

# CLARKE COUNTY SCHOOL DIVISION SCHOOL DIVISION EFFICIENCY REVIEW

## FINAL REPORT



**Submitted by:**



**June 15, 2006**

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**Submitted by:**



**2123 Centre Pointe Boulevard  
Tallahassee, Florida 32308-4930**

**June 15, 2006**

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## ***EXECUTIVE SUMMARY***

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## ***EXECUTIVE SUMMARY***

The Commonwealth of Virginia inaugurated the school efficiency review program in the 2004-05 school year as a part of Governor Mark Warner's *Education for a Lifetime* initiative. This program involves contracting with outside educational experts to perform efficiency reviews for school divisions within the Commonwealth. School divisions must volunteer to participate. The results of the reviews provide school divisions with assistance in determining whether their educational dollars are being utilized to the fullest extent possible.

Since its inception, the program has expanded to include a greater number of school divisions each year. In August of 2005, MGT of America was awarded a contract to conduct an Efficiency Review of the Clarke County Public Schools (CCPS). As stated in the Request for Proposals (RFP), the purpose of the study is to conduct an external review of the efficiency of various offices and operations within CCPS and to present a final report of the findings, recommendations, and projected costs and/or cost savings as recommendations. The object of the review is to identify ways that CCPS could realize cost savings in non-instructional areas in order to redirect those funds towards classroom activities.

### **Overview of Clarke County Public Schools**

Clarke County Public Schools consists of one high school, one alternative program, one middle school, and three elementary schools. Division administrative functions are centrally housed in the administrative offices on 309 West Main Street, in Berryville.

Over 335 teachers, staff, and support personnel work together to meet the educational needs of nearly 2,200 students. Approximately ten percent (10%) of CCPS students are minorities, and fourteen percent (14%) qualify for free or reduced lunch. All CCPS schools are fully accredited.

Clarke County Public Schools Superintendent, working closely with the Clarke County Education Foundation, obtained a site for a new high school through a land donation. The hard negotiations bore fruit with the donation of 71-acres of land from the Salvation Army. The Clarke County School Board voted to accept the land at a special meeting on April 4, 2006. The site is approximately 0.25 mile from the current High School. The value of the land, when taken in context of a purchase of 20-acres that the Clarke County Board of Supervisors had been pursuing in the same area for \$3,000,000 (\$150,000 an acre), is \$10,650,000. This free land acquisition will allow more money to be spent on bricks and mortar and highlights the value of the Clarke County Public Schools/Clarke County Education Foundation Partnership. The division is commended for developing valuable community and business partnerships.

### **Review Methodology**

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

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

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

### **Review of Existing Records and Data Sources**

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

More than 100 documents were requested from CCPS. Examples of materials MGT requested included, but were not limited, to the following:

- school board policies and administrative procedures;
- organizational charts;
- program and compliance reports;
- technology plan;
- annual performance reports;

- independent financial audits;
- plans for curriculum and instruction;
- annual budget and expenditure reports;
- job descriptions;
- salary schedules; and
- personnel handbooks.

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

### **Diagnostic Review**

A diagnostic review of Clarke County Public Schools was conducted on January 24 and 25, 2006. An MGT consultant interviewed central office administrators, support staff directors, and building administrators concerning the management and operations of Clarke County Public Schools.

### **Employee Surveys**

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, two on-line surveys were prepared and disseminated in February 2006. Central office administrators and principals/assistant principals were combined due to the low number of staff in each group. Through the use of anonymous surveys, division staff were given the opportunity to express their views about the management and operations of Clarke County Public Schools. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals/assistant principals, and teachers vary.

CCPS staff participated in a survey in winter 2006. While staff were given ample time to take the survey, MGT did not receive a statistically accurate response needed to show a valid opinion from the administrators and teachers. MGT received approximately 43 percent response from the administrator group and 69 percent of teachers (MGT's goal was 86% of administrators and 78% of teachers to show a statistically valid response). All survey responses were compared between these two employee groups, and all CCPS administrators and teachers were compared to those in more than 30 districts where we have conducted similar surveys. MGT cautions the reader when drawing conclusions from these survey results.

