportation Worksheet* for VDOE. This document contains data that would be useful in analyzing performance locally. However, the data are not sufficient to produce a comprehensive understanding of departmental effectiveness and efficiency. The VDOE annual report submitted by CCS has reported the previous year's data for the past three years: the 2007-08 report was based on 2006-07 data; the 2006-07 report was based on 2005-06 data; and the 2005-06 report was based on 2004-05 data. This information has been noted as a warning from VDOE and indicated on the published data.

Exhibit 8-13 shows some of the transportation performance indicators typically used by school divisions. Such indicators could assist the transportation service in consistently tracking and monitoring performance; the school division could then compare these statistics to those of peer school divisions and its own history. Ideally, PTS would select an annual target goal for each indicator and track progress toward that goal.

**EXHIBIT 8-13
SAMPLE STANDARD
TRANSPORTATION PERFORMANCE INDICATORS**

PERFORMANCE AREA	PERFORMANCE INDICATOR
Safety	<ul style="list-style-type: none"> ■ Accidents per 100,000 miles ■ Incidents per 100,000 miles ■ Number of first, second, and third student discipline referrals
Cost Efficiency	<ul style="list-style-type: none"> ■ Operational costs per route mile ■ Annual operational costs per route ■ Operational costs per student for regular education, special education, magnet, and diversity busing
Cost Effectiveness	<ul style="list-style-type: none"> ■ On-time performance ■ Average rider trip time in minutes ■ Average bus occupancy
Customer Service	<ul style="list-style-type: none"> ■ Number of complaints by category ■ Statistics on contractor response to complaints

Source: Created by MGT of America, Inc., 2005.

It is clear from conversations with CCS and PTS employees that many of these issues are frequently discussed and informally tracked internally; however there is no formal, centralized source of performance information for use in strategic planning and monitoring. Such information could also be used to build a stronger understanding of PTS student transportation successes and challenges among parents, schools, and the school division.

Training, safety, and accident performance indicators are important management tools. In discussions with CCS and PTS staff, it was determined that the transportation department uses many performance indicators to manage its safety and accident program. **Exhibit 8-14** shows the training and indicators that are currently used in the transportation department to improve safety and training.

**EXHIBIT 8-14
CHARLOTTEVILLE CITY PUBLIC SCHOOLS
TRANSPORTATION RELATED STAFF TRAINING
2006-07 SCHOOL YEAR**

TRAINING OFFERED	REQUIRED BY LAW	EMPLOYEE SATISFACTION	CERTIFICATION	ANY PAY DIFFERENTIAL
CPR & First Aid	Yes	High	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	Medium	Yes	No
Safety	Yes	High	Yes	No
DMV Regulations	Yes	High	Yes	No
Drug/Alcohol Abuse	Yes	High	Yes	No
Bus Evacuation of Students	Yes	High	Yes	No
Radio and Cell Phone Use	Yes	Medium	Yes	No
School Bus Safety Curriculum	Yes	High	Yes	No
VERSATRANS Training	No	High	No	No
Blood Borne Pathogens Training	Yes	High	Yes	No

Source: City of Charlottesville, transit division, October 2008.

CCS and PTS staff expressed that the bus driver and bus aide training is an example of one of their best practices. The topics covered are extensive and exceed the minimum curriculum required by VDOE for initial and ongoing training. However, the data provided by CCS and PTS during the review did not support this assumption.

Exhibit 8-15 details the number of bus accidents in CCS over the past three years.

**EXHIBIT 8-15
CHARLOTTEVILLE CITY PUBLIC SCHOOLS
BUS ACCIDENTS
2004-05 THROUGH 2006-07 SCHOOL YEARS**

SCHOOL YEAR	NUMBER OF ACCIDENTS	NUMBER OF FATALITIES	ANNUAL MILES	STUDENTS TRANSPORTED	NUMBER OF ACCIDENTS PER 100,000 MILES
2004-05	11	0	328,765	4,187	3.35
2005-06	16	0	365,725	4,159	4.37
2006-07	8	0	319,404	4,107	2.50
TOTAL	35	0	1,013,894	12,453	3.45
AVERAGE	12	0	337,965	4,151	3.41

Source: City of Charlottesville, transit division, October 2008.

While the number of accidents appears to be low, based on the industry acceptable best practice and the number of accidents per each 100,000 miles traveled, PTS bus accident figures are high.

PTS staff are aware of the high accident rate; however, they stated that they did not know why the accident rate was so high. Additional information pertaining to the accident

reports, accident review committee data, and additional training requested, but was not provided. It is noted that the PTS Driver Trainer is acting as the Transportation Supervisor and still has training responsibilities. She developed an exceptional driver training teaching guide and curriculum that is one of the best used in the Commonwealth.

RECOMMENDATION 8-3:

Implement a safety program to monitor all safety issues related to student transportation.

At a minimum this program should:

- Investigate all accidents.
- File accident reports with VDOE.
- Establish safety meetings for all drivers.
- Prepare monthly or quarterly reports for the Transit Manger and Assistant Superintendent for Administration.
- Establish high standards of school bus safety and a goal to achieve zero injuries and zero accidents.

FISCAL IMPACT

While there is no quantifiable cost to implementing this recommendation, it is estimated that approximately 40 hours of program development staff time would be necessary to research and develop the needed policy language.

RECOMMENDATION 8-4:

Implement an annual report for CCS student transportation function provided by the transit division, pupil transportation services.

It is always important for departments to communicate good news to policymakers who control budget and resource decisions, as well as to the public. MGT survey results show that a majority of school division staff responding to the survey consider the transportation function to be effective. While many performance indicators are being tracked by the department, few sources of public data are available to support that perception. More importantly, few data exist to combat any perceptions of ineffectiveness.

The department must collect, analyze, and publically report vital performance statistics to illustrate the current status of operations. The ideal implementation of this strategy would result in a document that mirrors some of the information contained in the *CCS Strategic Plan, 2006-11*, and also has other indicators as previously detailed. This document would be formatted to convey transportation to an audience beyond internal administration. A consolidated, public annual review of its operations should provide assurances that the department is performing up to standards, in comparison to its past and in comparison to its peers. The report should serve to highlight solid performance and areas in need of improvement. Further, a consolidated report would translate what

the department already knows to stakeholders and decision-makers that have the ability to pass judgment on this critical function.

The transportation department should also use the production of this report as a key planning milestone, allowing for the previous year's performance to be evaluated and strategic planning for the upcoming year to begin.

FISCAL IMPACT

This recommendation can be implemented with existing resources. However, there are many instances in which precise data collection, analysis, and reporting result in unexpected findings that lead to cost savings.

FINDING

The city transit and fleet maintenance divisions provide the vast majority of student transportation services for CCS. However, CCS contracts with private vendors for some field and activity trips. In general, there are numerous opportunities for outsourcing in school transportation. Staff interviews and document reviews indicated that these options are not a significant part of the central planning pertaining to the division. This is partly because of an informal agreement between CCS and the city transit division, which transferred all student transportation operations to the city in the mid-1980's in an effort to reduce the overall cost of transportation services.

MGT has developed screening criteria for determining whether a function should be considered for outsourcing or should remain in-house. These criteria are shown in **Exhibit 8-16**. The practice of contracting for services is often a cost-effective alternative for school divisions. It allows a division to leverage the forces of market competition to provide a potentially less expensive service while freeing itself of many management responsibilities that are not central to the systemic goals of teaching and learning. Valuable fiscal and personnel resources are often recouped in the transition from internal services to contracted services.

RECOMMENDATION 8-5:

Develop standards for evaluating the potential for outsourcing transportation operations.

While the city transit and fleet maintenance divisions perform needed transportation services adequately, changes in CCS may necessitate a rethinking of the current agreement. The practice of outsourcing should always be considered when striving to provide optimal transportation services within a limited budget. Furthermore, there should be a formal process for considering this option. The student transportation services for CCS could lend themselves to effective and efficient privatization under appropriate circumstances. It is critical that division administrators routinely evaluate the potential success of outsourcing departmental responsibilities.

Standards should address both cost and quality to ensure that non-monetary factors have been appropriately considered. Consistent standards should include a method for fairly comparing in-house expenses with outsourcing costs.

EXHIBIT 8-16
SCREENING CRITERIA FOR IDENTIFYING OUTSOURCING OPPORTUNITIES

1. **Competitive Market**
A relatively large competitive base will provide the best opportunity for savings. A function with few competitors may enjoy a competitive advantage that may not produce the desired savings. A large pool of competitors also ensures that initial bids will not be substantially increased in future years after the public sector no longer has the immediate ability to provide the good or service. If a competitive market cannot be identified, it is probably not worth the cost of developing specifications and pursuing bids.
2. **Determinable Service Delivery Measurement**
If the nature of the good or service is uncertain or likely to require revision as the program proceeds, it may be difficult to convey the terms of service delivery in a contract or performance agreement. Similarly, it may be difficult to hold the provider accountable for errors or inefficiencies. Also, if the service cannot be adequately defined, it will be impossible to identify the associated costs and determine if competition would yield increased savings or a better product.
3. **Legal Authorization**
Programs considered for increased competition must be those free from existing constitutional or case law requirements to the contrary. Statutory changes may be necessary to implement others, and the costs of developing and pursuing legislation should be considered.
4. **Contract Management/Monitoring Division Defined**
The ability to properly supervise the work of a provider must exist.
5. **Existing Costs Determinable**
If it is impossible to determine the existing costs of providing the service, it will also be impossible to determine if savings can be realized through increased competition. Obtaining accurate, verifiable cost information is critical to the decision for competition. This screening criterion is strongly linked to the service description since costs must be obtained for the service described.
6. **Local Area Economic Impact**
Conversion to competitive delivery should not result in a significant increase in the unemployment rate of a municipality, county, or region or loss of an essential local market. Economic changes of special interest, such as the elimination of a traditional minority business industry, are not recommended for competition.
7. **Financial and Liability Risks**
Competition is best pursued when the financial and liability risks are equal to or lower than those experienced in public sector delivery. State laws or constitutional provisions sometimes limit state liability unless provided through a claims bill. Additional risks, insurance costs, and differences in financial conditions and legal liabilities must be considered.
8. **Size of Programs**
High dollar amount programs or staff-intensive programs may reap the greatest benefit from savings generated through competition. Larger programs may have a greater chance for inefficiencies to develop due to larger spans of control and less frequent oversight by upper-level managers.
9. **New Program or New Service Requirements**
These programs would offer the organization an immediate opportunity to avoid growth. New demands placed on services will ultimately lead to increased resource allocations which are seldom, if ever, reversed.
10. **Level of Policy Discretion**
Activities which require low levels of policy setting, judgment, or discretion are better suited for administration by outside providers. Routine application processing, data entry, maintenance, and fee collection are examples of activities which are not influenced by political processes and do not require sensitive treatment by an agency employee.

EXHIBIT 8-16 (Continued)
SCREENING CRITERIA FOR IDENTIFYING OUTSOURCING OPPORTUNITIES

11. **Security Requirements**
 Activities for which special security is unnecessary are most conducive to increased competition. These activities do not provide the possibility of manipulating sensitive information such as student records or lab results. If the information is sensitive, adequate controls must exist to protect data.
12. **Not Currently Subject to Competition**
 Large portions of programs may already be privatized or subject to market pressures and are less likely to benefit from further competition. Programs which are entirely in-house operations, perhaps in a monopoly-like environment, are strong candidates for competition.
13. **Alternative Delivery Methods**
 If alternative methods of production exist to provide the desired final product, increased competition can lead to innovative methods to save costs or improve services. Programs which require product or service delivery in a specific fashion to accomplish specific goals may be better handled by the public.
14. **Satisfaction With Current Service**
 Services where significant concerns exist about quality, time lines, or costs are candidates for outsourcing/privatization. Evidence of concern includes complaints by customers, customers trying to provide service with their own resources, or customers reducing their use of the service.
15. **Comparative Cost of Services**
 If current costs per unit (e.g., cleaning cost per square foot) are above the per unit costs of similar services being provided by private vendors, then the service is an attractive candidate for privatization.
16. **Costs and Ease of Conversion to Private Vendor**
 Some services are relatively easy and inexpensive to convert to a private vendor. Other services may be very difficult or expensive to convert. Those that are easy and inexpensive to convert are good candidates for outsourcing/privatization.
17. **Ease and Cost of Insourcing**
 The possibility always exists that the outsourcing/privatization of a service will not work out for an agency or organization. When this happens, it may become necessary to insource a service. When major difficulties exist or costs are high for insourcing operations, the organization may find that it is forced to put up with poor performance. In these cases, outsourcing/privatization is less attractive.
18. **Impact on Employee Morale**
 If outsourcing will cause major employee morale problems throughout the organization, careful consideration must be given to outsourcing or perhaps finding a way to minimize impact on employee morale.
19. **Mission Service Function**
 A function determined to be highly critical to the overall mission of the agency should likely remain insourced because of the higher degree of control.
20. **Stability of Marketplace**
 A high level of stable vendors in the marketplace indicates that the outsourcing of a service has been successful and that the vendors can generally be relied upon to produce quality services at competitive rates.

Source: Developed by MGT of America, Inc., 2004.

FISCAL IMPACT

There is no specific fiscal impact associated with this recommendation; however, under the appropriate circumstances, privatizing student transportation responsibilities could possibly release resources while allowing for a high level of service. CCS might realize significant cost savings over time.

FINDING

CCS includes an annual fund (\$350,000) for the purchase of replacement school buses to the city transit division. This fund is based on a 10-year replacement cycle; however, the current inventory data provided by PTS does not show a funded comprehensive school bus replacement plan. While the school division annually provides funding for a 10-year replacement cycle, the information provided by the transit division staff reviews annually management reports (maintenance, fuel usage) concerning the vehicle condition and follows the *Managing Public Equipment* (issued by the American Public Works Association). From this information and staff discussions, a recommended replacement schedule is developed.

The current bus inventory listed in **Exhibit 8-17** shows 44 total buses used for school routes, activity trips, and spares. In school transportation, it is typical for school systems to replace buses on a 10- or 12-year cycle and eight school buses (one bus purchased in 1997; one in 1998; and six in 1999) exceed their 10-year replacement cycle, budgeted by CCS. Interviews with CCS staff indicate that a formal school bus replacement plan would ensure funding and address the aging buses.

**EXHIBIT 8-17
CHARLOTTESVILLE CITY PUBLIC SCHOOLS
BUS PURCHASES
1997-98 THROUGH 2006-07 SCHOOL YEARS**

YEAR	BUSES PURCHASED
1997	1
1998	1
1999	6
2000	4
2001	2
2002	4
2003	3
2004	4
2005	3
2006	0
2007	4
2008	8
2009	4
AVERAGE	4

Source: City of Charlottesville, transit division, 2008.

RECOMMENDATION 8-6:

Develop and implement a formal bus replacement policy based on industry standards.

School bus replacement cannot depend on fiscal convenience (although CCS has budgeted \$350,000 annually for the past several years, per CCS budgets). Often, the costs associated with maintaining older buses exceed the utility of those buses. There are also significant safety concerns associated with maintaining an aging fleet. While PTS has many newer buses, a substantial portion of the fleet is at or beyond the age of potential replacement. From fiscal and safety standpoints it is essential that a formal bus replacement policy be implemented and followed. CCS should work with the transit division to facilitate the development and implementation of a formal bus replacement policy. This will help to ensure adequate transportation resources for the future needs of CCS.

FISCAL IMPACT

This recommendation can be implemented with existing policy development and transportation staff, with approximately ten hours needed to develop the policies. The fiscal impact of implementing the policy cannot be determined until the policy is developed.

FINDING

PTS maintains a high spare bus ratio. **Exhibit 8-18** shows the number of buses and the number of spare buses providing student transportation services. The exhibit shows the number of buses used for daily transportation services on the left side of the slash and spare buses on the right side in each column. PTS’s average percentage of spare buses to the daily use bus requirement was 23.8 percent. The peer division average for the same period was 30.2 percent. Student transportation industry and divisions throughout the country averages a 10 percent to 15 percent spare bus ratio.

**EXHIBIT 8-18
NUMBER OF BUSES AND SPARES PROVIDING TRANSPORTATION SERVICES
CHARLOTTESVILLE CITY SCHOOLS AND PEER DIVISIONS
2004-05 THROUGH 2006-07 SCHOOL YEARS**

SCHOOL DIVISION	2004-05*	2005-06	2006-07	2007-08
Charlottesville	35/9	31/13	34/10	31/13
Winchester	26**	34/8	34/8	NA*
Williamsburg	121/**	117/**	115/30	NA*
Fredericksburg	35/**	26/**	27/**	NA*
PEER DIVISION AVERAGE	54/9	54/6	53/16	NA*

Source: Commonwealth of Virginia, Department of Education, 2008.

VDOE has not compiled the data for 2007-08 school year. CCS provided the listed data during the review.

*Beginning 2004-05, the report only listed the total of buses used to transport students to and from school and the number of spare buses was provided by the school divisions.

**Did not report the number of spare buses.

PTS reported a total of 44 school buses and one passenger vehicle (a minivan) and reported that 31 school buses and one passenger vehicle were required to provide daily home-to-school student transportation.

The remaining school buses represent approximately 30 percent spare bus ratio. A 10 percent to 15 percent spare bus ratio is the nationwide industry standard.

RECOMMENDATION 8-7:

Eliminate seven spare buses from the bus fleet.

Eliminating seven spare buses would reduce the spare ratio to 13.64 percent. However, the transit division provides additional transportation service, such as shuttle service for the University of Virginia football games, for the city and they may want to maintain a higher spare bus ratio. Discussions with the Transit Manager indicated that he would not want a reduction of school buses in the fleet (reducing the number of spare buses may not reduce the costs billed to CCS since the cost is based on the number of hours buses are used).

FISCAL IMPACT

The sale of seven excess buses should generate a one-time income of approximately \$14,000 (older buses normally sell for approximately \$2,000 each depending on condition). Annual maintenance costs are estimated at approximately \$1,400 per bus or \$9,800 over the five-year budget cycle for seven excess spare buses. Eliminating the excess busses would generate an estimated cost savings of \$53,200 over five years.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Sell Seven Excess Buses	\$14,000	\$0	\$0	\$0	\$0
Reduced Annual Maintenance Costs	\$0	\$9,800	\$9,800	\$9,800	\$9,800
TOTAL SAVINGS	\$14,000	\$9,800	\$9,800	\$9,800	\$9,800

FINDING

Student transportation services is not included in program planning.

Interviews with PTS staff confirmed that school division plans for new academic programs did not include substantial input from transportation staff, or additional funding for student transportation. Also, changes in student disability designations were not matched with additional transportation funds. Interviews and data analysis revealed that this situation had resulted in substantial changes in service delivery, especially in regard to exclusive student transportation.

This situation presents many potential problems for PTS, at least one of which has resulted in a direct challenge to transportation efficiency. Currently, CCS has many programs and services that focus on special needs students. These programs often require a central location to which students must be transported to receive services. Further, special needs students are often transported to multiple locations within the school division over time. This in itself is not unusual in any way, as it is certainly

necessary to provide high-quality services to these students. What is of concern, however, is that there is little transportation department input into where these services are provided, or how to otherwise maximize efficiency in this important, yet very costly, aspect of student transportation service.

As seen in **Exhibit 8-19**, CCS ranks high in the peer comparisons in each of the following categories:

- Number of exclusive students transported per day.
- Number of exclusive student buses operated daily by the school division.
- Number of exclusive miles driven annually.
- Annual cost of exclusive student transportation.

**EXHIBIT 8-19
EXCLUSIVE TRANSPORTATION
CHARLOTTESVILLE CITY SCHOOLS AND PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	PUPILS	BUSES	ANNUAL MILES	ANNUAL COST
Charlottesville	247	10	49,140	\$458,575
Winchester	90	2	65,154	\$369,301
Williamsburg	447	32	459,900	\$1,569,610
Fredericksburg	312	3	42,300	\$267,068
PEER DIVISION AVERAGE	274	12	154,124	\$666,139

Source: Virginia Department of Education, 2008.

Onsite interviews indicated that many of the current CCS site-based programs are located within the city and locations outside of the city, resulting in long rides for exclusive students and high costs to the transportation budget. Further, if students in these programs move within the city, they are not typically transferred to similar programs closer to their new home schools. Another practice affecting this situation, according to transportation service staff, is that student data necessary for efficient exclusive student routing are often provided too late in the summer to allow for discussions on how to promote transportation efficiency. Staff further suggested that, while there have been some improvements in communication between special education leadership and PTS, this relationship is far from what is necessary to ensure effective planning in exclusive student transportation. During the onsite review with the acting Transportation Supervisor, she stated that no one within PTS has attended any IEP meeting to discuss transportation services.

RECOMMENDATION 8-8:

Require all new programs to include potential impact for student transportation services.

The costs associated with moving students to and from academic programs are high, and overlooking these costs in divisionwide planning may create financial problems for the transportation services that will eventually have to be addressed by the school division as a whole. A member of CCS and/or PTS should be included with development planning meetings, prior to the implementation of a program.

FISCAL IMPACT

There is no additional cost associated with this recommendation, as all shortfalls in departmental budgets must eventually be dealt with on a divisionwide level. The implementation of this recommendation will avoid long-term consequences associated with under-funding student transportation, such as aging, overused buses and increased maintenance costs.

8.3 Routing and Scheduling

Some of the largest potential cost savings, or losses, in student transportation are realized due to the quality of routing functions within the transportation services. Efficient and effective bus routing is critical to the success of any school transportation department. Optimized routes minimize student ride time and decrease the total number of buses needed to transport student populations.

Effective routing and scheduling can impact:

- Efficiencies pertaining to student start and end times in coordination with bells.
- Bus route average ridership and miles driven.
- Ride times for regular and exclusive students.
- Efficiency and effectiveness of regular routes.
- Efficiency and effectiveness of exclusive routes.

FINDING

The PTS works closely with drivers to maintain efficient bus routes for the school division; however, the use of student residence data to drive the routing process could be improved.

The CCS Board policy on bus scheduling and routing was previously shown in **Exhibit 8-10**.

PTS uses the *VERSATRANS* computer routing software system to manage its bus routes. Routing systems are designed to create the most efficient bus routes using student residence data. They accomplish this by analyzing student residence data—imported from school databases—to automatically create the most efficient bus routes. These systems interface with area mapping programs to maximize efficiency of bus routes by minimizing the number of buses need to transport students. However, information collected in interviews with PTS staff and drivers suggested that the department was not fully harnessing the software’s ability to use imported student data in assigning bus routes on an annual basis.

PTS bus driver interviews confirmed that bus routes remained substantially unchanged for numerous years. Staff interviews regarding the annual routing process revealed that student-level data were used primarily to maximize the efficiency of existing CCS routes. This is used by school systems that add the use of computer routing software to existing systems of bus routes, or when an existing routing system has not been updated. However, it is necessary to periodically “scrap” existing route systems and allow the software to automatically suggest the routes that maximize efficiency for the department.

This process typically results in substantial changes to existing bus routes, such as having different buses and drivers for morning and afternoon routes.

RECOMMENDATION 8-9:

Review the current routing process to ensure the full utilization of the *VERSATRANS* software to create new bus routes based on student residence data.

The peer comparison of cost per mile shown in **Exhibit 8-8** suggests that CCS could improve its current process for providing regular transportation. As previously stated, improving the bus route planning process in collaboration with other PTS areas is one way in which CCS can reduce its cost per mile. Improving the use of computer-aided routing is another area where CCS could realize cost savings.

It is important to note that the acting transportation supervisor stated that while the *VERSATRANS* system has been used for over ten years, PTS had only completed a conversion of this system from a DOS to WINDOWS platform. At that time, previous software updates were installed and the system was used for the first time this school year. Additionally, PTS staff stated that they were using student data to maximize use of the *VERSATRANS* system in annual bus routing. If, indeed, PTS is not periodically allowing the routing system to generate new CCS bus routes, the division may be losing much of the route efficiency function of the routing software system. What remains is the route management function, which, while important in promoting ongoing route efficiency, is a secondary function of the program. In light of conflicting evidence, it is suggested that CCS and PTS review the routing process to ensure maximum use of the software program and the student data used to drive it.

There is a need to open an ongoing dialogue between CCS and the transit division regarding planning, costs, routing, student discipline, training, and trust. Information is available from the transit division, but it is not offered unless requested; and budget planning for changes and new programs regarding transportation is not received by Transit until the decision has been approved. Various reports and requests that need to be exchanged and the level of contact between CCS and the transit division will be included.

FISCAL IMPACT

Based on multiple industry case studies and hundreds of school district efficiency reviews, it is generally accepted that divisions can reduce overall transportation costs by using software to improve bus routing efficiency. While it is uncertain if these efficiencies will be found in CCS, the division may expect to realize a minimum cost savings of five percent of its total expenditures by initiating this practice. The total cost of CCS transportation services in 2006-07 was \$2,405,658. In transportation, the reduction of bus routes can be directly related to overall cost savings on a percentage basis. With each route that is removed, all of the associated operating costs are also eliminated, including salaries and equipment, fuel, insurance, and maintenance costs.

Five percent of the total budgeted CCS transportation costs for 2006-07 (\$2,405,658) equal approximately \$120,283. CCS could expect to realize similar savings on an annual basis for an estimated \$601,415 over five years.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Create New Bus Routes	\$120,283	\$120,283	\$120,283	\$120,283	\$120,283

8.4 Vehicle Maintenance

PTS school bus maintenance responsibilities are performed by two mechanics that are highly qualified. The fleet maintenance division central garage is a well maintained, clean and appealing facility, capable of servicing the extensive city fleet and providing a high rate of readiness and vehicle availability. A physical review of the fleet found it to be in excellent condition. Further, CCS drivers confirmed that there was rarely a delay in receiving service, and offered high praise for this function.

FINDING

The fleet maintenance division has a sufficient number of qualified mechanics and provides outstanding service.

The current city fleet vehicles/equipment inventory is 582, of which 44 are school buses. There are a total of seven mechanics and one auto body technician at the facility. Two full-time mechanics are assigned to maintain the school bus fleet. The school bus mechanic to vehicle ratio is 1:22, which is lower than the school bus industry and the majority of school divisions' nationwide average ratio of 1:25.

COMMENDATION 8-C:

The mechanics of the fleet maintenance division are commended for the outstanding service they provide in maintaining the school bus fleet.

FINDING

The transit division is committed to reducing the exhaust emissions and reducing the particulates held in diesel fuel exhaust. To that extent, the division has replaced all of the 44 school buses in the fleet to operate on alternative fuels: Diesel B20 (a blend of 80 percent clean diesel fuel and 20 percent plant derived oil). PTS is one of only few school bus operations within the Commonwealth of Virginia that operate a 100 percent "green" fuel.

COMMENDATION 8-D:

The transit division and fleet maintenance division of the City of Charlottesville are commended for reducing the diesel exhaust emissions throughout the city and by reducing the potential of harmful exhaust emissions in the vicinity of school bus routes.

9.0 *TECHNOLOGY MANAGEMENT*

9.0 TECHNOLOGY MANAGEMENT

This chapter presents findings, commendations, and recommendations related to the use of administrative and instructional technology in Charlottesville City Schools (CCS). The major sections in this chapter are:

- 9.1 Organization Management and Planning
- 9.2 Student Data
- 9.3 Professional Development
- 9.4 Technology Program Innovations
- 9.5 Telecommunications

CHAPTER SUMMARY

As part of this efficiency study, MGT reviewed the organization management, various planning documents, data management strategies and practices, professional development, and telecommunications for administrative and instructional technology in the division. Additionally, technology programs implemented to enhance the curriculum were examined.

Key commendations reported in this chapter are as follows:

- CCS has subscribed to an online reporting system that enables immediate feedback on student progression for more effective and efficient teacher analyses of course learning (**Commendation 9-A**).
- The division has created and incorporated an innovative robotics program to enhance math and science curriculum for the upper elementary grades (**Commendation 9-C**).

This chapter contains the following key recommendations:

- Hold regularly scheduled and structured meetings involving all staff in the technology support units within the division (**Recommendation 9-1**).
- Develop a disaster recovery plan for CCS (**Recommendation 9-3**).
- Ensure the completeness of any technology-related project plan and include training, complete with detailed training manuals, for any staff expected to use the application (**Recommendation 9-4**).
- Incorporate a technology management review of any and all technology-related strategies for each school improvement plan within the division (**Recommendation 9-5**).
- Provide basic software training for users and develop an accountability process like that of the STaR Chart to ensure teachers are receiving training

and providing technology integration in each school and classroom (**Recommendation 9-8**).

- Continue to pursue voice-over IP service in order to have phones in every classroom throughout the division (**Recommendation 9-9**).

9.1 Organization Management and Planning

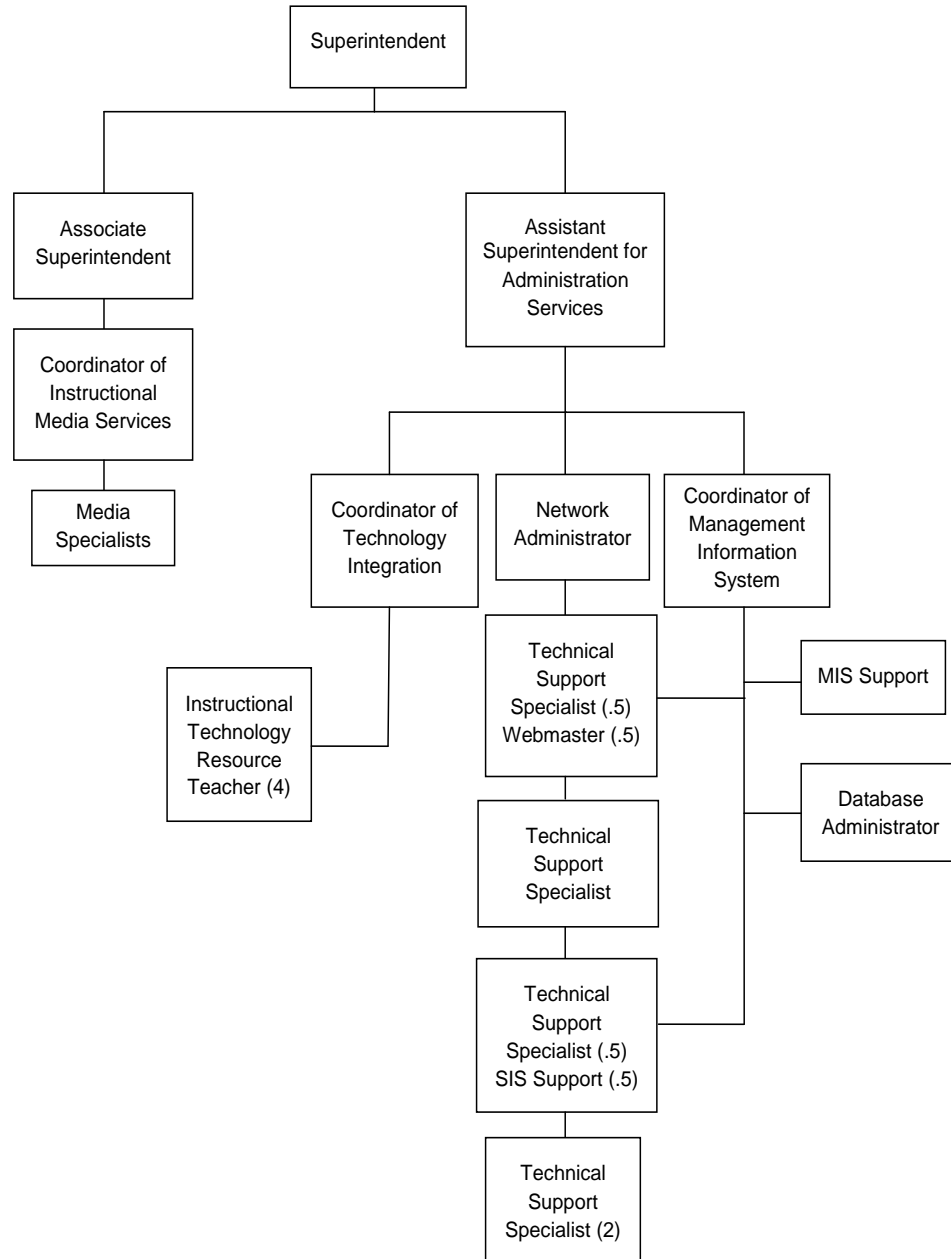
Organization management and planning, along with communication among staff, are critical to the success of any technology operation. As the use of technology has evolved in schools over the past decade, leading school systems have moved from a piecemeal approach to technology focused on specific software programs such as accounting, to a comprehensive and more centralized approach. This allows technology concerns to be addressed as policy is created, creating more efficient and effective implementations of technology as opposed to attempting to retrofit facilities or programs.

The key staff responsible for assisting and maintaining technology throughout CCS reside under the umbrella of the associate superintendent and the assistant superintendent for administration services.

Exhibit 9-1 shows the organizational structure of technology-related staff for the division. As shown:

- The coordinator of instructional media services and the media specialists reside under the associate superintendent's responsibility.
- The coordinator of technology integration, along with four instructional technology resources teachers (ITRTs), are staffed under the associate superintendent of instruction.
- The network, technical support specialists, the Web master, and the management of information systems are staffed under the assistant superintendent for administration services.

**EXHIBIT 9-1
CHARLOTTESVILLE CITY SCHOOLS
CURRENT TECHNOLOGY ORGANIZATION**



Source: Charlottesville City Schools administrative and instructional technology staff, 2008.

The instructional media services coordinator oversees all of the division media specialists. The ITRTs are physically located in the central office, yet are assigned one to three schools each while other staff support the network, student data, and all other information captured in the division.

The major services provided by staff include, but are not limited to:

- Purchase, installation, and ongoing support of hardware, software, and peripherals for both administrative and instructional purposes.
- Initial user training of administrative support services.
- Ongoing support for teachers for assisting with integration of technology in the classroom.
- Coordinating technology projects for the division.
- Design, implementation, and maintenance of the division's Web site.
- Assisting with the telephone system for the division.

Managers, staff, and other stakeholders have indicated that these units work well together and understand the importance of how each area must work closely to ensure technology efficiencies within the division.

FINDING

Staff meetings are not a regular occurrence among the administrative technology support unit under the assistant superintendent of administration services. Staff indicated in interviews that only two of the three units have regularly scheduled meetings.

The ITRT staff meet with their coordinator on a weekly basis as does the technical support and Web support staff; however, the management information staff do not have meetings nor does the assistant superintendent hold meetings with all staff to communicate any initiatives or general information about the division.

Without having regularly scheduled staff meetings, these individuals will remain isolated and not have the proper knowledge to answer questions from other staff related to any initiatives or other news within the division.

A common practice of any organization is the need to provide consistent and timely information to staff. This communication allows for an open dialogue, which leads to a healthier organization.

RECOMMENDATION 9-1:

Hold regularly scheduled and structured meetings involving all staff in the technology support units within the division.

These meetings should involve the assistant superintendent of administration services, coordinator of technology integration, network administrator, coordinator of management information services, and all staff reporting to these positions.

In addition, the coordinator of management information systems should hold regularly scheduled meetings with staff assigned to this position, especially since these staff members are located in different buildings.

These meetings should be consistent with those held among the coordinator of technology integration and the ITRTs as well as the network administrator and his staff, who meet on regular intervals.

FISCAL IMPACT

This recommendation can be implemented by having all staff in technology support functions meet weekly for a minimum of 30 minutes per week. In addition, the assistant superintendent should hold periodic meetings with these staff once per quarter for a minimum of one hour.

FINDING

CCS has a *Five Year Educational Technology Plan June 2004 – 2009* that was reviewed by division staff, including those from the technology department.

Like most technology plans, it is a document that has initiated divisionwide collaboration, includes educational goals using technology, and incorporates the division's strategic plan and mission. This five-year plan also acknowledges accomplishments made from the previous plan and provides the status of those initiatives not yet implemented. It is noted that the division has stated it has already implemented exports into the current warehouse residing on the AS400.

The five major components of the plan are as follows:

- Technology integration.
- Professional development.
- Educational applications.
- Connectivity.
- Accountability.