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

### **Conducting the Formal On-Site Review**

A team of six consultants conducted the formal on-site review of Clarke County Public Schools during the week of March 13, 2006. As part of our on-site review, we examined the following CCPS systems and operations:

- Division Administration
- Personnel and Human Resources Management
- Financial Management



- Purchasing, Warehousing, and Fixed Assets
- Education Service Delivery and Management
- Facilities Use and Management
- Transportation
- Technology Management
- Food Services

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

Our systematic assessment of Clarke County Public Schools included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. In addition, the Commonwealth of Virginia school efficiency review guidelines were used. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of Clarke County Public Schools, and the input of administrators in the school division. Our on-site review included meetings with appropriate central office and school-level staff as well as Clarke County officials, and reviews of documentation provided by these individuals.

### **Comparison Summary**

MGT performed a data comparison between Clarke County Public Schools and other divisions in the commonwealth of Virginia. The Virginia Department of Education has developed a cluster code to identify similar school divisions for comparison purposes. MGT, in conjunction with the Governor's Office and the CCPS leadership, selected a set of school divisions from Cluster 2, Cluster 5, and Cluster 6 to try to capture the characteristics of comparable county school divisions.

When comparing data on the Clarke County Public Schools to the school divisions selected for comparison, CCPS has the lowest number of teachers per 1,000 students, the fourth highest ratio of pupils to classroom teaching positions for grades K-7, and the third highest ratio of pupils to classroom teaching positions for grades 8-12.

The instruction disbursements per pupil in Clarke County Public Schools is about \$750 lower than the division average, and the administration disbursements per pupil is more than \$50 lower than the division average. In regard to receipts by fund source, the division reports that most of their funds come from local funds. When compared to the peer divisions, the percentage of receipts from federal funds in Clarke County is comparable to the division average, but is higher than the peer division average in state and other funds.

In terms of student demographics, Clarke County has the third highest student population per 1,000 general population and has the same number of total schools as the peer division average. Clarke County is tied with Rappahannock County as the second lowest percentage of economically disadvantaged students among these peer divisions.

### **Commendations**

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

- CCPS has developed a consistent and thorough process for the development and dissemination of materials necessary to conduct data-driven board meetings **(Chapter 2)**.
- The Clark County School Board effectively uses a consent calendar for board meetings **(Chapter 2)**.
- CCPS is commended for establishing processes designed to ensure an effective relationship between the board and superintendent and unify efforts to improve the Clarke County Public Schools **(Chapter 2)**.
- The Superintendent is commended for establishing a subcommittee structure that provides ongoing study and analysis of critical issues facing the Clarke County Public Schools **(Chapter 2)**.
- Clarke County Public Schools is commended for its commitment to non-discrimination and diversity in the workplace, with its students, and in its schools **(Chapter 3)**.
- Clarke County Public Schools is commended for the substitute in-service program and handbook **(Chapter 3)**.
- Clarke County Public Schools is commended for substantially increasing salaries of beginning teachers to remain competitive in the market place and for providing a four percent increase for all division employees **(Chapter 3)**.
- Clarke County Public Schools is commended for availing themselves of a Web-based service for teachers to individually track and manage professional development activities and courses **(Chapter 3)**.
- Clarke County Public Schools is commended for establishing an “employee tuition reimbursement” program to support ongoing learning opportunities for CCPS staff **(Chapter 3)**.
- Clarke County and Clarke County Public Schools have achieved significant cost savings by operating the Joint Administrative Services Department **(Chapter 4)**.
- CCPS has budgeted for additional fiscal support **(Chapter 4)**.
- Clarke County is commended for its mandatory direct deposit policy for paying employees **(Chapter 4)**.

- CCPS uses joint purchasing practices in accordance with the VPPA to increase efficiencies and reduce administrative procurement costs (**Chapter 4**).
- Clarke County Public Schools is commended for its commitment to providing students challenging instructional opportunities based on their individual learning needs (**Chapter 5**).
- Clarke County Public Schools is commended for its research-based goals to create well-rounded, well-educated graduates prepared to contribute to their communities (**Chapter 5**).
- Clarke County Public Schools is commended for its approach to reading and math, which individualizes instruction based on research and frequent monitoring and grouping of students (**Chapter 5**).
- CCPS is commended for the broad array of dual enrollment courses offered and the participation rate among their students (**Chapter 5**).
- Clarke County Public Schools is commended for its continual endeavor to develop ways to challenge high school students with advanced coursework (**Chapter 5**).
- Clarke County Public Schools is commended for its recognition that student development extends beyond academic experiences (**Chapter 5**).
- Clarke County Public Schools is commended for the universal commitment displayed within the division to addressing student learning needs as much as possible within regular classroom and school settings and to prevention rather than intervention (**Chapter 6**).
- Clark County Public Schools is commended for embedding its philosophy for all students to experience extracurricular opportunities so extensively into its culture (**Chapter 6**).
- Clarke County Public Schools is commended for extending inclusion to preschool students with its reverse mainstream program (**Chapter 6**).
- CCPS has creatively worked in partnership with a post-secondary educational institution to provide accelerated opportunities for its high school students (**Chapter 6**).
- Clarke County Public Schools is commended for implementing strategies that focus instruction and have a cumulative effect of a remarkably low dropout rate (**Chapter 6**).
- CCPS is commended for having a maintenance plan as part of each year's budget (**Chapter 7**).
- CCPS is commended for having a periodic rotation process for painting all facilities and replacement of specific HVAC equipment (**Chapter 7**).

- The division is commended on ensuring that chemical dispensers are used in each facility and the custodians are properly trained in their use **(Chapter 7)**.
- CCPS is commended for conducting a comprehensive energy management review and entering into a performance contract with TAC-Americas for energy conservation **(Chapter 7)**.
- Clarke County Public Schools is commended for using staggered bus scheduling to make efficient use of transportation resources and decrease supervision time for students before and after class. **(Chapter 8)**.
- The CCPS Transportation Department is commended for maintaining short bus rides times for the vast majority of students transported **(Chapter 8)**.
- The Clarke County Transportation Department is commended for excellent training activities and an effective safety and accident prevention program **(Chapter 8)**.
- Clarke County Public Schools is commended for implementing a Board-approved Technology Plan and revisiting and revising this plan on a regular basis **(Chapter 9)**.
- Clark County Public Schools is commended for reorganizing the management and reporting structure for Administrative and Instructional Technology into a single, collapsed unit facilitating higher levels of communication and functionality **(Chapter 9)**.
- Clarke County Public Schools Administrative and Information Technology unit is commended for implementing, maintaining, and continuing to upgrade an effective wide area network that provides support to the schools and administrative offices **(Chapter 9)**.
- The staff of Administrative and Information Technology is commended for assuming the responsibility for the E-Rate program and for their success in applying for and receiving E-Rate discount funds **(Chapter 9)**.
- Clark County Public Schools is commended for approving and implementing a formal technology refresh cycle within their Board-approved Technology Plan **(Chapter 9)**.
- CCPS maintains a dedicated cafeteria work force by providing an enjoyable work environment and sufficient benefits for employees **(Chapter 10)**.
- CCPS uses joint purchasing practices and decentralized food storage pantries and freezers to reduce its operating costs **(Chapter 10)**.
- CCPS Food Services Department provides quality food which helps to maximize each student's potential to learn **(Chapter 10)**.