Exhibit 9-2 shows the five major components along with key strategies to meet the plan's goals and objectives.

**EXHIBIT 9-2
CHARLOTTESVILLE CITY SCHOOLS
EDUCATIONAL TECHNOLOGY PLAN
MAJOR COMPONENTS AND KEY STRATEGIES**

TECHNOLOGY INTEGRATION	PROFESSIONAL DEVELOPMENT	EDUCATIONAL APPLICATIONS	CONNECTIVITY	ACCOUNTABILITY
Align curriculum documentation with appropriate technology-related instruction.	Offer ongoing staff development opportunities through division, VDOE, SVTC (Shenandoah Valley Technology Consortium) , WVPT, universities, collaborating school systems, and online.	Implement at all levels the Virginia Standards of Learning (SOL) Initiative.	Provide all instructional and administrative areas with networked computers that have high-speed Internet access.	Measure student technology literacy.
Integrate Information Skills curriculum and Technology Standards of Learning.	Provide technology integration specialist, Web masters, tech support contacts who receive a stipend and full-time media specialist in each building to assist with support and training.	Provide teaching and learning resources such as networked media centers, videoconferencing, instructional television and satellite broadcasts and videostreaming.	Provide adequate staffing to support network system.	Require all professional staff to be TSIP certified (Technology Standards for Instructional Personnel).
Identify software in content areas to assist in instruction, especially in areas needing intervention.	Include technology integration as component of teacher evaluation.	Continue to make division and school websites informative and current.	Develop an accessible data warehouse.	Align local technology plan with state plan.
Provide adequate technology (including digital cameras, camcorders, laser printers, scanners, digital microscopes and probes, calculators, projection systems, Smartboards, laptops, multimedia stations, printers, PDAs) to support teaching and learning.		Utilize data, retrieved electronically, to determine student progress.	Provide infrastructure to accommodate needs of network.	Use technology resources for management and reporting of data to state and national agencies.

Source: Charlottesville City Schools Technology Plan, technology department, 2008.

The plan further provides objectives and strategies for each of the five major components. However, while the plan clearly states the objectives and strategies for the major components, it does not indicate time lines, assign any staff responsible to oversee the strategies, or provide financial data to indicate the costs or funding sources associated with implementation of the plan components.

While the plan encompasses technology-related needs for the division, it should also incorporate responsibilities and fiscal information to ensure that all parties are aware of any barriers to implementing the plan.

CCS may contact Campbell County Public Schools to understand how they not only incorporate the objectives and strategies, but also capture budget information within the division’s plan, which is considered a best practice.

RECOMMENDATION 9-2:

Incorporate timelines, responsible positions to oversee strategies, costs, and funding sources associated with implementation of the plan components.

Implementation of this recommendation will provide the necessary accountability steps for the CCS Educational Technology Plan. These recommended components will also assist in budget preparations and enable all stakeholders to understand not only the goals, but the strategies, responsible staff, and the likelihood of finding proper fiscal resources.

This recommendation should be implemented during the next update of the plan in 2009.

FISCAL IMPACT

This recommendation can be implemented by using current technology staff and division leaders. CCS will likely need an approximate eight hours of all contributing stakeholders per stated goal to assign fiscal impacts and appropriate personnel.

FINDING

According to documentation received, CCS currently backs up division data on a regular schedule, yet they have not developed a disaster recovery plan. They use locations such as staff member's homes to store backup tapes; these homes are not located in close proximity to the division.

Disaster recovery plans are a necessity in school systems due to state and federal requirements for collecting and retaining data on students, finances, and day-to-day operations.

Fortunately, for the division, a major incident has not occurred regarding the loss of data; however, a proven disaster recovery plan is still needed. By having a formal disaster recovery plan, all division stakeholders can be reassured that recovery of data is available and division staff will not be asked to recreate an entire year's worth of data in the event of a problem or disaster. Additionally, business continuity for student record submissions, accounts payable, and payroll can proceed.

While CCS has been fortunate to not have a major situation regarding the loss of data, a disaster recovery plan needs to be developed.

RECOMMENDATION 9-3:

Develop a disaster recovery plan for CCS.

Disaster recovery plans provide reassurance that if data are lost or destroyed due to a natural or man-made disaster, recovery can be quick and reduce a lapse in operation of the school division. The division should try to determine the best approach for disaster recovery during the initial phases of the student information system implementation plan. In fact, the division should insist that the current mainframe vendor and the proposed

student information systems vendor assist them with this effort. Additionally, these vendors may be able to find an alternate school division to use as a reciprocal school system.

FISCAL IMPACT

Minimal disaster recovery plans and tests should cost in the range of \$60,000 to \$80,000 annually. Conservatively, MGT used the average for the first year of implementation and about \$2,000 for travel costs should the division need to travel for annual testing. If the division uses a reciprocal type of system with another school division, these costs would be greatly reduced. By implementing a disaster recovery plan, the division would prevent high costs associated with recreating system data.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Implement a Disaster Recovery Plan	(\$70,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)

FINDING

Specific technology implementation planning for both administrative purposes and instructional projects could not be provided by division staff. During the course of the review, staff indicated that detailed implementation plans were not created for the smartboard installations or the pending student information system upgrade.

As for the smartboard installation, many teachers and several principals indicated that poor planning and lack of training is causing problems in several classrooms in the schools, and staff are not able to adequately use the technology. One principal indicated that staff were so confused because the technical staff were trying to “fish for answers” on basic questions during the training. The instructional technology staff indicated that this was an issue with such a quick rollout. Subsequent to our review, division staff stated that five steps were used to roll out the smartboards; however, these five steps are not consistent with best practices in that they are not detailed, which probably is why many staff mentioned this specific implementation.

While staff indicated that they have placed the student information system upgrade on hold, the draft implementation plan was unavailable. The division has signed a contract with a vendor for this particular system, but the vendor is struggling with other divisions in the process of their implementation. The division’s decision is valid, as they need to continue to hold off until the glitches are worked out. A plan is needed even at this stage to ensure that no matter what vendor is used, a generic plan is in place to establish human and financial resources for each phase.

While the division is commended on delaying on the student information system and installing smartboards in many classrooms, phased planning is still needed to ensure the completeness of any technology-related implementation. In fact, training is needed as part of any plan where technology is used by division staff.

Technology planning basics always include a component to train staff and allow for feedback from users for reassurance that the tool will be used. In addition, detailed training manuals are critical for the success of any technology initiative. Mesa Public Schools (Arizona) has created step-by-step training guides for their purchased technology initiatives as well as those created by internal staff. These manuals eliminate frustration among administrative and instructional users.

RECOMMENDATION 9-4:

Ensure the completeness of any technology-related project plan and include training, complete with detailed training manuals, for any staff expected to use the application.

It is important to always include users in implementation plans of technology-related projects. It is a known fact that if users are not adequately prepared, the initiative fails and becomes a costly experience instead of a rewarding return on the investment.

Both administrative and technology staff should ensure that users are notified of any new projects well in advance of implementation. Additionally, appropriate and detailed training manuals should be created and tested before any training sessions with users.

CCS should also have all training manuals on a shared drive for staff to access when needed.

FISCAL IMPACT

This recommendation can be implemented by each project manager spending at least 24 hours on communicating with users before implementation, creating a detailed implementation plan, complete with user training. In addition, these project managers and possibly technology staff involved in the implementation should spend at least 60 hours per initiative to produce and test a step-by-step training manual.

FINDING

The division currently does not require technology managers to review school improvement plans.

There have been occasions where a school wants to add computers or software in their specific improvement plan, but according to the review of the plans and through interviews with school and central office administration, along with the technology staff, this type of review is not required.

By not having the division technology managers review these school improvement plans, proper planning by the technology staff cannot take place. In addition, early ordering of equipment or software may cause higher prices for purchase or perhaps delay installation. The technology staff needs to know well in advance of what is needed to properly implement initiatives.

A best practice seen in Virginia Beach Public Schools is to incorporate the use of computer resource specialists for school improvement planning. In fact, this division

specifically defines one of the roles of these technical support positions as “providing technology expertise and advice to the principal concerning the school improvement plan in regards to short- and long-term technology needs.”

RECOMMENDATION 9-5:

Incorporate a technology management review of any and all technology-related strategies for each school improvement plan within the division.

By implementing this recommendation, CCS technology support staff will ensure that requested items are compatible with the division’s long-term technology plan, allow for proper planning of hardware and software, and provide adequate preparation time for installation and training.

These plans should be reviewed by both administrative and instructional technology staff located in the central office.

FISCAL IMPACT

This recommendation can be implemented by providing both instructional and administrative technology management review these plans. It would take approximately 40 hours per year to review all plans.

9.2 Student Data

It is imperative for school divisions to use technology to capture all aspects of student information, including, but not limited to: attendance, discipline, course information, grades, internal testing scores, and state scores by test area. Automated student information is needed for easier data-driven decision-making by school and division administrators to determine levels of student success.

The division is in the process of upgrading its student information system. This is a need for CCS since the former vendor is no longer supporting the current system. However, staff indicated that during a meeting with other school systems trying to implement this particular application, the vendor is struggling with those other school systems. Therefore, CCS is correct in holding off on implementation until this vendor can successfully implement the product with these other school divisions.

FINDING

CCS has subscribed to an online reporting system for student testing to use in each classroom. Teachers may select from a library of online tests that match the standards of learning (SOL) testing components, create unit tests based on curriculum with help from curriculum coordinators, or create their own tests. The system automatically generates tests for students; as tests are completed, answer sheets are scanned (on leased scanners), graded, and reports are created so the teacher can evaluate student comprehension based on the lesson plan. The results are captured in a report format within minutes to provide quick feedback for analysis.

With this type of system, teachers can assist students where needed to help them prepare for not only higher class grades, but for annual SOL testing as well.

The report online subscription service costs about \$28,000 per year for the division, which is a low cost considering the time it would take to create, grade, and analyze tests for every student by each classroom teacher.

COMMENDATION 9-A:

CCS has subscribed to an online reporting system that enables immediate feedback on student progression for more effective and efficient teacher analyses of course learning.

RECOMMENDATION 9-6:

Enhance the use of the online reporting system to capture and track student progression for future scheduling of course selection.

While the division is commended for implementing the online reporting system to immediately capture student testing results, data should be retained by exports from the application into the current data warehouse residing in the AS400. By implementing this recommendation, students would then be able to be tracked by course to assist the division in future course selection during student scheduling.

Additionally, this recommendation would allow the division to appropriately align with the standards on the teacher observation evaluations if they were to expand “uses data to measure student progress” to include “establishing appropriate course scheduling of students.”

FISCAL IMPACT

Unless there is a maintenance cost from the online reporting vendor, the division information management staff could then format those data and enter it into the data warehouse. Information management staff would need approximately 40 hours to contact the vendor and develop the necessary criteria and template needed. The division should determine the schedule needed, but based on a weekly cycle, the estimated information management staff time needed would be at least eight hours per week after the initial set up of this approach.

9.3 Professional Development

School divisions must select and employ software and hardware to meet both instructional and administrative objectives. While computers in the classroom are primarily an instructional resource, they serve an administrative function, as well, in most school systems. Moreover, adequate administrative technology must be present to support schools in meeting instructional goals, especially when preparing students.

Training in the use of technology is the most critical factor in determining whether that technology is used effectively or even used at all. Administrative and instructional staff must be able to effectively use the technology available to them. Training must be ongoing as the technology environment is continuously evolving, and districts must keep pace with the evolution.

FINDING

CCS does not include the use of technology as an evaluation component in curriculum delivery during classroom teacher observations. The current observation form includes the following performance standards:

- Knowledge of curriculum, subject content, and student developmental needs.
- Instructional delivery.
- Student assessment.
- Learning environment.
- Communication and advocacy.
- Professionalism.
- Student achievement.

In addition, the division recently created a walk-through form for informal teacher observations. These classroom observations are to be performed by division and school administrators and are intended to last between 10 and 15 minutes. This particular form focuses on instructional delivery, strategies, student engagement, types of learning, curriculum, and technology. The technology area addresses the following four components:

- Technology use by teacher only.
- Students individually use technology.
- Using media support learning objects.
- Student groups use technology.

With the creation and use of these evaluation forms, the division is still not effectively addressing technology for teacher performance reviews.

While **Exhibit 9-3** shows how well division personnel responded to the effectiveness of technology integration into the curriculum for CCS, there is no formalized approach to evaluating how well or how much integration is implemented.

**EXHIBIT 9-3
CHARLOTTESVILLE CITY SCHOOLS
TECHNOLOGY INTEGRATION INTO THE CLASSROOM**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Technology is effectively integrated into the curriculum in our division.	68/7	59/18	60/13

Source: MGT survey, 2008.

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

Since the division continues to pursue technology integration, a natural progression would be to incorporate technology on teacher observations for annual evaluations and track this information divisionwide.

RECOMMENDATION 9-7:

Incorporate the four technology-related components from the walk-through form into the teacher observation evaluation form and retain data for analyses across the division.

By incorporating these four technology-related components, the teacher and principal can work together to appropriately determine if technology is integrated in classroom instruction. In addition, the division should track this information to be sure that all teachers are using some level of technology in the classroom.

The implementation of this recommendation should allow for even more positive responses when staff are asked to provide input on technology integration into the classroom.

FISCAL IMPACT

This recommendation can be implemented with existing staff. The observation form could be changed with less than two hours of clerical time. The principals would spend less than five additional minutes for each observation to include these technology components.

Should the division start tracking this information, the staff currently reviewing the evaluations, would need to add this component to a database file, which would take approximately five minutes per teacher. The administrative technology staff would need to create a database and reports to track this activity by teacher. This portion would take approximately four hours to create and test the database. For report creation, technology staff would need approximately eight hours, including testing.

In addition, school principals would need approximately one hour to analyze their respective school reports by teacher on an annual basis prior to teacher evaluations.

FINDING

The division offers technology-related training to teachers and administrative staff per documentation reviewed; yet there needs to be more of an effort placed on the levels of training needed by trainers and trainees as well as an accountability process to ensure training is taken.

As indicated in the *Technology Connections News and Notes* publication, some of the courses taught by instructional technology staff include:

- Introduction to smartboard.
- Smartboard intermediate level.
- United streaming (beginner and intermediate levels).
- Inspirtion software (beginner).
- Clicker focused training.
- Google applications.
- iPhone, iTunes, iWeb.
- Desktop navigation.
- Office tricks (platform specific).
- Moodle.

Interviews with teachers and principals indicate that while there are quite a few courses offered, some of the courses are rather basic in nature, especially for secondary teachers. A specific example of this scenario repeated by several teachers involved smartboard training. Interviews and comments provided during the open house or expressed during school visits indicated that the trainers were not completely sure of how to answer user questions and caused a great deal of frustration among teachers. In other instances, administrative staff and instructors are given different approaches to resolve issues or address concerns related to software applications. Online comments captured during the review process also echoed these remarks.

In addition, there is no real tracking mechanism in place to show the types of training to ensure all staff are continually trained for their current responsibilities whether they are in clerical, technology/information systems support, or instructional staff.

The CEO Forum on Education and Technology was founded in 1996 to help ensure schools effectively prepare all students to be contributing citizens in the 21st Century. A main objective of this forum is to integrate technology and the classroom. The CEO Forum, as recommended by the International Society for Technology in Education, has designed a self-assessment tool to provide schools with the information needed to better integrate technology into their educational processes. This tool is known as the interactive STaR Chart, which is a School Technology and Readiness Chart.

The STaR Chart identifies and defines four school profiles ranging from the “Early Tech” school with little or no technology, to the “Target Tech” school that provides a model for the integration and innovative use of education technology. The STaR Chart is not intended to be a measure of any particular school’s technology and readiness, but rather to serve as a benchmark with which every school can assess and track its own progress. CCS could use more of a “target tech” approach due to their training efforts in this area.

RECOMMENDATION 9-8:

Provide basic software training for users and develop an accountability process like that of the STaR Chart to ensure teachers are receiving training and providing technology integration in each school and classroom.

The STaR Chart can assure CCS division administration that:

- Each school is using technology effectively to ensure the best possible teaching and learning.
- The type and level of training needed by school is appropriate.
- The current education technology profile is adequate.
- The areas on which the school needs to focus to improve the level of technology integration are addressed.
- The ITRTs are continually updating their skills to share with teachers.

By implementing this recommendation, CCS will be able to incorporate training for technology staff to keep skill sets at the most current and advanced levels as well as provide an even higher level of service to the division users.

FISCAL IMPACT

The implementation of this recommendation can be accomplished by providing the administrative and instructional technology staff with additional training dollars. A conservative amount is approximately \$1,000 per staff member per year. Once these individuals have completed training, they can then provide training to their particular customers – faculty for instructional technology resource teachers and administrative staff for the user support group unless the division decides to use the ITRTs to train administrative staff at the same time as teachers. This particular option is used in school systems for a more efficient approach, as in Mesa Public Schools (Arizona).

As for the implementation of a tracking tool like STaR Chart, the division would need to have the information management section develop two database files. One file would be populated with teachers for the ITRT section to maintain. This process would take approximately 24 hours of information management staff time to develop and populate the database. The ITRTs would need approximately 10 hours per school to review and/or update the database. If the division were to use the ITRTs to teach all staff, then they would likely need 12 hours per school and administrative office. If the user support staff would be trained, then the same amount of hours would be needed as indicated for the ITRTs.

The \$1,000 cost per staff member multiplied by the 14 technology staff organized under the assistant superintendent for administration services results in an estimated annual cost of \$14,000, or a cost of \$70,000 over five years.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Provide Technology Training for ITRTs and Administrative Technology Staff	(\$14,000)	(\$14,000)	(\$14,000)	(\$14,000)	(\$14,000)

9.4 Technology Program Innovations

Technology plays a major role in today’s society, and students are some of the key users of technology through electronic toys, games, cellular phones, personal media players, and computers. In order to capture and retain student interest in previously predominant lecture courses, teachers need to find additional avenues to increase awareness in the delivery of instruction. One way to achieve this enhancement in course delivery is to incorporate technological enhancements.

This section provides some innovative ways that CCS has increased the effectiveness of classroom instruction by using technology.