### **Major Findings and Recommendations**

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

- Establish a School Board policy review process that reviews each policy at least once every five years **(Chapter 2: Recommendation 2-3)**.
- Publish the School Board Policy Manual on the CCPS Web site **(Chapter 2: Recommendation 2-4)**.
- Include strategic goals for facility planning and interagency relations in the division's strategic plan **(Chapter 2: Recommendation 2-6)**.
- Redefine the role of Director of Administrative Services as the Assistant Superintendent for Administrative Services to include responsibility for human resources, finance, business, maintenance, and transportation departments **(Chapter 2: Recommendation 2-7)**.
- Seek a professional mediator to mediate the differences between the School Board and the County Board of Supervisors **(Chapter 2: Recommendation 2-10)**.
- Develop a comprehensive personnel operations or procedural manual for Clarke County Public Schools staff **(Chapter 3: Recommendation 3-2)**.
- Initiate steps to purchase the Clarke County's application and personnel management modules on the XPERT system **(Chapter 3: Recommendation 3-3)**.
- Update and edit all job descriptions and systematically review and update every three years **(Chapter 3: Recommendation 3-4)**.
- Develop a salary schedule for central office and school administrators, and develop policies governing its implementation **(Chapter 3: Recommendation 3-6)**.
- Revise and develop a comprehensive appraisal system with procedures, processes, and effective appraisal instruments for all employees (licensed and support staff), evaluate all division employees annually, and design a tracking system to ensure accountability **(Chapter 3: Recommendation 3-7)**.
- Develop a comprehensive division-wide Staff Development Master Plan **(Chapter 3: Recommendation 3-8)**.
- Review and update all CCPS business policies to ensure that current state and local law is upheld **(Chapter 4: Recommendation 4-1)**.

- Develop standard procedures for budget administration at the account manager level and train all account managers and their designees in application of the procedures **(Chapter 4: Recommendation 4-3)**.
- Develop a standard set of financial reports that provide meaningful information for the CCPS school board **(Chapter 4: Recommendation 4-5)**.
- Develop a set of procedures and obtain a standardized accounting system for tracking school activity funds **(Chapter 4: Recommendation 4-6)**.
- Identify programmatic initiatives that emerge annually or are outside the School Board's 2007 Plan, (including communications structures, and supporting professional development) and ensure all initiatives are consistently implemented in all schools **(Chapter 5: Recommendation 5-1)**.
- Examine existing data collection practices in terms of the contribution to systemic improvement and the achievement of individual students and student groups, and identify the best practices to implement divisionwide **(Chapter 5: Recommendation 5-3)**.
- Expand vertical articulation committees of teachers from kindergarten through high school to discuss, evaluate, and plan curricular initiatives and revisions **(Chapter 5: Recommendation 5-5)**.
- Include all diagnostic assessment information in the student data management system to facilitate the flow of information **(Chapter 5: Recommendation 5-6)**.
- Balance academic offerings with other applied coursework geared toward student interests job preparation, and understanding of the relationship between school and post-graduation pursuits and success **(Chapter 5: Recommendation 5-9)**.
- Add Instructional Support Teachers at the division's three remaining schools **(Chapter 6: Recommendation 6-2)**.
- Broaden the use of performance data on state assessments to assist in prioritizing instructional, programmatic, and professional development decisions for the division **(Chapter 6: Recommendation 6-4)**.
- Devise strategies to ensure that provisions of the gifted plan are fully met **(Chapter 6: Recommendation 6-7)**.
- Link with Winchester City Schools to identify locally available opportunities that will assist parents of ESL students to become better integrated into the community and learn ways in which to support their children's education **(Chapter 6: Recommendation 6-8)**.
- Reach out into the community to enlist volunteers to replicate the Darrell Green at-risk program **(Chapter 6: Recommendation 6-9)**.