FINDING

CCS has created a thorough curriculum for an Internet safety program for students, staff, and parents. The program has the following curriculum components:

A. Basic Understanding of the Internet

- how to recognize key aspects/elements of the Internet
- how to navigate on the Internet

B. Communication

- how to communicate and share information properly using the Internet
- how to follow appropriate social, legal, and ethical use of Internet content
- how to recognize cyber-bullying

C. Research

- how to use the Internet efficiently to locate information
- how to validate and perform Internet site checks
- how to cite sources
- how to evaluate Internet sites for accuracy

D. 21st Century Skill Development and Web Interaction

- how to use Web 2.0 technologies (wiki, blog, podcast, etc.)
- how to use the Internet to solve complex problems
- how to use Internet information and data to inform decision-making

The Internet safety program also addresses three categories of risk that include:

A. Inappropriate Contact

Receipt of messages that are demeaning, threatening and/or disturbing (cyber-bullies, hackers, phishers, and predators).

B. Inappropriate Content

Exposure to illegal and/or harmful images and text, whether violent, racist or explicit in nature.

C. Inappropriate Conduct

Web environments may seem anonymous, but web generated contact has an indefinite footprint.

The division created the program with the assistance of the Internet safety committee, comprised of staff and administrators throughout the division, including user support staff and ITRTs. The charge of the Internet safety committee was to examine the standards of learning and design or identify lessons that would support a school-based technology curriculum. While an Internet safety component for students that is integrated in a division's instructional program is required by the Code of Virginia § 22.1-70.2., the division seems to have taken a rather systematic approach using curriculum guidelines to produce and implement the program.

All identified and developed lessons were uploaded or linked to the division-wide curriculum Guides for Pacing and Standards (GPS). These lessons have been available to all for classroom integration. Additionally, CCS presented this training to the PTO and other community stakeholders.

COMMENDATION 9-B:

CCS has created and implemented a thorough Internet safety program for the division and its community members.

FINDING

CCS ITRTs attended training on introducing a robotics program designed to teach upper elementary students how to make simple machines and write programs to solve math and science problems using Lego Robots. The ITRTs worked with fourth grade teachers throughout the division to develop a solid curriculum for the students.

Problem-solving activities are utilized in this program to teach critical thinking in math and science, and it also incorporates language arts skills, according to the Lego Web site. The Web site further explains these activities by stating:

The software presents a visual programming environment that uses icons to represent different components and functions. Students "write"

instructions by dragging icons around the computer screen and arranging them in an appropriate order.

Teachers can present 12 different challenges, with various degrees of difficulty, for students to solve. The activities, which typically take about two hours, follow four themes: amazing mechanisms, wild animals, play soccer, and adventure stories.

By implementing this type of program, CCS upper elementary students are able to see how math and science are incorporated into building virtual robots during classroom instruction.

COMMENDATION 9-C:

The division has created and incorporated an innovative robotics program to enhance math and science curriculum for the upper elementary grades.

9.5 Telecommunications

School divisions use different types of technology to interact among staff or with parents. Since many parents may not have electronic mail availability, the telephone is generally the first choice of equipment when communicating with them. Generally, schools have telephone equipment for teachers to use so they do not have to utilize their personal cellular phones (with the accompanying costs) and to provide a mechanism to communicate with parents during school hours.

FINDING

Several teachers indicated to the review team during the open house, interviews, and site visits that telephones are not available in each classroom. Teachers and some principals indicated that the decision was left to the principal, yet each teacher is required to communicate with parents.

Teachers further stated a concern that when disciplinary action is required, they must use a panic button and information expressed during this communication with the front office can be heard in each classroom and throughout the office. This not only causes interruption of classroom instruction for other teachers and students, but can cause dismay among visitors as well.

School administrators and teachers indicated that four schools have phones in each school wing and in their respective common areas; one school has a phone in the office, and others may have phone access in a particular classroom; however, none of these locations are conducive to holding private conversations with parents.

According to documentation provided by the technology staff, most of the buildings are at capacity for the number of phone extensions possible. The division currently uses an option 11 PBX housed at the high school and access is provided by leased T-1 lines. Technology staff indicated that they are in the research phase of pricing options to use

voice-over IP (VOIP) throughout the division. Winchester City Public Schools may be of assistance due to their incorporation of an IP phone system.

It is a common practice, as indicated by other divisions, for teaching staff to have phone service in each class that can ring the front office when evacuation is not required, but other help is needed (for example, with a student or other situation). In addition, teachers need to have access to a phone to contact parents in order to eliminate the time used searching for a phone in a quiet area between classes.

RECOMMENDATION 9-9:

Continue to pursue voice-over IP service in order to have phones in every classroom throughout the division.

The technology staff should continue to explore the best price option for the division using VOIP technology. Once an amount is reached, the budget should be adjusted in order to implement the system by next school year.

By installing a phone in each classroom, the division will enable the teaching staff to work more efficiently and effectively when contacting parents or the front office.

FISCAL IMPACT

Since staff are already pursuing this recommendation, the additional amount of staff time should not exceed 40 hours. A true fiscal impact cannot be calculated on the purchase and implementation until the specifications are determined by the division.

10.0 NUTRITION SERVICES

10.0 NUTRITION SERVICES

This chapter presents the findings, commendations and recommendations of the nutrition services department of Charlottesville City Schools (CCS). The four major sections include:

- 10.1 Organization and Staffing
- 10.2 Policies, Procedures, and Compliance
- 10.3 Financial Performance
- 10.4 Student Meal Participation

CHAPTER SUMMARY

The CCS nutrition services department is undergoing adjustments to recent staffing changes in its management team. The departure of the coordinator and subsequent replacement with an interim coordinator have resulted in the necessary reassignment of work responsibilities to provide support for cafeterias for this school year.

The review team analyzed data, interviewed staff individually and in groups, and observed the preparation and delivery of breakfast and lunch.

As shown in **Exhibit 10-1**, nutrition services has operated at a deficit since 2001. With the beginning of this school year, the decision was made by the school board to offer full benefits to all food service employees, adding to the financial burden of the department.

**EXHIBIT 10-1
CHARLOTTESVILLE CITY SCHOOLS
NET LOSS TRENDS FOR THE NUTRITION SERVICES BUDGET
2001 THROUGH 2007 SCHOOL YEARS**

SCHOOL YEAR	AMOUNT OF LOSS
2007	(\$106,638)
2006	(\$73,293)
2005	(\$54,329)
2004	(\$118,286)
2003	(\$130,200)
2002	(\$124,072)
2001	(\$112,232)

Source: Charlottesville City Schools department of accounting and finance, 2008.

The department is in compliance with Virginia Department of Education (VDOE) policies and procedures for planning, preparing, and serving reimbursable meals to students within the guidelines set forth by USDA. The department provides exemplary nutrition education programs; however, the review team found some areas that could be improved. Making the recommended improvements outlined in this chapter will increase the operational efficiency, effectiveness, and revenue of the child nutrition services department.

The nutrition services department is recognized for its members' cooperation and teamwork.

The following are notable accomplishments reported in this chapter:

- The division is to be commended for applying for and implementing the USDA Fresh Fruit and Vegetable Program for 2008-09 at Greenbrier Elementary School (**Commendation 10-A**).
- The division's approach to proper nutrition in meal selection has resulted in nine schools receiving the Governor's Scorecard in 2007-08 (**Commendation 10-B**).
- Walker Upper Elementary has implemented the CHOICE Program, which serves as a model for educating students about making healthy food choices (**Commendation 10-C**).

The review team found that the division needs to improve in the areas of central office reorganization, job duties, customer satisfaction, increasing meal participation, reducing labor costs, and financial reporting.

Key recommendations include:

- Eliminate the two part-time positions currently vacant and increase hours of full-time positions to reduce labor costs to best practice levels (**Recommendation 10-1**).
- Formalize an annual plan to gather and analyze peer school division meal prices and bring CCS prices into alignment with the peer average (**Recommendation 10-3**).
- Design a customer satisfaction survey to obtain feedback in order to determine program needs to build meal participation (**Recommendation 10-5**).

MGT administered online surveys to central office administrators, school-based administrators and teachers to determine their perception of the quality, efficiency, and effectiveness of the nutrition services department. The responses are presented in **Exhibit 10-2**. As shown in this exhibit, 47 percent of central office administrators *Agree* or *Strongly Agree* that food service provides nutritious and appealing meals and snacks, compared with 35 percent of principals and only 23 percent of teachers. The other responses to the survey were as follows:

- The statement, "The food services department encourages student participation through customer satisfaction surveys." received the lowest percentage of *Agree* or *Strongly Agree*, with only 11 percent from central office administrators, 12 percent of principals, and four percent of teachers.
- "Parents/guardians are informed about the menus" and "Cafeteria facilities are clean and neat" received the highest percentage of *Agree* or *Strongly Agree* responses.

**EXHIBIT 10-2
CHARLOTTESVILLE CITY SCHOOLS
NUTRITION SERVICE SURVEY RESULTS**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
The food services department provides nutritious and appealing meals and snacks.	47/8	35/24	23/39
The food services department encourages student participation through customer satisfaction surveys.	11/22	12/53	4/23
Cafeteria staff is helpful and friendly.	68/4	58/18	65/8
Cafeteria facilities are clean and neat.	86/0	77/0	80/2
Parents/guardians are informed about the menus.	68/0	77/12	56/4

Source: MGT of America, Inc. survey, 2008.

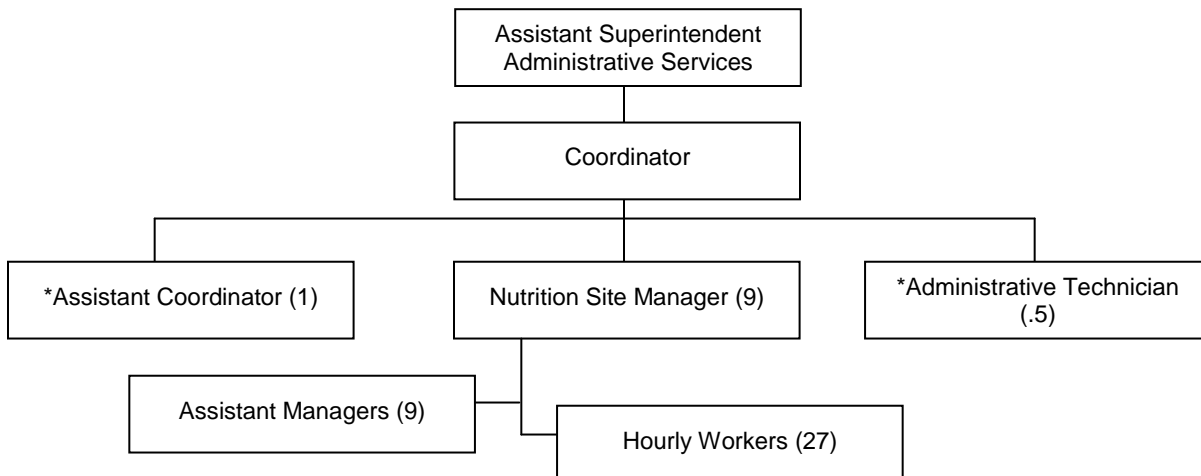
¹Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

10.1 Organization and Staffing

The CCS nutrition services department oversees the operations of eight cooking kitchens and one satellite feeding campus. Currently, the department serves daily meals to over 4,000 students and staff.

The nutrition services coordinator is responsible for the activities of the department and oversees the daily operation of nine feeding sites and employees as shown in **Exhibit 10-3**. The department has an administrative assistant who shares a full-time equivalent (FTE) position with housekeeping, and an hourly consultant to assist in overseeing the daily operations.

**EXHIBIT 10-3
CHARLOTTESVILLE CITY SCHOOLS
NUTRITION SERVICES ORGANIZATIONAL STRUCTURE**



Source: Charlottesville City Schools, department of nutrition services, 2008.

* Indicates 12-month contract.

CCS nutrition services processes and administers the free and reduced meal application program. Accounting, payroll, equipment, purchasing, inventory control, and all daily operations are handled by nutrition services. Food service managers have an assistant manager who is trained to perform duties in the absence of the manger.

Nutrition services is performing administrative functions with a full-time coordinator, a part-time administrative assistant who also works part-time for housekeeping, and a consulting dietitian, with minimal assistance from the administrative offices.

Due to the recent resignation of the coordinator, the assistant coordinator is the interim coordinator. The interim coordinator shares responsibilities with the consulting dietitian in overseeing daily operations at nine kitchens, nine feeding sites and 27 full and part-time cafeteria positions.

The registered dietitian works in a consulting capacity for the division and receives hourly pay with no benefits. The administrative assistant is a 37.5-hour salaried position who shares a full-time equivalent (FTE) with the housekeeping department. The administrative assistant works an average of 10 hours weekly for housekeeping.

FINDING

Nutrition services labor costs are higher than the best practice level of 40 percent of revenue.

The School Nutrition Association indicates that best practice levels are that 40 percent of expenses go toward labor (including salary, overtime wages, health insurance, workers' compensation, and other benefits) and should not exceed 40 percent of revenue. As

shown in **Exhibit 10-4**, the percentage of labor to total revenue in CCS is higher than best practice levels.

The exhibit details the labor costs for nutrition services during the 2004-05 and 2006-07 school years. As can be seen, CCS labor costs are approximately 22 percent over industry standards and have grown six percent since 2004-05.

**EXHIBIT 10-4
CHARLOTTESVILLE CITY SCHOOLS
NUTRITION SERVICES LABOR COSTS
2004-05 THROUGH 2006-07 SCHOOL YEARS**

SCHOOL YEAR	LABOR COSTS	TOTAL REVENUE	LABOR COSTS PERCENTAGE OF TOTAL REVENUE
2004-05	\$862,086	\$1,532,515	56%
2005-06	\$929,331	\$1,538,694	58%
2006-07	\$990,633	\$1,586,160	62%
Difference Between 2004-05 and 2006-07 School Years	\$128,547	\$53,645	6.0%

Source: Charlottesville City Schools, department of accounting and finance, 2008.

CCS must begin to eliminate or reduce benefits for part-time positions. Currently the division pays \$5,556 annually in benefits for a part-time school nutrition staff.

Exhibit 10-5 shows the number of breakfast and lunch meal equivalents according to USDA guidelines, actual staffing hours, and calculated Meals Per Labor Hour (MPLH).

Due to the high MPLH which meet or exceed guidelines, consideration must be given to reducing the number of part-time positions with benefits to help decrease the expense of labor costs.

**EXHIBIT 10-5
CHARLOTTESVILLE CITY SCHOOLS
MEALS PER LABOR HOUR
2007-08 SCHOOL YEAR**

SCHOOL	YTD MPLH
Buford Middle	17.11
Burnley Moran	22.51
Charlottesville High	19.52
Clark	24.34
Greenbrier	21.44
Jackson-Via	20.34
Johnson	21.59
Venable	20.74
Walker Upper	15.56
Recommended Range	18-20

Source: Virginia Department of Education, School Nutrition Programs, 2008, and Charlottesville City Schools nutrition services department, 2008.

Continuing the practice of offering benefits to all part-time employees and staffing kitchens based on MPLH will continue to result in larger deficits.

RECOMMENDATION 10-1:

Eliminate the two part-time positions currently vacant and increase hours of full-time positions to reduce labor costs to best practice levels.

School nutrition programs are expected to be financially self-sufficient, relying on revenue from paid school meals and federal reimbursements from National School Lunch Program (NSLP) meals served, instead of the general school division budget. The rising costs of employee health benefits make it particularly difficult for any public school system on the National School Breakfast Program (NSBP) and NSLP to show a profit or break even.

The practice of adding positions when MPLH are within the recommended range escalates the expense of benefits to the department. Adding additional hours to positions that are less than seven hours a day will increase the man-hours and prevent the added expense of benefits to a new position. Analysis of each cafeteria operation will determine if the site can operate with additional time versus added positions, thereby reducing overhead.

Adding labor hours to existing positions has proven to increase job satisfaction and reduce the employee turnover rate.

FISCAL IMPACT

Eliminating two part-time positions that are currently vacant will reduce expenditures by \$27,768.

The savings is offset by the addition of hours to existing staff. Two to four hours may be added to each kitchen site to accommodate elimination of positions. The cost will be approximately \$16,656, which results in a savings of \$11,112. This figure does not include annual escalation of benefits.

Each new employee is compensated at the rate of \$11.44 (substitutes) per hour for a minimum of four hours, and \$463.00 per month in benefits, totaling \$13,884 annually for a four-hour employee. This recommendation will result in labor savings of approximately \$27,768 annually (\$13,884 x 2 = \$27,768). The estimated five-year cost savings would thus be \$138,840; however, the addition of hours as indicated above would be \$16,656, resulting in a net savings of \$11,112 annually or \$55,560 over a five-year period.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Two Part-time Positions and Increase Hours of Current Staff	\$11,112	\$11,112	\$11,112	\$11,112	\$11,112

10.2 Policies, Procedures, and Compliance

Policies and procedures provide the basis for staff to understand the necessity of compliance with federal, state, and local regulations and are essential to efficient food service operations. As a participant in the NSBP and NSLP, CCS is required to meet nutrient requirements in the menu planning process. These federal requirements along with state and local guidelines require that nutrition services provide nutrient analysis of menus and nutrition education to the students.

Nutrition services performs nutrient analysis on menus, snack items for sale, and provides nutrition education at several school sites.

FINDING

Nutrition services provides an exemplary nutrition educational program to the students at Greenbrier Elementary School.

CCS has taken advantage of a grant opportunity for the 2008-09 school year which provides fresh fruits and vegetables on a daily basis to students. Money provided by the USDA through the Fresh Fruits and Vegetables Programs (FFVP) is designed to help increase the knowledge and consumption of fresh fruits and vegetables by elementary school students.

Under the FFVP, selected schools receive reimbursement of the cost to provide free fresh fruits and vegetables for students throughout the school day. These fresh fruits and vegetables must be provided separately from the lunch or breakfast meal in one or more areas of the school during the official school day.

To be selected for the FFVP, a school must:

- Be an elementary school.
- Operate the NSLP.
- Submit an application for participation.
- Have 50 percent or more of its students eligible for free/reduced price meals.
- Be chosen based on the percentage of free/reduced price students.

The grant money is provided at \$75 per student or a total value of \$23,228 to CCS for the 2008-09 school year.