- Seek alternative grant funds to continue the effective support system that the Family Support Program has provided students and their families (**Chapter 6: Recommendation 6-10**).
- Develop a comprehensive written facilities master plan for the next 10 years for CCPS (**Chapter 7: Recommendation 7-2**).
- Hire an additional Maintenance Mechanic (**Chapter 7: Recommendation 7-7**).
- Reduce purchased services by assigning the HVAC Technician to duties associated with the maintenance and preventive maintenance of HVAC equipment and systems (**Chapter 7: Recommendation 7-9**).
- Assign maintenance personnel to maintenance tasks and not as substitute bus drivers except on an extreme emergency basis (**Chapter 7: Recommendation 7-10**).
- Implement an ongoing staff development program for maintenance personnel (**Chapter 7: Recommendation 7-13**).
- Develop an evaluation instrument with criteria for the services provided by all subcontractors (**Chapter 7: Recommendation 7-14**).
- Digitize the modified blueprints and store them off-site or in a secure, fireproof cabinet, thus preventing a catastrophic loss (**Chapter 7: Recommendation 7-16**).
- Establish policies and procedures that clearly define the reporting structure of the custodians and the role building principals are to assume regarding evaluation, supervision and employment of custodians (**Chapter 7: Recommendation 7-17**).
- Establish time and task expectations that tie directly to the desired level of cleanliness (**Chapter 7: Recommendation 7-19**).
- Employ one additional custodian each year for the next four years (**Chapter 7: Recommendation 7-20**).
- Implement an ongoing comprehensive staff development program for all custodial personnel (**Chapter 7: Recommendation 7-21**).
- Implement a divisionwide, behavior-based energy conservation program (**Chapter 7: Recommendation 7-22**).
- Hire a half-time Transportation Department mechanic (**Chapter 8: Recommendation 8-2**).
- Hire two “permanent” substitute bus drivers (**Chapter 8: Recommendation 8-3**).

- Strengthen the transportation section of the school board policy manual by adding additional policies that provide guidance to the Transportation Department (**Chapter 8: Recommendation 8-5**).
- Implement an annual report card using performance indicators to measure the efficiency and effectiveness of the CCPS Transportation Department (**Chapter 8: Recommendation 8-6**).
- Implement the Smartr school bus routing software system (**Chapter 8: Recommendation 8-7**).
- Cross-train a Transportation Department staff member in the Smartr system and obtain the benefits of this investment in efficiencies and cost effectiveness (**Chapter 8: Recommendation 8-8**).
- Purchase a two-user Vehicle Maintenance Information System (VMIS) (**Chapter 8: Recommendation 8-10**).
- Begin discussions with Clarke County officials about an addition to the transportation structure to correct existing deficiencies (**Chapter 8: Recommendation 8-11**).
- Begin discussions with Clarke County officials about an addition to the transportation fueling site (**Chapter 8: Recommendation 8-13**).
- Establish a permanent division-wide Technology Committee (**Chapter 9: Recommendation 9-1**).
- Actively manage the content of the division's public-facing and Intranet web sites through the assignment of a dedicated staff member (**Chapter 9: Recommendation 9-2**).
- Implement and enforce a centralized model of technology hardware and software purchasing (**Chapter 9: Recommendation 9-3**).
- Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools (**Chapter 9: Recommendation 9-4**).
- Reorganize the Instructional Technology Resource Teacher (ITRT) model within the division from multiple stipend-based positions into two full-time positions (**Chapter 9: Recommendation 9-5**).
- Utilize remote-troubleshooting and communication technologies, where possible, to improve help desk availability and resolution within a single call (**Chapter 9: Recommendation 9-6**).
- Reorganize the central office responsibilities to allow the Business Director to become a full-time Food Services Director (**Chapter 10: Recommendation 10-1**).



- Implement performance standards to increase MPLH rates in the division's middle and high schools (**Chapter 10: Recommendation 10-2**).
- Seek bids for outsourcing the division's Food Services operations and conduct a cost analysis to determine whether outsourcing would be financially more advantageous (**Chapter 10: Recommendation 10-3**).
- Seek bids for and implement an automated food service accounting and reporting system (**Chapter 10: Recommendation 10-4**).