COMMENDATION 10-A:

The division is to be commended for applying for and implementing the USDA Fresh Fruit and Vegetable Program for 2008-09 at Greenbrier Elementary School.

FINDING

Nutrition services implements high standards for nutritional requirements of snack foods and quality meal preparation.

There are no deep fryers in any of the division kitchens and the food specifications include the requirement of no more than ten percent saturated fat. The specifications also require fruit in canned fruit juice only. The division follows the Virginia guidelines for all snack items having 30 percent of calories from fat and 10 percent from saturated fat. CCS uses a spreadsheet to enter the product information to check the nutrient content before it is offered to students. USDA uses the guideline of 35 percent of calories coming from fat.

Guidelines followed are those established by the Governor's Scorecard and reinforce the division's wellness policy. The Scorecard recognizes and rewards schools for implementing best practices that support proper nutrition and promote student health and improved all around performance. The full scorecard can be viewed at: http://www.doe.virginia.gov/healthyva_scorecard.pdf

The CCS Wellness Policy recognizes the link between student health and learning. The division is committed to providing a comprehensive curriculum and educational environment that promotes physical activity and healthy eating among its students. The criteria for the Governor's Scorecard support the goals of the division wellness policy.

CCS developed the division wellness policy following best practices outlined in the Dietary Guidelines for Americans, 2005, which may be viewed at: <http://www.health.gov/dietaryguidelines/dga2005/document/html/executivesummary.htm>.

COMMENDATION 10-B:

The division's approach to proper nutrition in meal selection has resulted in nine schools receiving the Governor's Scorecard in 2007-08.

FINDING

Creating Healthy Opportunities and Initiatives in the Cafeteria for Everyone (CHOICE) is a point-of-purchase information program that uses traffic light symbols to convey basic nutritional information to students. Red, yellow, and green symbols are placed next to each food item, indicating its healthfulness based on fat content. The goal of this program is to teach students how to make healthy food choices in the cafeteria and outside of school.

The CHOICE program was developed by the CCS registered dietitian and an intern from the University of Virginia studying nutrition.

Students were taught how to create a healthy lunch in the cafeteria by selecting up to five meal components daily. Students learned that most items on their trays should be from the “green” category, but that it is okay to have one “yellow” or “red” item from time to time. This method ultimately teaches students how to select balanced meals and eat in moderation.

Current studies are being conducted to determine the effectiveness of this program. Once these studies are completed, the division will determine implementation in the division. The pilot program was implemented in September 2007.

COMMENDATION 10-C:

Walker Upper Elementary has implemented the CHOICE Program, which serves as a model for educating students about making healthy food choices.

FINDING

CCS nutrition offers a universal breakfast program at Clark Elementary School that provides free breakfast in the classroom to all students. The division receives federal reimbursement based on the current meal status of each child and the division pays the cost for reduced and full paying students. Full pay or reduced price meal students are not charged for the meal.

Offering one hundred percent free breakfast to a student population that is 80 percent free eligibility and considered ‘at risk’ has increased breakfast participation and eliminates the stigma of a “free” meal status. Clark Elementary School served 80 percent of its 288 student membership on a daily basis during the 2007-08 school year and the program is greatly supported by staff at this school.

While the universal breakfast is an expense to the division as shown in **Exhibit 10-6**, it greatly benefits the at-risk student population. Universal breakfast is a benefit to the community by encouraging students to have breakfast before beginning their learning day.

Exhibit 10-11, (on page 10-16) shows the breakfast participation rate at Clark Elementary is 76.25 percent. This percentage is high when compared with other CCS schools. The universal breakfast program is greatly supported by staff at the school.

**EXHIBIT 10-6
CHARLOTTESVILLE CITY SCHOOLS
UNIVERSAL BREAKFAST EXPENSES PER STUDENT
SCHOOL YEAR 2007-08**

MEAL ELIGIBILITY	PARTICIPATION	MEAL COST	DAILY COST TO DISTRICT	ANNUAL COST TO DISTRICT
FREE	154	\$0.00	\$0.00	
REDUCED	14	\$0.30	\$4.20	\$756*
PAID	23	\$1.00	\$23.00	\$4,140*
Total Cost 2007-08	37	\$1.30	\$27.20	\$4,896

Source: Charlottesville City Schools, department of nutrition services, 2008 meal prices.

*An average of 180 school days is used to determine cost.

The expense of the universal breakfast program is prohibitive of offering this program at other schools with a lower percentage of free and reduced price meal population.

COMMENDATION 10-D:

CCS is to be commended for implementing the universal breakfast program at Clark Elementary school.

FINDING

The current point-of-sale (POS) system used by all cafeterias in CCS is not employing the available security system of photo identification in conjunction with the student personal identification number.

CCS nutrition services currently uses a computerized POS in each cafeteria that offers the security feature of student photos in conjunction with the anonymous account personal identification number. The system uses a double-check method of verifying an account by visual observation of the student. Photo identification helps to prevent unauthorized access to a student account. This double-check identifier also helps to reinforce state and federal regulations of over claiming of student meals when account access is misused.

CCS is not using the photo capability at all of the school sites. This feature is easily downloaded from a disc provided to each cafeteria manager. The coordinator of management information systems or the POS vendor can also assist in keeping this feature current each school year.

Some school divisions in Virginia that are currently using the same POS product with the photograph identifier are Albemarle County Schools, Appomattox County Schools, Nelson County Public Schools, and Loudoun County Public Schools.

RECOMMENDATION 10-2:

Implement the use of student photos on current point-of-sale systems at each cafeteria serving line.

Using the photos in conjunction with the personal identification numbers insures the security of each student account by adding another layer of identification for access. Staff should implement this recommendation during the time that school photos are electronically sent to the division for input into the student information system.

FISCAL IMPACT

This recommendation can be implemented using existing resources within the division. The coordinator of management information systems will need approximately four hours to create a disc for each cafeteria manager when receiving the electronic photos from the division photographer on an annual basis. Cafeteria managers will need up to four hours per year to upload the photographs into the POS system.

10.3 Financial Performance

Financial performance is important to any school business operation. School divisions must adhere to proper financial practices related to food service operations since there are implications from a local, state, and federal perspective due to funding sources associated with food services.

School divisions should strive to have the equivalent of three months' worth of expenditures in their fund balances for food service operations. This amount allows for capital and other equipment replacement without having to use general funds.

FINDING

MGT consultants reviewed the meal prices in peer divisions as shown in **Exhibits 10-7** and **10-8** and found CCS was below the peer division average for breakfast and lunch prices during the 2006-07 school year.

**EXHIBIT 10-7
BREAKFAST PRICES AMONG PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST
Charlottesville	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
Winchester	\$.095	*	\$1.00	\$0.30	*	\$0.30
Williamsburg	\$1.05	\$1.15	\$1.25	\$0.30	\$0.30	\$0.30
Fredericksburg	\$1.25	*	\$1.30	\$0.00	*	\$0.30
PEER DIVISION AVERAGE	\$1.06	\$1.08	\$1.14	\$0.30	\$0.30	\$0.30

Source: Virginia Department of Education Web site, 2008.

* Indicates combined schools or no program participation.

**EXHIBIT 10-8
LUNCH PRICES AMONG PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT LUNCH	MIDDLE STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY REDUCED LUNCH	MIDDLE REDUCED LUNCH	HIGH SCHOOL REDUCED LUNCH
Charlottesville	\$1.75	\$2.00	\$2.00	\$0.40	\$0.40	\$0.40
Winchester	\$1.70	*	\$1.95	\$0.40	*	\$0.40
Williamsburg	\$1.90	\$2.00	\$2.15	\$0.40	\$0.40	\$0.40
Fredericksburg	\$2.00	*	\$2.10	\$0.40	*	\$0.40
PEER DIVISION AVERAGE	\$1.84	\$2.00	\$2.05	\$.040	\$.040	\$0.40

Source: Virginia Department of Education Web site, 2008.

* Indicates combined schools or no program participation.

As shown:

- The division is \$0.09 lower than the peer average for full-price lunches at elementary schools.
- The division is \$0.05 lower than the peer average for full-price lunches at high schools.
- The division is \$0.14 lower than the peer average for full-price breakfast at high schools.

Staff indicated that meal prices were analyzed each year, yet they could not provide the review team with documentation. Without formal documentation being included in the budget process and school board review, there is little the division can determine to warrant any change.

CCS is just below the average and must maintain necessary revenue from meal prices to stop and reverse the current deficit situation. An annual review of meal prices in comparison to surrounding divisions must be conducted.

RECOMMENDATION 10-3:

Formalize an annual plan to gather and analyze peer school division meal prices and bring CCS prices into alignment with the peer average.

The practice of reviewing meal prices regularly during budget preparation will insure that the division maintains the average or above average meal pricing necessary to cover food and operational costs.

School divisions should have the equivalent of three months' worth of expenditures in their fund balances for food service operations. This fund balance allows for capital and other equipment replacement without having to use general funds.

CCS should implement this recommendation in order to document the reasons for maintaining or raising student meal prices. An annual analysis will provide the superintendent with documentation should questions arise during board meetings.

The breakdown of the fiscal impact is shown in **Exhibit 10-9**.

**EXHIBIT 10-9
ANNUAL MEAL PLAN FORMULATION
FISCAL IMPACT**

SCHOOL	AVERAGE NUMBER OF FULL-PAY BREAKFASTS SERVED PER YEAR	ADDITIONAL REVENUE - BREAKFAST PER MEAL	AVERAGE NUMBER OF FULL-PAY LUNCHESES SERVED PER YEAR	ADDITIONAL REVENUE - LUNCH PER MEAL
Elementary		\$0.05		\$0.09
Johnson	1,386	\$69.30	3,959	\$356.31
Venable	1,546	77.30	14,523	1,307.07
Clark*	4,691	*N/A	3,299	296.91
Burnley-Moran	2,173	108.65	11,464	1,031.76
Greenbrier	2,254	112.70	11,316	1,018.44
Walker Upper	2,794	139.70	21,150	1,903.50
Jackson-Via	1,526	76.30	9,010	810.90
Total Meals and Additional Revenue:	16,370	\$583.95	74,721	\$6,724.89
Middle		\$0.08		\$0.00
Buford	978	\$78.24	17,627	\$0
Total Meals and Additional Revenue:	978	\$78.24	17,627	\$0
High		\$0.15		\$0.05
Charlottesville	3,069	\$460.35	10,723	\$536.15
Total Meals and Additional Revenue:	3,069	\$460.35	10,723	\$536.15
Total Revenue:	20,417	\$1,122.54	10,723	\$7,261.04

Source: MGT of America, Inc., 2008.

*Clark Elementary is on universal breakfast – all students eat free.

FISCAL IMPACT

The implementation of this recommendation should yield an annual increase in revenue of \$7,261 based on 2007-08 meal prices and the annualized number of meals served during the current year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Increase Meal Price	\$7,261	\$7,261	\$7,261	\$7,261	\$7,261

FINDING

Profit and Loss (P&L) cash accounting balances and accrual balances of monthly statements are not reconciled for accuracy by accounting staff.

Best practices for reconciling nutrition services and division ending profit and loss are Alexandria City Schools and Loudoun County Public Schools. Nutrition services enters all data from the operations of nine feeding sites into the AS400 mainframe. These data are entered by the nutrition services central office staff. After all data is entered, they are retrieved by finance and placed into a spreadsheet. Nutrition services retrieves the data to build the profit and loss statement that is used by the cafeteria managers and for reporting to the VDOE.

The final nutrition services profit and loss statement is verified for accuracy before being used for reporting outside nutrition services.

Comparison of the nutrition services report and central office report show discrepancies, presented in **Exhibit 10-10**.

**EXHIBIT 10-10
CHARLOTTESVILLE CITY SCHOOLS
NUTRITION SERVICES PROFIT AND LOSS DATA**

SCHOOL YEAR	NUTRITION SERVICES PROFIT/LOSS	CENTRAL OFFICE PROFIT/LOSS
2008	(\$55,300)	Not available
2007	(\$78,238)	(\$106,638)
2006	(\$119,584)	(\$73,293)
2005	Not available	(\$54,329)

Source: Charlottesville City Schools department of finance and accounting and department of nutrition services, 2008.

The CCS audit findings are not reconciled with the nutrition services profit and loss statements. The financial reporting to VDOE is used as a formal record of operations. It documents if and how state and federal funding are being used correctly by the division. If the nutrition services department reports are not reconciled with the formal audit findings, the division will be at risk for false claims and may be subject to closer review to support the discrepancy in reporting.

Inaccurate data reporting to the VDOE may result in a reclaim of benefits. The profit and loss statement developed by nutrition services shows discrepancies from the formal audit findings in the division. Inaccurate data reporting to the VDOE may result in a decreased or repayment of reimbursement monies to the division.

RECOMMENDATION 10-4:

Ensure accounting and finance staff review and approve all profit and loss statements prior to dissemination to cafeteria managers and submission to the Virginia Department of Education.

As a participant in the NSBP and the NSLP, CCS receives federal and state reimbursement income for free, reduced, and paid breakfast and lunch meals served. In addition to federal meal reimbursements, the division receives USDA food commodities. The district has a fiduciary responsibility to accurately record and track all revenues and expenditures within the nutrition services department.

Having accounting and finance verify revenue and expenditures as well as an expanded breakdown for each school will provide accurate financial records and enhance the cafeteria managers' ability to identify potential areas in which to increase revenue and decrease expenses. Data from nutrition services is currently used for reporting to VDOE and reviewed for compliance. Inaccurate data will jeopardize federal funding and place the division under state and federal scrutiny.

FISCAL IMPACT

This recommendation can be implemented using existing CCS administrative staff in accounting and finance and should produce an accurate profit and loss statement. Initial staff time spent developing the method of reconciliation is the only cost and will require several hours every month with accounting and finance to establish procedures for internal checks and balances

10.4 Student Meal Participation

Maximizing student meal participation has two important benefits to school divisions:

- Students who eat nutritious meals each day learn more effectively. According to Action for Healthy Kids in a USDA report to Congress, students who eat school lunches consume more vegetables, drink more milk and fewer sweetened beverages, consume more grain mixtures, and eat fewer cookies, cakes, and salty snacks than students who make other lunchtime choices.
- Cash sales of food and federal reimbursement for meals served are two significant sources of revenue for school divisions.

FINDING

CCS meal participation rates are lower than needed to support the financial integrity of the nutrition services meal program.

As recommended by the School Nutrition Association, maintaining a high percentage of meal participation is critical to the financial integrity of the school lunch program. **Exhibit 10-11** shows the breakfast and lunch participation at each school for the 2007-08 school year. Serving just over half of the student population does not meet nutritional

requirements of the division student population. Low participation does not provide the necessary financial resources to sustain the school breakfast and lunch program.

Meal participation rates for Winchester and Fredericksburg City Schools are listed for comparison in **Exhibit 10-12**.

**EXHIBIT 10-11
CHARLOTTESVILLE CITY SCHOOLS
AVERAGE DAILY MEAL PARTICIPATION
2007-08 SCHOOL YEAR**

SCHOOL	AVERAGE DAILY PARTICIPATION BREAKFAST	AVERAGE DAILY PARTICIPATION LUNCH
Johnson	50.40%	73.02%
Venable	17.57%	44.09%
Clark	76.25%	69.17%
Burnley-Moran	22.00%	53.67%
Greenbrier	25.75%	53.36%
Buford Middle	11.93%	41.48%
Walker Upper	21.07%	51.39%
Jackson-Via	26.37%	70.41%
Charlottesville HS	8.33%	60.00%
District Average 2007-08	21.83%	57.39%

Source: Virginia Department of Education, 2008.

**EXHIBIT 10-12
PEER DIVISIONS
AVERAGE DAILY MEAL PARTICIPATION
2007-08 SCHOOL YEAR**

SCHOOL DIVISION	BREAKFAST PARTICIPATION	LUNCH PARTICIPATION
Fredericksburg	22.27%	61.63%
Winchester	20.53%	64.15%

Source: Virginia Department of Education, 2008.

Another similar sized school division, Appomattox, has a 19.85 percent breakfast participation rate and a 71.58 percent lunch participation rate.

RECOMMENDATION 10-5:

Design a customer satisfaction survey to obtain feedback in order to determine program needs to build meal participation.

Best practices in food services place critical importance on continual customer feedback to ensure nutrition services is providing the products and services necessary to sustain customer participation. To understand what the customer wants, a well planned survey can be used to solicit information on product, quality, customer service, atmosphere, and other variables that affect the dining experience. A well-designed customer satisfaction survey as shown in **Exhibit 10-13** provides essential information to school division decisions focused on the environment as well as excellent service that will bring in

paying customers. School food service programs serve many customers, including students, teachers, administrators, parents, and school staff. Conducting a survey in itself sends the message that the division is interested in making customers happy and want their business.

A clear understanding of student and staff preferences for meal service will give nutrition services the needed information to make program changes that will help to increase meal participation and revenue. A ten percent increase in participation will provide the program with needed revenue and the USDA required three months operating expense.

**EXHIBIT 10-13
NATIONAL FOOD SERVICE MANAGEMENT INSTITUTE
HIGH SCHOOL FOOD SERVICE SURVEY**

Food Quality

The flavor of the food is?
The quality of the brands offered is?
The quality of the food choices is?
The quality of the ingredients used is?
The variety of food offered is?
Foods on the serving line are attractively presented?

Staff

Foodservice staff are courteous.
Foodservice staff treat me with respect.
Foodservice staff are friendly.
Foodservice staff smile and greet me when I am served.
Foodservice staff listen to the students.
Foodservice staff answer my questions.
The appearance of the foodservice staff is?

Nutrition

Information on calories contained in food is available.
Information on fat contained in food is available.
Nutrition information on food products is posted.

Diversity

The choices of food available allow me to meet religious needs.
The choices of food allow me to meet my ethnic and cultural preferences.

Time/Cost

The time available to eat once seated is?
Overall, time given for meals is adequate.
The number of serving lines is adequate.
The school foodservice prices are reasonable for what I get.

Dining Ambiance

The noise level in the dining area is OK.
The dining area temperature is comfortable.
Special events/promotions are offered.
Theme days/special events are offered.
Tables in the dining area are clean.