**Fiscal Impact**

Based on the analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in the Clarke County Public Schools, the MGT team developed more than 90 recommendations in this report. Twenty-five (25) recommendations have fiscal implications, which are summarized below. **It is important to keep in mind that the identified savings and costs are incremental and cumulative.**

As shown below in Exhibit 1, full implementation of the recommendations in this report would result in a cost of over \$214,000 over five years and a total net cost of approximately \$302,000 after total savings (costs) and one-time savings (costs) are included.

Exhibit 1 shows the total costs and savings for all recommendations.

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

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2006-07	2007-08	2008-09	2009-10	2010-11	
<b>TOTAL SAVINGS</b>	\$179,717	\$212,040	\$212,040	\$212,040	\$212,040	\$1,027,877
<b>TOTAL (COSTS)</b>	(\$243,864)	(\$249,704)	(\$249,704)	(\$249,704)	(\$249,704)	(\$1,242,680)
<b>TOTAL NET SAVINGS (COSTS)</b>	(\$64,147)	(\$137,664)	(\$137,664)	(\$137,664)	(\$137,664)	(\$1,214,803)
<b>ONE-TIME SAVINGS (COSTS)</b>						<b>(\$87,400)</b>
<b>TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)</b>						<b>(\$302,203)</b>

## ***1.0 INTRODUCTION***

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## **1.0 INTRODUCTION**

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

### **1.1 Overview of Clarke County Public Schools**

Clarke County Public Schools consist of one high school, one alternative program, one middle school, and three elementary schools. Division administrative functions are centrally housed in the administrative offices on 309 West Main Street, in Berryville.

Over 335 teachers, staff, and support personnel work together to meet the educational needs of nearly 2,200 students. Approximately ten percent (10%) of CCPS students are minorities, and fourteen percent (14%) qualify for free or reduced lunch. All CCPS schools are fully accredited.

Clarke County Public Schools superintendent, working closely with the Clarke County Education Foundation, obtained a site for a new high school through a land donation. The hard negotiations bore fruit with the donation of 71-acres of land from the Salvation Army. The Clarke County School Board voted to accept the land at a special meeting on April 4, 2006. The site is approximately 0.25 mile from the current high school. The value of the land, when taken in context of a purchase of 20-acres that the Clarke County Board of Supervisors had been pursuing in the same area for \$3,000,000 (\$150,000 an acre), is \$10,650,000. This free land acquisition will allow more money to be spent on bricks and mortar and highlights the value of the Clarke County Public Schools/Clarke County Education Foundation Partnership. The division is commended for developing valuable community and business partnerships.

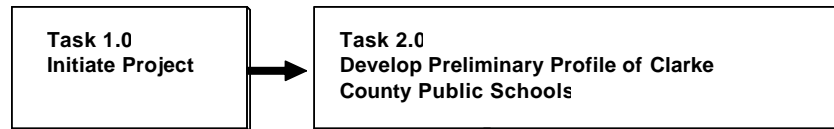
### **1.2 Methodology**

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

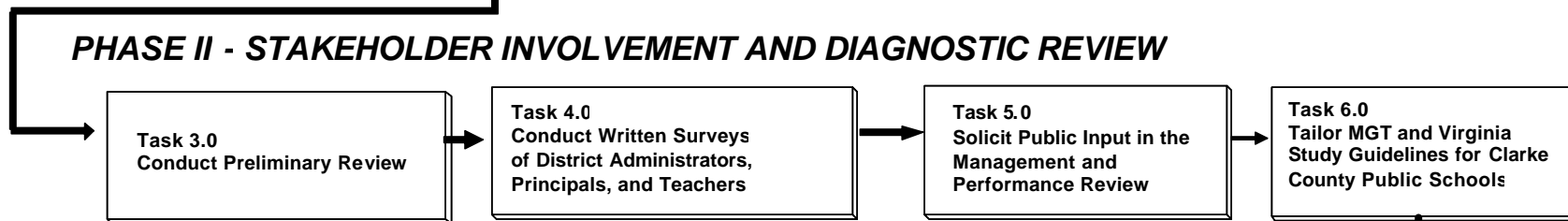
- be based upon a very detailed work plan and time schedule;
- specifically take into account the unique student body and environment within which the school division operates;
- obtain input from board members, administrators, staff, and the community;
- identify the existence, appropriateness, and use of specific educational objectives;