Source: National Food Service Management Institute Web site, 2006.

A customer satisfaction survey data should be used to:

- Develop targeted marketing plans to increase student participation in school breakfast and lunch programs.
- Identify enhancements to goods and services.
- Establish quality and process standards.
- Plan for new initiatives, services, or events.
- Justify needed changes, such as the purchase of new equipment or the renovation of facilities.

Mississippi NFSMI protocol offers an excellent example of how to effectively implement food service surveys. In particular, NFSMI suggests that, in order to effectively conduct a comprehensive survey, a school system should:

- Determine the intended objectives.
- Gain approval from the school community, including administrators, teachers, and parents.
- Determine when the survey should be conducted to gain the most participation and responses based on experience.
- Determine how many surveys to distribute based on population size to ensure statistical validity.
- Determine how the analysis will be conducted.
- Determine how the survey will be conducted.
- Prepare customers for the survey by making them aware of timelines and expectations.

Exhibit 10-14 provides survey responses with CCS nutrition services program and central office administration, principals, and teachers. The responses show that more principals, assistant principals, and teachers feel some or major improvement is needed for the program.

**EXHIBIT 10-14
CHARLOTTESVILLE CITY SCHOOLS
COMPARISON OF RESPONSES WITHIN THE DIVISION
SCHOOL DIVISION FOOD SERVICES OPERATIONS**

STATEMENT	% (NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) / % (ADEQUATE + OUTSTANDING) ¹		
	CENTRAL OFFICE ADMINISTRATORS	PRINCIPALS/ ASSISTANT PRINCIPALS	TEACHERS
Food Services	18/68	53/47	42/41

Source: MGT of America, Inc., survey 2008.

¹Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

Once results of a CCS nutrition services survey have been tabulated, decisions can be made to make program changes that will impact customer satisfaction, meal participation, and revenue. Some changes may be made without any expense and others may involve a broader decision-making process in the department and need to be included in future goals and objectives.

**EXHIBIT 10-15
CHARLOTTESVILLE CITY SCHOOLS
POTENTIAL ADDITIONAL REVENUE EARNED
TEN PERCENT INCREASE IN
MEAL PARTICIPATION RATES FOR 2008-09 SCHOOL YEAR**

SOURCE OF REVENUE	MEALS SERVED IN 2007-08	10% INCREASE IN PARTICIPATION	MEAL PRICE AND REIMBURSEMENT	TOTAL INCREASE IN REVENUE FOR 2008-09
Federal/Section 11				
Number of Reduced Lunches	43,676	4,368	\$2.17	\$9,477
Number of Free Lunches	251,294	25,129	2.57	64,582
Number of Paid Breakfast	20,417	0.25	.25	510
Number of Reduced Breakfast	17,489	1,749	1.10	1,923
Number of Free Breakfast	151,662	15,166	1.40	21,232
Number of Paid Lunches (Elementary)	74,721	7,272	2.01	15,018
Number of Paid Lunches (Secondary)	28,350	2,835	2.26	6,407
Total				\$119,153
State				
Lunch	479,466	47,947	0.05	2,287
Breakfast		N/A		
Total				\$2,287
Total All Categories	1,067,075	106,708	N/A	\$121,440

Source: Charlottesville City Schools, nutrition services department, 2008 Profit & Loss statement, and MGT of America, Inc, 2008.

FISCAL IMPACT

Increased meal participation and revenue are a direct result of this recommendation. Using computer technology, these surveys can be implemented within the classrooms and schools, division facilities, and public meetings such as parent-teacher gatherings, without incurring printing costs. Ongoing data analysis can be easily completed using existing resources that include the division testing and evaluation contact.

As shown in **Exhibit 10-15**, a ten percent increase in meal participation will result in a potential annual revenue increase of \$121,440, or \$607,200 over five years.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Increase Meal Participation by Ten Percent	\$121,440	\$121,440	\$121,440	\$121,440	\$121,440

FINDING

Walker Upper Elementary School holds after school Creative Cooking. This program is an enrichment class that is financially supported by the school. The nutrition services department received a \$1,000 grant from a local obesity task force to provide support for the cost of the food and some equipment needs for the class. This class has provided cooking and nutrition education to the Walker students since 2004 and always has a waiting list to participate.

COMMENDATION 10-E:

CCS nutrition services is commended for providing Creative Cooking classes at Walker Upper Elementary School.

**11.0 SUMMARY OF POTENTIAL
SAVINGS AND COSTS**

11.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews with CCS personnel, parents, and the community at large; CCS surveys; state and school division documents; and first-hand observations during the review, MGT developed 62 recommendations, of which 21 have fiscal implications.

As shown in **Exhibit 11-1**, full implementation of the recommendations in this report would generate gross savings of \$17,389,905 over a five-year period. Gross costs for the same period would equal \$358,250, with a total one-time cost of \$149,117 for a net savings of **\$16,882,538**. It is important to note that many of the recommendations MGT made without specifying a fiscal impact are expected to result in a net cost savings to CCS, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2008-09 dollars and do not reflect increases due to salary or inflation adjustments.

EXHIBIT 11-1 SUMMARY OF ANNUAL SAVINGS (COSTS)

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS
	2009-10	2010-11	2011-12	2012-13	2013-14	
TOTAL SAVINGS	\$3,462,141	\$3,481,941	\$3,481,941	\$3,481,941	\$3,481,941	\$17,389,905
TOTAL (COSTS)	(\$147,250)	(\$52,750)	(\$52,750)	(\$52,750)	(\$52,750)	(\$358,250)
TOTAL NET SAVINGS (COSTS)	\$3,314,891	\$3,429,191	\$3,429,191	\$3,429,191	\$3,429,191	\$17,031,655
ONE-TIME SAVINGS (COSTS)						(\$149,117)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$16,882,538

Exhibit 11-2 provides a chapter-by-chapter summary for all costs and savings. It is important to note that only the 21 recommendations with fiscal impacts are identified in this chapter. The remaining recommendations to improve the efficiency and effectiveness of CCS are included in **Chapters 1.0** through **10.0** of this report. A summary of key recommendations are listed in the **Executive Summary**.

MGT recommends that CCS gives each of the recommendations serious consideration and develops plans to proceed with their implementation and a system to monitor subsequent progress.

**EXHIBIT 11-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 1: DIVISION ADMINISTRATION								
1-1	Convert School Board Meeting Documentation to a Paperless System, page 1-5	(\$30,000)	(\$3,500)	(\$3,500)	(\$3,500)	(\$3,500)	(\$44,000)	\$0
1-6	Reduce the Number of Assistant Principals by Six FTEs, page 1-35	\$578,964	\$578,964	\$578,964	\$578,964	\$578,964	\$2,894,820	\$0
TOTAL SAVINGS/(COSTS)		\$548,964	\$575,464	\$575,464	\$575,464	\$575,464	\$2,850,820	\$0
CHAPTER 2: FINANCIAL MANAGEMENT								
2-2	Develop a Plan to Ensure Protection of CCS's Finance-related Documents, page 2-11	\$0	\$0	\$0	\$0	\$0	\$0	(\$600)
2-5	Obtain Bar Code Scanners and Implement Procedures that Require Annual Inventory Counts, page 2-18	\$0	\$0	\$0	\$0	\$0	\$0	(\$3,000)
TOTAL SAVINGS/(COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	(\$3,600)
CHAPTER 3: PURCHASING								
NONE		\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL SAVINGS/(COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	\$0

EXHIBIT 11-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 4: EDUCATIONAL SERVICE DELIVERY								
4-1	Eliminate the Professional Development Facilitator Position, page 4-5	\$86,500	\$86,500	\$86,500	\$86,500	\$86,500	\$432,500	\$0
4-2	Eliminate 62 Instructional Assistant Positions, page 4-8	\$1,319,360	\$1,319,360	\$1,319,360	\$1,319,360	\$1,319,360	\$6,596,800	\$0
4-3	Eliminate 12.9 Teacher Positions, page 4-10	\$686,280	\$686,280	\$686,280	\$686,280	\$686,280	\$3,431,400	\$0
TOTAL SAVINGS/(COSTS)		\$2,092,140	\$2,092,140	\$2,092,140	\$2,092,140	\$2,092,140	\$10,460,700	\$0
CHAPTER 5: SPECIAL EDUCATION								
NONE		\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL SAVINGS/(COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	\$0
CHAPTER 6: HUMAN RESOURCES								
NONE		\$0	\$0	\$0	\$0	\$0	\$0	\$0
TOTAL SAVINGS/(COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	\$0
CHAPTER 7: FACILITY USE AND MANAGEMENT								
7-1	Develop a Long- Range Facility Master Plan, page 7-5	\$0	\$0	\$0	\$0	\$0	\$0	(\$90,000)
7-3	Close One Elementary School, page 7-13	\$466,830	\$466,830	\$466,830	\$466,830	\$466,830	\$2,334,150	\$0
7-4	Increase the Scope of Any Future Cost/Benefit Analysis to Include the Conversion of an Elementary School, page 7-16	\$0	\$0	\$0	\$0	\$0	\$0	(\$50,000)
7-5	Install Additional Monitoring Equipment, page 7-21	\$0	\$10,000	\$10,000	\$10,000	\$10,000	\$40,000	(\$17,280)
7-6	Conduct Housekeeping Study, page 7-24	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,237)
7-8	Establish Cleaning Supply Allocations, page 7-29	\$9,000	\$9,000	\$9,000	\$9,000	\$9,000	\$45,000	\$0
7-9	Employ and Share a Resource Conservation Coordinator with the City, page 7-32	(\$33,250)	(\$33,250)	(\$33,250)	(\$33,250)	(\$33,250)	(\$166,250)	\$0
7-9	Generate Utility Savings, page 7-32	\$55,111	\$55,111	\$55,111	\$55,111	\$55,111	\$275,555	\$0
TOTAL SAVINGS/(COSTS)		\$497,691	\$507,691	\$507,691	\$507,691	\$507,691	\$2,528,455	(\$159,517)

**EXHIBIT 11-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 8: TRANSPORTATION								
8-7	Sell Seven Excess Buses, page 8-21	\$0	\$0	\$0	\$0	\$0	\$0	\$14,000
8-7	Reduced Annual Maintenance Costs, page 8-21	\$0	\$9,800	\$9,800	\$9,800	\$9,800	\$39,200	\$0
8-9	Create New Bus Routes, page 8-24	\$120,283	\$120,283	\$120,283	\$120,283	\$120,283	\$601,415	\$0
TOTAL SAVINGS/(COSTS)		\$120,283	\$130,083	\$130,083	\$130,083	\$130,083	\$640,615	\$0
CHAPTER 9: TECHNOLOGY MANAGEMENT								
9-3	Implement a Disaster Recovery Plan, page 9-7	(\$70,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$78,000)	\$0
9-8	Provide Technology Training for ITRTs and Administrative Technology Staff, page 9-15	(\$14,000)	(\$14,000)	(\$14,000)	(\$14,000)	(\$14,000)	(\$70,000)	\$0
TOTAL SAVINGS/(COSTS)		(\$84,000)	(\$16,000)	(\$16,000)	(\$16,000)	(\$16,000)	(\$148,000)	\$0
CHAPTER 10: NUTRITION SERVICES								
10-1	Eliminate Two Part-time Positions and Increase Hours of Current Staff, page 10-6	\$11,112	\$11,112	\$11,112	\$11,112	\$11,112	\$55,560	\$0
10-3	Increase Meal Price, page 10-12	\$7,261	\$7,261	\$7,261	\$7,261	\$7,261	\$36,305	\$0
10-5	Increase Meal Participation by Ten Percent, page 10-16	\$121,440	\$121,440	\$121,440	\$121,440	\$121,440	\$607,200	\$0
TOTAL SAVINGS/(COSTS)		\$139,813	\$139,813	\$139,813	\$139,813	\$139,813	\$699,065	\$0
GROSS SAVINGS		\$3,462,141	\$3,481,941	\$3,481,941	\$3,481,941	\$3,481,941	\$17,389,905	\$14,000
GROSS (COSTS)		(\$147,250)	(\$52,750)	(\$52,750)	(\$52,750)	(\$52,750)	(\$358,250)	(\$163,117)
NET SAVINGS (COSTS)		\$3,314,891	\$3,429,191	\$3,429,191	\$3,429,191	\$3,429,191	\$17,031,655	(\$149,117)
TOTAL NET SAVINGS (COSTS) LESS ONE TIME SAVINGS (COSTS)							\$16,882,538	

APPENDICES

APPENDIX A: SURVEY RESULTS

**APPENDIX A
CHARLOTTESVILLE CITY SCHOOLS
SURVEY RESULTS**

**Total responses for Central Office Administrators = 28
Total responses for Principal/Assistant Principals = 17
Total responses for Teachers = 211**

MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of Charlottesville City Schools, the response rates for administrators and principals were slightly below this standard.

**EXHIBIT A-1
COMPARISON SURVEY RESPONSES
PART A: OVERALL QUALITY**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. How long have you worked in the division? Five years or less 6-10 years 11-20 years 21 years or more	32 18 14 36	65 12 12 12	42 17 20 21
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	61 18 11 11	82 6 12 0	51 19 17 13
3. Overall quality of public education in our school division is: Good or Excellent Fair or Poor	93 7	82 18	82 16
4. Overall quality of education in our school division is: Improving Staying the Same Getting Worse Don't Know	89 4 7 0	88 12 0 0	67 20 7 6
5. Grade given to our school division teachers: Above Average (A or B) Below Average (D or F)	75 0	77 6	86 0
6. Grade given to our school division school level administrators: Above Average (A or B) Below Average (D or F)	82 4	88 0	63 4
7. Grade given to our school division central office administrators: Above Average (A or B) Below Average (D or F)	89 4	77 0	41 18

EXHIBIT A-2
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART B: SCHOOL/DIVISION CLIMATE

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. I feel that I have the authority to adequately perform my job responsibilities.	82/11	88/12	81/10
2. I am actively looking for a job outside of this school division.	11/75	6/71	7/80
3. I am very satisfied with my job in this school division.	79/11	77/18	68/13
4. The work standards and expectations in this school division are equal to or above those of most other school divisions.	68/0	65/24	58/13
5. This school division's officials enforce high work standards.	75/7	77/6	71/12
6. Workload is evenly distributed.	32/46	35/42	34/50
7. I feel that my work is appreciated by my supervisor(s).	72/25	76/24	69/15
8. Teachers who do not meet expected work standards are disciplined.	21/29	47/18	17/40
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	32/18	65/24	13/33
10. I feel that I am an integral part of this school division team.	86/11	64/24	67/11

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

EXHIBIT A-3
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART C1: DIVISION ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers and administrators in our division have excellent working relationships.	61/8	77/0	37/25
2. Most administrative practices in our school division are highly effective and efficient.	64/18	53/18	31/33
3. Administrative decisions are made promptly and decisively.	72/21	59/18	42/25
4. Central Office Administrators are easily accessible and open to input.	82/11	47/18	33/35
5. Authority for administrative decisions is delegated to the lowest possible level.	25/28	12/53	9/21
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	64/18	71/24	51/26
7. The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions.	53/25	47/29	30/32
8. Our school division has too many committees.	25/33	30/18	46/16
9. Our school division has too many layers of administrators.	11/79	6/59	53/19
10. Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	79/11	65/24	36/28
11. Central office administrators are responsive to school needs.	85/8	59/12	39/27
12. School-based personnel play an important role in making decisions that affect schools in our school division.	72/8	47/12	44/22

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

EXHIBIT A-4
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART C2: DIVISION ORGANIZATION

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Board of Education members' knowledge of the educational needs of students in this school division.	46/46	41/53	30/44
2. Board of Education members' knowledge of operations in this school division.	50/47	47/41	27/44
3. Board of Education members' work at setting or revising policies for this school division.	71/25	53/41	30/40
4. The School Division Superintendent's work as the educational leader of this school division.	75/22	76/24	61/29
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	79/22	76/24	59/30
6. Principals' work as the instructional leaders of their schools.	75/22	100/0	72/25
7. Principals' work as the managers of the staff and teachers.	75/25	100/0	70/28

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

EXHIBIT A-5
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school division has increased in recent years.	89/4	88/0	65/10
2. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	82/11	94/6	71/19
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	86/7	94/0	68/17
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	89/0	82/6	67/20
5. Lessons are organized to meet students' needs.	53/7	88/0	78/8
6. The curriculum is broad and challenging for most students.	68/11	88/0	72/10
7. Teachers in our schools know the material they teach.	83/4	94/0	86/3
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	65/4	83/6	56/7
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	78/4	94/6	62/23
10. Our division provides curriculum guides for all grades and subject areas.	93/0	94/0	76/12
11. Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	89/4	82/0	88/3
12. Our division has effective educational programs for the following:			
a) Reading and Language Arts	79/7	70/12	69/11
b) Writing	79/4	59/18	60/17
c) Mathematics	82/4	77/18	72/5
d) Science	78/4	65/12	60/9
e) Social Studies (history or geography)	79/4	53/12	61/12
f) Foreign Language	54/7	41/6	41/7
g) Basic Computer Instruction	61/0	36/30	43/18
h) Advanced Computer Instruction	46/7	12/24	24/12
i) Music, Art, Drama, and other Fine Arts	82/8	94/0	84/2
j) Physical Education	68/4	77/6	66/6
k) Career and Technical (Vocational) Education	71/11	36/6	39/7
l) Business Education	54/7	18/12	23/7
13. The division has effective programs for the following:			
a) Special Education	71/18	70/6	68/11
b) Literacy Program	75/7	76/0	65/12
c) Advanced Placement Program	75/4	65/6	58/2
d) Drop-out Prevention Program	33/18	29/12	16/21
e) Summer School Programs	57/22	59/12	49/14
f) Honors and Gifted Education	78/7	64/0	62/9
g) Alternative Education Programs	36/40	24/24	22/28
h) Career Counseling Program	39/25	24/12	26/9
i) College Counseling Program	50/14	36/12	27/8
14. The students-to-teacher ratio is reasonable.	82/4	94/6	72/15
15. Our division provides a high quality education that meets or exceeds state and federal mandates.	79/7	88/12	75/11
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	68/11	76/6	56/12