**EXHIBIT 1-1  
OVERVIEW OF THE WORK PLAN FOR THE EFFICIENCY REVIEW  
OF CLARKE COUNTY PUBLIC SCHOOLS**

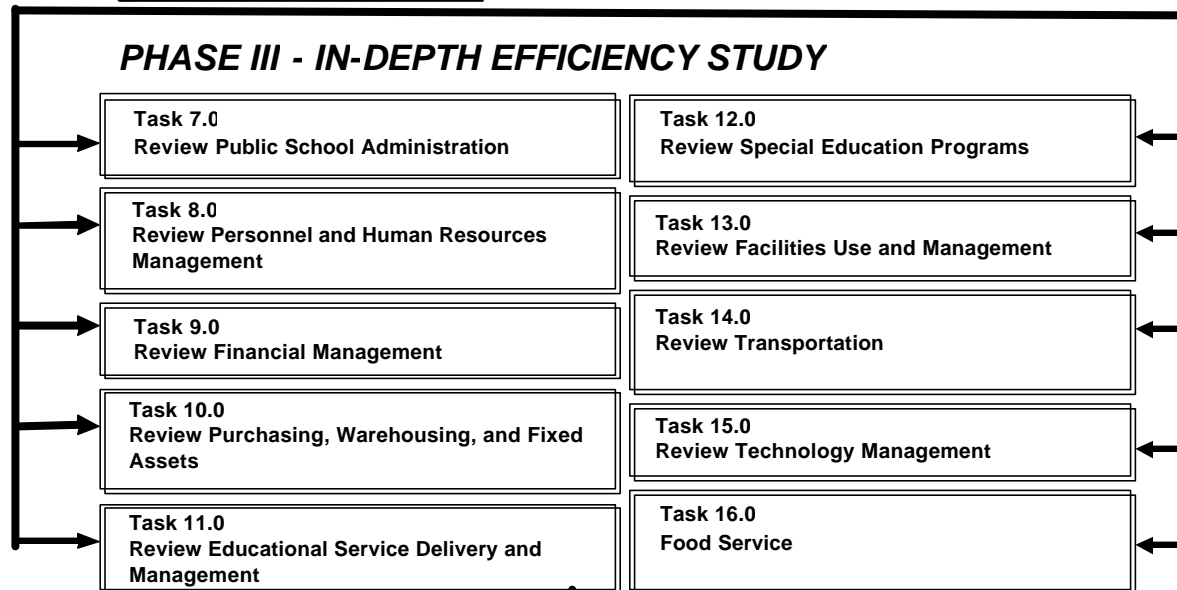
**PHASE I - PROJECT INITIATION**



**PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW**

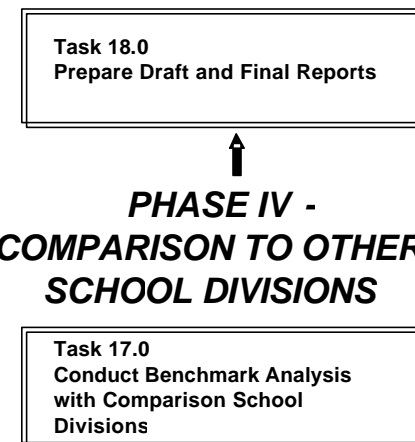


**PHASE III - IN-DEPTH EFFICIENCY STUDY**



**PHASE V -  
PROJECT REPORTING**

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



**EXHIBIT 1-2  
TIMELINE FOR THE EFFICIENCY REVIEW OF  
CLARKE COUNTY PUBLIC SCHOOLS**

TIME FRAME	ACTIVITY
September 2005	<ul style="list-style-type: none"> <li>■ Finalized contract with the Commonwealth of Virginia.</li> </ul>
October 2005	<ul style="list-style-type: none"> <li>■ Conducted initial discussions with Clarke County Public School officials.</li> <li>■ Designed tailor-made, written surveys for central office administrators, principals, and teachers.</li> <li>■ Collected and analyzed existing and comparative data available from the school division.</li> <li>■ Produced profile tables of Clarke County Public Schools.</li> </ul>
January 24 and 25, 2006	<ul style="list-style-type: none"> <li>■ Visited the Clarke County Public Schools.</li> <li>■ Conducted diagnostic review.</li> <li>■ Collected data.</li> <li>■ Interviewed central office administrators.</li> </ul>
March 2006	<ul style="list-style-type: none"> <li>■ Disseminated surveys to administrators and teachers.</li> <li>■ Analyzed data and information which were collected.</li> <li>■ Tailored review guidelines and trained MGT team members using findings from the above analyses.</li> </ul>
March 13-17, 2006	<ul style="list-style-type: none"> <li>■ Conducted formal on-site review, including school visits.</li> <li>■ Requested additional data from the school division and analyzed data.</li> </ul>
April 2006	<ul style="list-style-type: none"> <li>■ Prepared Draft Final Report.</li> </ul>
April 2006	<ul style="list-style-type: none"> <li>■ Submitted Draft Final Report.</li> </ul>
April 2006	<ul style="list-style-type: none"> <li>■ Submitted Draft Final Report.</li> </ul>
May 2006	<ul style="list-style-type: none"> <li>■ Sought division feedback on draft report.</li> </ul>
May 2006	<ul style="list-style-type: none"> <li>■ Made changes to the Draft Report.</li> </ul>
June 2006	<ul style="list-style-type: none"> <li>■ Submitted Final Report.</li> </ul>

- contain comparisons to other similar school divisions to provide a reference point;
- follow a common set of guidelines tailored specifically to the division being reviewed;
- include analyses of the efficiency of work practices;

- identify the level and effectiveness of externally imposed work tasks and procedures;
- identify both exemplary programs and practices as well as needed improvements;
- document all findings; and
- present straightforward and practical recommendations for improvements.

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