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

EXHIBIT A-5 (Continued)
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
17. There is generally cooperation and collaboration regarding special education issues in our school division.	58/22	71/6	56/15
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	46/4	77/12	55/16
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	22/25	53/12	30/22
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	65/0	53/12	35/11
21. The school division adequately identifies students who are English language learners.	75/0	89/0	64/4
22. The school division provides appropriate and mandated assessments for English language learners.	75/0	71/0	37/9
23. The school division provides documents to parents in their native language.	25/25	18/24	18/23
24. The school division provides adequate translation services.	40/14	47/24	22/21

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

EXHIBIT A-6
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART D2: CURRICULUM AND INSTRUCTION

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers' work in meeting students' individual learning needs.	75/21	76/24	81/15
2. Teachers' work in communicating with parents/guardians.	65/21	77/24	79/18
3. How well students' test results are explained to parents/guardians.	40/25	53/42	50/32
4. The amount of time students spend on task learning in the classroom.	68/18	65/36	74/18

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

EXHIBIT A-7
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART E1: HUMAN RESOURCES

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school division are competitive.	85/11	59/29	47/37
2. Our division has an effective employee recognition program.	21/32	12/41	16/45
3. Our division has an effective process for staffing critical shortage areas of teachers.	40/25	29/12	16/27
4. My supervisor evaluates my job performance annually.	78/18	65/12	80/11
5. Our division offers incentives for professional advancement.	46/21	36/29	33/40
6. I know who to contact in the central office to assist me with professional development.	86/4	94/0	57/26
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	96/4	100/0	80/13
8. My salary level is adequate for my level of work and experience.	78/21	71/18	26/53
9. Our division has an effective teacher recruitment plan.	57/11	41/6	16/23
10. I have a professional growth plan that addresses areas identified for my professional growth.	54/25	53/24	57/22

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

**EXHIBIT A-8
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART E2: HUMAN RESOURCES**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Staff development opportunities provided by this school division for teachers.	75/18	71/24	46/51
2. Staff development opportunities provided by this school division for school administrators.	46/47	29/59	10/11
3. Staff development opportunities provided by this school division for support staff.	18/68	18/65	14/28

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

**EXHIBIT A-9
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school buildings provide a healthy environment in which to teach.	89/4	76/6	52/23
2. Our schools have sufficient space and facilities to support the instructional programs.	86/11	77/24	51/32
3. Our facilities are clean.	89/4	88/6	69/13
4. Our facilities are well maintained.	86/7	77/18	63/17
5. Our division plans facilities in advance to support growing enrollment.	14/14	30/18	15/26
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	25/11	12/18	22/22
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	75/0	59/0	56/18

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

EXHIBIT A-10
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Funds are managed wisely to support education in this school division.	75/4	71/0	28/31
2. The budgeting process effectively involves administrators and staff.	54/15	29/30	23/42
3. School administrators are adequately trained in fiscal management techniques.	40/29	29/35	11/11
4. My school allocates financial resources equitably and fairly.	36/15	77/12	32/24
5. The purchasing department provides me with what I need.	71/4	71/0	43/27
6. The purchasing process is easy.	57/18	30/30	30/40
7. Textbooks are distributed to students in a timely manner.	61/0	65/6	51/5
8. The books and resources in the school library adequately meet the needs of students.	61/0	71/18	66/12

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

EXHIBIT A-11
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART H: TRANSPORTATION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	11/28	36/53	32/48
2. The division has a simple method of requesting buses for special events and trips.	65/0	94/0	50/7
3. Bus drivers maintain adequate discipline on the buses.	25/0	24/30	15/14
4. Buses are clean.	25/0	77/6	34/2
5. Buses arrive early enough for students to eat breakfast at school.	43/11	71/30	45/25
6. Buses are safe.	47/0	41/18	31/9

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

**EXHIBIT A-12
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school division provides adequate technology-related staff development.	64/22	77/12	68/19
2. Our school division requests input on the long-range technology plan.	54/18	59/18	33/23
3. Our school division provides adequate technical support.	40/43	47/30	68/17
4. I have adequate equipment and computer support to conduct my work.	92/4	71/6	66/24
5. Administrative computer systems are easy to use.	82/0	53/30	46/9
6. Technology is effectively integrated into the curriculum in our division.	68/7	59/18	60/13

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

**EXHIBIT A-13
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The school division's job of providing adequate instructional technology.	72/22	77/18	71/26
2. The school division's use of technology for administrative purposes.	64/32	59/42	49/14

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

**EXHIBIT A-14
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The food services department provides nutritious and appealing meals and snacks.	47/8	35/24	23/39
2. The food services department encourages student participation through customer satisfaction surveys.	11/22	12/53	4/23
3. Cafeteria staff are helpful and friendly.	68/4	58/18	65/8
4. Cafeteria facilities are clean and neat.	86/0	77/0	80/2
5. Parents/guardians are informed about the menu.	68/0	77/12	56/4

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

**EXHIBIT A-15
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our schools are safe and secure from crime.	75/4	65/18	49/26
2. Our schools effectively handle misbehavior problems.	57/11	83/6	42/39
3. There is administrative support for managing student behavior in our schools.	68/8	94/0	58/24
4. If there were an emergency in my school/office, I would know how to respond appropriately.	82/0	100/0	85/2
5. Our division has a problem with gangs.	36/39	42/12	49/8
6. Our division has a problem with drugs, including alcohol.	25/43	42/6	45/9
7. Our division has a problem with vandalism.	18/50	24/24	46/10
8. Our school enforces a strict campus access policy.	32/18	36/41	34/28

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

**EXHIBIT A-16
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	29/18	47/24	25/47
2. Parents/guardians in this school division are satisfied with the education their children are receiving.	61/11	77/0	51/6
3. Most parents/guardians seem to know what goes on in our schools.	47/14	77/6	37/31
4. Parents/guardians play an active role in decision making in our schools.	47/18	65/6	29/29
5. This community really cares about its children's education.	86/11	88/12	71/8
6. Our division works with local businesses and groups in the community to help improve education.	68/8	71/12	54/9
7. Parents/guardians receive regular communications from the division.	75/8	83/0	75/4
8. Our school facilities are available for community use.	93/0	100/0	82/2

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

EXHIBIT A-17
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	36/46	59/41	38/61
2. Parent/Guardians/guardians' participation in school activities and organizations.	25/57	53/47	27/69
3. How well relations are maintained with various groups in the community.	57/33	41/47	34/45

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

EXHIBIT A-18
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART M: SCHOOL DIVISION OPERATIONS

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
a. Budgeting	25/57	35/59	48/30
b. Strategic planning	11/82	35/65	25/47
c. Curriculum planning	8/89	35/65	36/54
d. Financial management and accounting	18/71	29/65	29/33
e. Grants administration	39/50	36/29	17/34
f. Community relations	18/75	35/59	41/44
g. Program evaluation, research, and assessment	39/36	53/29	31/40
h. Instructional technology	15/78	42/53	26/63
i. Administrative technology	43/57	48/47	12/41
j. Internal Communication	39/60	70/30	47/44
k. Instructional support	22/68	30/71	41/51
l. Coordination of Federal Programs (e.g., Title I, Special Education)	18/65	35/53	25/48
m. Personnel recruitment	25/64	47/53	34/31
n. Personnel selection	21/71	24/77	35/41
o. Personnel evaluation	32/61	30/71	34/53
p. Staff development	39/61	36/65	55/38
q. Data processing	14/72	42/53	13/39
r. Purchasing	15/79	30/59	35/33
s. Safety and security	18/72	42/59	40/52
t. Plant maintenance	11/75	41/59	32/50
u. Facilities planning	11/46	47/41	25/35
v. Transportation	18/50	65/35	29/50
w. Food service	18/68	53/47	42/41
x. Custodial services	11/79	12/88	25/68
y. Risk management	11/54	35/47	20/37

¹Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-19
COMPARISON OF RESPONSES WITH OTHER DIVISIONS**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. How long have you worked in the division? Five years or less 6-10 years 11-20 years 21 years or more	32 18 14 36	N/A	65 12 12 12	N/A	42 17 20 21	N/A
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	61 18 11 11	N/A	82 6 12 0	N/A	51 19 17 13	N/A
3. Overall quality of public education in our school division is: Good or Excellent Fair or Poor	93 7	86 14	82 18	89 10	82 16	76 23
4. Overall quality of education in our school division is: Improving Staying the Same Getting Worse Don't Know	89 4 7 0	70 20 7 3	88 12 0 0	78 15 6 1	67 20 7 6	55 26 15 4
5. Grade given to our school division teachers: Above Average (A or B) Below Average (D or F)	75 0	79 1	77 6	85 1	86 0	84 1
6. Grade given to our school division school level administrators: Above Average (A or B) Below Average (D or F)	82 4	77 3	88 0	91 1	63 4	60 11
7. Grade given to our school division central office administrators: Above Average (A or B) Below Average (D or F)	89 4	77 5	77 0	72 8	41 18	40 21

*Percentages may add up to over 100 percent due to rounding.

EXHIBIT A-20
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART B: SCHOOL/DIVISION CLIMATE

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. I feel that I have the authority to adequately perform my job responsibilities.	82/11	78/15	88/12	81/12	81/10	81/11
2. I am actively looking for a job outside of this school division.	11/75	8/78	6/71	8/78	7/80	11/73
3. I am very satisfied with my job in this school division.	79/11	78/12	77/18	84/8	68/13	71/15
4. The work standards and expectations in this school division are equal to or above those of most other school divisions.	68/0	76/7	65/24	84/6	58/13	64/13
5. This school division's officials enforce high work standards.	75/7	74/12	77/6	81/9	71/12	66/13
6. Workload is evenly distributed.	32/46	32/46	35/42	46/34	34/50	36/42
7. I feel that my work is appreciated by my supervisor(s).	72/25	75/14	76/24	74/15	69/15	65/21
8. Teachers who do not meet expected work standards are disciplined.	21/29	26/32	47/18	49/30	17/40	25/37
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	32/18	38/33	65/24	55/24	13/33	23/34
10. I feel that I am an integral part of this school division team.	86/11	75/11	64/24	74/12	67/11	61/20

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

EXHIBIT A-21
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART C1: DIVISION ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Teachers and administrators in our division have excellent working relationships.	61/8	55/13	77/0	76/7	37/25	47/26
2. Most administrative practices in our school division are highly effective and efficient.	64/18	55/23	53/18	69/17	31/33	36/35
3. Administrative decisions are made promptly and decisively.	72/21	44/32	59/18	63/20	42/25	37/35
4. Central Office Administrators are easily accessible and open to input.	82/11	65/18	47/18	72/14	33/35	42/33
5. Authority for administrative decisions is delegated to the lowest possible level.	25/28	28/44	12/53	36/37	9/21	16/28
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	64/18	53/18	71/24	78/11	51/26	56/26
7. The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions.	53/25	49/20	47/29	59/21	30/32	29/38

EXHIBIT A-21 (Continued)
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART C1: DIVISION ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
8. Our school division has too many committees.	25/33	35/33	30/18	33/35	46/16	40/15
9. Our school division has too many layers of administrators.	11/79	18/65	6/59	25/58	53/19	49/18
10. Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	79/11	56/24	65/24	58/26	36/28	37/26
11. Central office administrators are responsive to school needs.	85/8	78/7	59/12	65/20	39/27	30/32
12. School-based personnel play an important role in making decisions that affect schools in our school division.	72/8	49/23	47/12	61/23	44/22	36/33

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

EXHIBIT A-22
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART C2: DIVISION ORGANIZATION

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Board of Education members' knowledge of the educational needs of students in this school division.	46/46	42/51	41/53	41/56	30/44	26/60
2. Board of Education members' knowledge of operations in this school division.	50/47	37/57	47/41	42/54	27/44	32/52
3. Board of Education members' work at setting or revising policies for this school division.	71/25	45/47	53/41	52/45	30/40	30/54
4. The School Division Superintendent's work as the educational leader of this school division.	75/22	79/18	76/24	80/17	61/29	50/39
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	79/22	77/19	76/24	81/17	59/30	52/37
6. Principals' work as the instructional leaders of their schools.	75/22	70/28	100/0	89/10	72/25	64/35
7. Principals' work as the managers of the staff and teachers.	75/25	74/24	100/0	94/5	70/28	67/31

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

EXHIBIT A-23
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The emphasis on learning in this school division has increased in recent years.	89/4	83/6	88/0	89/4	65/10	72/12
2. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	82/11	58/25	94/6	57/34	71/19	55/32
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	86/7	63/16	94/0	75/14	68/17	55/30
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	89/0	N/A	82/6	N/A	67/20	N/A
5. Lessons are organized to meet students' needs.	53/7	57/10	88/0	85/6	78/8	81/8
6. The curriculum is broad and challenging for most students.	68/11	71/8	88/0	87/7	72/10	78/10
7. Teachers in our schools know the material they teach.	83/4	70/5	94/0	91/4	86/3	89/3
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	65/4	N/A	83/6	N/A	56/7	N/A
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	78/4	N/A	94/6	N/A	62/23	N/A
10. Our division provides curriculum guides for all grades and subject areas.	93/0	N/A	94/0	N/A	76/12	N/A
11. Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	89/4	N/A	82/0	N/A	88/3	N/A
12. Our division has effective educational programs for the following:						
i. Reading and Language Arts	79/7	N/A	70/12	N/A	69/11	N/A
ii. Writing	79/4	N/A	59/18	N/A	60/17	N/A
iii. Mathematics	82/4	N/A	77/18	N/A	72/5	N/A
iv. Science	78/4	N/A	65/12	N/A	60/9	N/A
v. Social Studies (history or geography)	79/4	N/A	53/12	N/A	61/12	N/A
vi. Foreign Language	54/7	N/A	41/6	N/A	41/7	N/A
vii. Basic Computer Instruction	61/0	N/A	36/30	N/A	43/18	N/A
viii. Advanced Computer Instruction	46/7	N/A	12/24	N/A	24/12	N/A
ix. Music, Art, Drama, and other Fine Arts	82/8	N/A	94/0	N/A	84/2	N/A
x. Physical Education	68/4	N/A	77/6	N/A	66/6	N/A
xi. Career and Technical (Vocational) Education	71/11	N/A	36/6	N/A	39/7	N/A
xii. Business Education	54/7	N/A	18/12	N/A	23/7	N/A
13. The division has effective programs for the following:						
i. Special Education	71/18	N/A	70/6	N/A	68/11	N/A

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
ii. Literacy Program	75/7	N/A	76/0	N/A	65/12	N/A

EXHIBIT A-23 (Continued)
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
iii. Advanced Placement Program	75/4	N/A	65/6	N/A	58/2	N/A
iv. Drop-out Prevention Program	33/18	N/A	29/12	N/A	16/21	N/A
v. Summer School Programs	57/22	N/A	59/12	N/A	49/14	N/A
vi. Honors and Gifted Education	78/7	N/A	64/0	N/A	62/9	N/A
vii. Alternative Education Programs	36/40	N/A	24/24	N/A	22/28	N/A
viii. Career Counseling Program	39/25	N/A	24/12	N/A	26/9	N/A
ix. College Counseling Program	50/14	N/A	36/12	N/A	27/8	N/A
14. The students-to-teacher ratio is reasonable.	82/4	N/A	94/6	N/A	72/15	N/A
15. Our division provides a high quality education that meets or exceeds state and federal mandates.	79/7	N/A	88/12	N/A	75/11	N/A
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	68/11	N/A	76/6	N/A	56/12	N/A
17. There is generally cooperation and collaboration regarding special education issues in our school division.	58/22	N/A	71/6	N/A	56/15	N/A
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	46/4	N/A	77/12	N/A	55/16	N/A
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	22/25	N/A	53/12	N/A	30/22	N/A
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	65/0	N/A	53/12	N/A	35/11	N/A
21. The school division adequately identifies students who are English language learners.	75/0	N/A	89/0	N/A	64/4	N/A
22. The school division provides appropriate and mandated assessments for English language learners.	75/0	N/A	71/0	N/A	37/9	N/A
23. The school division provides documents to parents in their native language.	25/25	N/A	18/24	N/A	18/23	N/A
24. The school division provides adequate translation services.	40/14	N/A	47/24	N/A	22/21	N/A

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

EXHIBIT A-24
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART D2: CURRICULUM AND INSTRUCTION

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Teachers' work in meeting students' individual learning needs.	75/21	62/32	76/24	80/20	81/15	81/19
2. Teachers' work in communicating with parents/guardians.	65/21	50/40	77/24	68/31	79/18	77/22
3. How well students' test results are explained to parents/guardians.	40/25	37/44	53/42	51/47	50/32	39/51
4. The amount of time students spend on task learning in the classroom.	68/18	50/33	65/36	73/27	74/18	64/34

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

EXHIBIT A-25
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART E1: HUMAN RESOURCES

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Salary levels in this school division are competitive.	85/11	45/39	59/29	42/45	47/37	33/51
2. Our division has an effective employee recognition program.	21/32	N/A	12/41	N/A	16/45	N/A
3. Our division has an effective process for staffing critical shortage areas of teachers.	40/25	N/A	29/12	N/A	16/27	N/A
4. My supervisor evaluates my job performance annually.	78/18	N/A	65/12	N/A	80/11	N/A
5. Our division offers incentives for professional advancement.	46/21	N/A	36/29	N/A	33/40	N/A
6. I know who to contact in the central office to assist me with professional development.	86/4	N/A	94/0	N/A	57/26	N/A
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	96/4	N/A	100/0	N/A	80/13	N/A
8. My salary level is adequate for my level of work and experience.	78/21	42/44	71/18	34/55	26/53	21/67
9. Our division has an effective teacher recruitment plan.	57/11	N/A	41/6	N/A	16/23	N/A
10. I have a professional growth plan that addresses areas identified for my professional growth.	54/25	N/A	53/24	N/A	57/22	N/A

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

EXHIBIT A-26
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART E2: HUMAN RESOURCES

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Staff development opportunities provided by this school division for teachers.	75/18	64/31	71/24	69/30	46/51	60/39
2. Staff development opportunities provided by this school division for school administrators.	46/47	54/42	29/59	63/37	10/11	32/21
3. Staff development opportunities provided by this school division for support staff.	18/68	N/A	18/65	N/A	14/28	N/A

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

EXHIBIT A-27
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART F: FACILITIES MANAGEMENT

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our school buildings provide a healthy environment in which to teach.	89/4	N/A	76/6	N/A	52/23	N/A
2. Our schools have sufficient space and facilities to support the instructional programs.	86/11	27/61	77/24	32/58	51/32	29/61
3. Our facilities are clean.	89/4	69/31	88/6	65/34	69/13	53/46
4. Our facilities are well maintained.	86/7	69/31	77/18	65/34	63/17	53/46
5. Our division plans facilities in advance to support growing enrollment.	14/14	N/A	30/18	N/A	15/26	N/A
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	25/11	N/A	12/18	N/A	22/22	N/A
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	75/0	N/A	59/0	N/A	56/18	N/A

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

EXHIBIT A-28
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Funds are managed wisely to support education in this school division.	75/4	68/18	71/0	67/19	28/31	28/44
2. The budgeting process effectively involves administrators and staff.	54/15	N/A	29/30	N/A	23/42	N/A
3. School administrators are adequately trained in fiscal management techniques.	40/29	N/A	29/35	N/A	11/11	N/A
4. My school allocates financial resources equitably and fairly.	36/15	N/A	77/12	N/A	32/24	N/A
5. The purchasing department provides me with what I need.	71/4	N/A	71/0	N/A	43/27	N/A
6. The purchasing process is easy.	57/18	N/A	30/30	N/A	30/40	N/A
7. Textbooks are distributed to students in a timely manner.	61/0	N/A	65/6	N/A	51/5	N/A
8. The books and resources in the school library adequately meet the needs of students.	61/0	N/A	71/18	N/A	66/12	N/A

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

EXHIBIT A-29
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART H: TRANSPORTATION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	11/28	9/55	36/53	20/68	32/48	19/60
2. The division has a simple method of requesting buses for special events and trips.	65/0	N/A	94/0	N/A	50/7	N/A
3. Bus drivers maintain adequate discipline on the buses.	25/0	N/A	24/30	N/A	15/14	N/A
4. Buses are clean.	25/0	N/A	77/6	N/A	34/2	N/A
5. Buses arrive early enough for students to eat breakfast at school.	43/11	N/A	71/30	N/A	45/25	N/A
6. Buses are safe.	47/0	N/A	41/18	N/A	31/9	N/A

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

**EXHIBIT A-30
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our school division provides adequate technology-related staff development.	64/22	N/A	77/12	N/A	68/19	N/A
2. Our school division requests input on the long-range technology plan.	54/18	N/A	59/18	N/A	33/23	N/A
3. Our school division provides adequate technical support.	40/43	N/A	47/30	N/A	68/17	N/A
4. I have adequate equipment and computer support to conduct my work.	92/4	71/21	71/6	66/25	66/24	56/34
5. Administrative computer systems are easy to use.	82/0	N/A	53/30	N/A	46/9	N/A
6. Technology is effectively integrated into the curriculum in our division.	68/7	N/A	59/18	N/A	60/13	N/A

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

**EXHIBIT A-31
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The school division's job of providing adequate instructional technology.	72/22	55/42	77/18	48/50	71/26	48/49
2. The school division's use of technology for administrative purposes.	64/32	55/45	59/42	56/43	49/14	46/30

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

EXHIBIT A-32
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART J: FOOD SERVICES

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The food services department provides nutritious and appealing meals and snacks.	47/8	64/12	35/24	59/24	23/39	42/34
2. The food services department encourages student participation through customer satisfaction surveys.	11/22	N/A	12/53	N/A	4/23	N/A
3. Cafeteria staff are helpful and friendly.	68/4	N/A	58/18	N/A	65/8	N/A
4. Cafeteria facilities are clean and neat.	86/0	N/A	77/0	N/A	80/2	N/A
5. Parents/guardians are informed about the menus.	68/0	N/A	77/12	N/A	56/4	N/A

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

EXHIBIT A-33
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART K: SAFETY AND SECURITY

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our schools are safe and secure from crime.	75/4	67/15	65/18	82/8	49/26	57/25
2. Our schools effectively handle misbehavior problems.	57/11	55/23	83/6	75/13	42/39	39/45
3. There is administrative support for managing student behavior in our schools.	68/8	69/12	94/0	89/6	58/24	56/29
4. If there were an emergency in my school/office, I would know how to respond appropriately.	82/0	79/7	100/0	96/2	85/2	87/6
5. Our division has a problem with gangs.	36/39	N/A	42/12	N/A	49/8	N/A
6. Our division has a problem with drugs, including alcohol.	25/43	N/A	42/6	N/A	45/9	N/A
7. Our division has a problem with vandalism.	18/50	N/A	24/24	N/A	46/10	N/A
8. Our school enforces a strict campus access policy.	32/18	N/A	36/41	N/A	34/28	N/A

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

EXHIBIT A-34
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	29/18	42/33	47/24	52/30	25/47	27/52
2. Parents/guardians in this school division are satisfied with the education their children are receiving.	61/11	58/15	77/0	74/8	51/6	55/12
3. Most parents/guardians seem to know what goes on in our schools.	47/14	37/37	77/6	45/35	37/31	31/47
4. Parents/guardians play an active role in decision making in our schools.	47/18	35/24	65/6	57/22	29/29	35/38
5. This community really cares about its children's education.	86/11	63/15	88/12	71/14	71/8	50/26
6. Our division works with local businesses and groups in the community to help improve education.	68/8	N/A	71/12	N/A	54/9	N/A
7. Parents/guardians receive regular communications from the division.	75/8	N/A	83/0	N/A	75/4	N/A
8. Our school facilities are available for community use.	93/0	N/A	100/0	N/A	82/2	N/A

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

EXHIBIT A-35
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	36/46	29/55	59/41	37/62	38/61	23/74
2. Parent/Guardians/guardians' participation in school activities and organizations.	25/57	28/59	53/47	35/65	27/69	25/73
3. How well relations are maintained with various groups in the community.	57/33	59/36	41/47	65/32	34/45	44/43

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

EXHIBIT A-36
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART M: SCHOOL DIVISION OPERATIONS

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	% (NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹		/		% (ADEQUATE + OUTSTANDING) ¹	
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
a. Budgeting	25/57	48/46	35/59	48/49	48/30	64/17
b. Strategic planning	11/82	45/42	35/65	39/53	25/47	48/25
c. Curriculum planning	8/89	30/50	35/65	40/59	36/54	49/44
d. Financial management and accounting	18/71	37/53	29/65	35/61	29/33	49/24
e. Grants administration	39/50	27/49	36/29	34/49	17/34	21/33
f. Community relations	18/75	40/52	35/59	38/60	41/44	52/39
g. Program evaluation, research, and assessment	39/36	35/49	53/29	33/63	31/40	41/39
h. Instructional technology	15/78	47/42	42/53	59/41	26/63	52/42
i. Administrative technology	43/57	41/51	48/47	46/51	12/41	23/35
j. Internal Communication	39/60	N/A	70/30	N/A	47/44	N/A
k. Instructional support	22/68	31/51	30/71	43/56	41/51	46/46
l. Coordination of Federal Programs (e.g., Title I, Special Education)	18/65	24/53	35/53	33/56	25/48	36/42
m. Personnel recruitment	25/64	46/43	47/53	48/47	34/31	38/36
n. Personnel selection	21/71	45/49	24/77	41/57	35/41	40/39
o. Personnel evaluation	32/61	47/49	30/71	40/58	34/53	39/50
p. Staff development	39/61	47/50	36/65	42/57	55/38	42/52
q. Data processing	14/72	37/46	42/53	37/53	13/39	20/35
r. Purchasing	15/79	34/54	30/59	36/58	35/33	31/32
s. Safety and security	18/72	26/62	42/59	28/68	40/52	39/47
t. Plant maintenance	11/75	41/50	41/59	54/44	32/50	40/36
u. Facilities planning	11/46	38/49	47/41	50/44	25/35	40/28
v. Transportation	18/50	22/65	65/35	43/54	29/50	33/46
w. Food service	18/68	18/68	53/47	35/64	42/41	41/47
x. Custodial services	11/79	37/54	12/88	46/52	25/68	43/49
y. Risk management	11/54	21/54	35/47	22/62	20/37	22/33

¹ Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

***APPENDIX B: PEER COMPARISON
DATA***

APPENDIX B PEER COMPARISON DATA

Exhibits B-1 through **B-16** illustrate how the comparison school divisions compare to Charlottesville City Schools in terms of enrollment, demographics, staffing, and funding for the 2006-07 school year from the Virginia Department of Education's Web site.

EXHIBIT B-1 OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS 2006-07 SCHOOL YEAR

SCHOOL DIVISION	CLUSTER	END-OF-YEAR MEMBERSHIP	STUDENT POPULATION PER 1,000 GENERAL POPULATION*	PERCENTAGE STUDENTS WITH DISABILITIES	PERCENTAGE ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS**
Charlottesville	7	4,084	90.7	15.6%	52.5	9
Winchester	7	3,734	158.3	17.1%	42.7	6
Williamsburg	7	10,410	216.4	14.1%	17.0	12
Fredericksburg	7	2,760	143.2	11.3%	42.1	3
DIVISION AVERAGE	-	5,247	152.1	14.5%	38.6	8

Sources: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008; United States Census Bureau, 2000 Census Data; <http://www.schooldatairect.org/>.

*Based on 2000 Census Data.

**Number of Schools from the School Data Direct.

EXHIBIT B-2 TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS PEER SCHOOL DIVISIONS 2006-07 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
Charlottesville	94.8	10.0	9.3
Winchester	89.3	10.3	10.7
Williamsburg	73.2	12.6	12.5
Fredericksburg	92.5	8.9	11.6
Division Average	87.5	10.5	11.0

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

*Based on End-of-Year Average Daily Membership.

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

**EXHIBIT B-3
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2006-07 FISCAL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS ¹	LOANS, BONDS, ETC. ³	TOTAL
Charlottesville	4,866,551.74	15,262,335.08	4,218,456.15	34,012,025.00	2,942,874.27	0.00	61,302,242.24
Winchester	3,396,495.36	11,724,366.92	2,756,183.08	25,056,307.00	1,812,560.95	24,677,988.56	69,423,901.87
Williamsburg	707,580.04	2,757,559.37	4,273,433.58	10,493,388.24	94,430,285.87	281,474.07	112,943,721.17
Fredericksburg	2,497,936.49	4,958,483.38	4,272,212.51	21,683,759.00	1,187,868.26	109,126.48	34,709,386.12
Division Average	2,867,140.91	8,675,686.19	3,880,071.33	22,811,369.81	25,093,397.34	6,267,147.28	69,594,812.85

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

¹ Includes funds from private sources, food service receipts, transportation revenues, the sale of assets and supplies, rebates and refunds, and receipts from other agencies.

² Represents the total amount of beginning-year balances as reported by school divisions and regional programs on the Annual School Report Financial Section.

³ Represents proceeds from Literary Fund loans, the sale of bonds, and interest earned on bank notes and/or investments.

**EXHIBIT B-4
DISBURSEMENTS PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2006-07 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL ¹	ADMINISTRATION PER PUPIL ^{2,3}
Charlottesville	\$10,593.65	\$728.97
Winchester	\$8,890.77	\$473.74
Williamsburg	\$9,654.55	\$443.06
Fredericksburg	\$9,302.97	\$633.65
Division Average	\$9,610.49	\$569.86

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008 and Williamsburg-James City County School Division Annual Reports 2005 and 2007.

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.

³ Represents expenditures for activities related to establishing and administering policy for division operations including board services, executive administration, information services, personnel, planning services, fiscal services, purchasing, and reprographics.

**EXHIBIT B-5
STAFF PER 1,000 STUDENTS
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	END-OF-YEAR AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Charlottesville	4,005.76	4.78	94.75	0.00	26.60	6.77
Winchester	3,741.64	3.54	89.31	1.07	26.81	5.12
Williamsburg	10,271.92	2.97	73.21	1.75	15.54	3.80
Fredericksburg	2,625.89	4.57	92.54	0.00	25.90	5.14
Division Average	5,161.30	3.97	87.45	0.71	23.71	5.21

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

**EXHIBIT B-6
INSTRUCTIONAL PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Charlottesville	23.60	33.92	14.15	2.00
Winchester	8.05	38.67	2.81	4.00
Williamsburg	5.01	102.79	12.00	6.00
Fredericksburg	6.50	64.75	0.00	1.00
Division Average	10.79	60.03	7.24	3.25

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

**EXHIBIT B-7
ADMINISTRATIVE, ATTENDANCE AND HEALTH PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Charlottesville	11.90	10.62	18.15
Winchester	13.50	7.16	13.27
Williamsburg	14.00	20.00	44.40
Fredericksburg	10.25	7.00	18.75
Division Average	12.41	11.20	23.64

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

**EXHIBIT B-8
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Charlottesville	2.40	8.21	4.00
Winchester	1.00	10.22	0.00
Williamsburg	1.00	22.00	1.00
Fredericksburg	1.00	0.00	4.00
Division Average	1.35	10.11	2.25

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

**EXHIBIT B-9
OPERATIONS AND MAINTENANCE PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	OPERATIONS AND MAINTENANCE			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, LABOR AND SERVICE
Charlottesville	0.00	1.50	0.15	59.64
Winchester	1.00	1.18	0.00	49.35
Williamsburg	1.00	4.50	0.00	101.25
Fredericksburg	0.00	0.00	2.00	41.25
Division Average	0.50	1.80	0.54	62.87

Source: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008.

**EXHIBIT B-10
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	FOOD SERVICES	PER PUPIL COST
Charlottesville	\$1,689,063	\$418.43
Winchester	\$1,542,451	\$415.36
Williamsburg	\$3,234,474	\$322.15
Fredericksburg	\$1,203,224	\$480.50
Division Average	\$1,917,303	\$409.11

Source: Virginia Department of Education School Nutrition Program Web site 2008.

**EXHIBIT B-11
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2006-07 YEAR**

SCHOOL DIVISION	SCHOOL NUTRITION PROGRAM MEMBERSHIP	TOTAL FREE LUNCH	PERCENT FREE LUNCH	TOTAL REDUCED LUNCH	PERCENT REDUCED LUNCH	PERCENT FREE/REDUCED LUNCH
Charlottesville	4,075	1,846	45.30%	347	8.52%	53.82%
Winchester	3,869	1,394	36.03%	356	9.20%	45.23%
Williamsburg	10,396	1,792	17.24%	582	5.60%	22.84%
Fredericksburg	2,757	1,075	38.99%	188	6.82%	45.81%
Division Average	5,274	1,527	34.39%	368	7.53%	41.92%

Source: Virginia Department of Education School Nutrition Program Web site, 2008.

**EXHIBIT B-12
FREE AND REDUCED BREAKFAST PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST
Charlottesville	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
Winchester	\$0.95	*	\$1.00	\$0.30	*	\$0.30
Williamsburg	\$1.05	\$1.15	\$1.25	\$0.30	\$0.30	\$0.30
Fredericksburg	\$1.25	*	\$1.30	\$0.30	*	\$0.30
Division Average	\$1.06	\$1.08	\$1.14	\$0.30	\$0.30	\$0.30

Source: Virginia Department of Education Web site School Nutrition Program Web site, 2008.

* Indicate combined schools or no program participation.

**EXHIBIT B-13
FREE AND REDUCED LUNCH PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT LUNCH	MIDDLE STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY REDUCED LUNCH	MIDDLE REDUCED LUNCH	HIGH SCHOOL REDUCED LUNCH
Charlottesville	\$1.75	\$2.00	\$2.00	\$0.40	\$0.40	\$0.40
Winchester	\$1.70	*	\$1.95	\$0.40	*	\$0.40
Williamsburg	\$1.90	\$2.00	\$2.15	\$0.40	\$0.40	\$0.40
Fredericksburg	\$2.00	*	\$2.10	\$0.40	*	\$0.40
Division Average	\$1.84	\$2.00	\$2.05	\$0.40	\$0.40	\$0.40

Source: Virginia Department of Education School Nutrition Program Web site, 2008.

* Indicate combined schools or no program participation.

**EXHIBIT B-14
GRADUATES BY DIPLOMA TYPE
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	STANDARD DIPLOMA	ADVANCED STUDIES DIPLOMA	SPECIAL DIPLOMA	CERTIFICATE OF PROGRAM COMPLETION	GED CERTIFICATE	ISAEP	GAD DIPLOMA	MODIFIED STANDARD DIPLOMA	TOTAL GRADUATES AND COMPLETERS BY DIPLOMA TYPE
Charlottesville	101	154	16	7	6	1	0	7	292
Winchester	104	118	11	1	1	9	0	6	250
Williamsburg	189	411	18	0	22	22	0	12	674
Fredericksburg	83	89	2	0	0	4	0	5	183
DIVISION AVERAGE	119	193	12	2	7	9	0	8	350

Source: Virginia Department of Education Web site, 2008.

**EXHIBIT B-15
GRADUATES BY CONTINUING EDUCATION PLANS
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ATTENDING TWO-YEAR COLLEGES	ATTENDING FOUR- YEAR COLLEGES	OTHER CONTINUING EDUCATION PLANS	EMPLOYMENT	MILITARY	NO PLANS
Charlottesville	31.5	49.0	4.1	10.6	1.7	3.1
Winchester	28.4	52.4	2.0	12.8	2.4	2.0
Williamsburg	22.7	59.1	2.5	11.9	2.2	1.6
Fredericksburg	22.4	53.6	2.7	10.9	3.8	6.6
DIVISION AVERAGE	26.3	53.5	2.8	11.6	2.5	3.3

Source: Virginia Department of Education, Web site, 2007.

**EXHIBIT B-16
DROPOUT PERCENTAGE
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	GRADES 7-12 MEMBERSHIP*	TOTAL DROPOUTS	DROPOUT PERCENTAGE
Charlottesville	1,922	59	3.10
Winchester	1,740	26	1.50
Williamsburg	4,868	115	2.40
Fredericksburg	1,172	34	2.90
DIVISION AVERAGE	2,426	59	2.48

Source: Virginia Department of Education Web site, 2008.

*September 30, 2006 Membership.