### **Review of Existing Records and Data Sources**

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

More than 100 documents were requested from CCPS. Examples of materials MGT requested included, but were not limited to, the following:

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

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

### **Diagnostic Review**

A diagnostic review of Clarke County Public Schools was conducted on January 24 and 25, 2006. An MGT consultant interviewed central office administrators, support staff directors, and building administrators concerning the management and operations of Clarke County Public Schools.

### **Employee Surveys**

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, two on-line surveys were prepared and conducted in February 2006. Central office administrators and principals/assistant principals were combined due to the low number of staff in each group. Through the use of anonymous surveys, division staff were given the opportunity to express their views about the management and operations of Clarke County Public Schools. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals/assistant principals, and teachers vary.

CCPS staff participated in a survey in winter 2006. While staff were given ample time to take the survey, MGT did not receive a statistically accurate response needed to show a valid opinion from the administrators and teachers. MGT received approximately 43 percent response from the administrator group and 69 percent of teachers (MGT's goal was 86 percent of administrators and 78 percent of teachers to show a statistically valid response). All survey responses were compared between these two employee groups, and all CCPS administrators and teachers were compared to those in more than 30 districts in which MGT has conducted similar surveys. MGT cautions the reader when drawing conclusions from these survey results.

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

### **Conducting the Formal On-Site Review**

A team of six consultants conducted the formal on-site review of Clarke County Public Schools during the week of March 13, 2006. As part of our on-site review, we examined the following CCPS systems and operations:

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

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

Our systematic assessment of Clarke County Public Schools included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. In addition, the Commonwealth of Virginia school efficiency review guidelines were used. Following our collection and analysis of existing data and new information, we tailored

our guidelines to reflect local policies and administrative procedures; the unique conditions of Clarke County Public Schools, and the input of administrators in the school division. Our on-site review included meetings with appropriate central office and school-level staff as well as Clarke County officials, and reviews of documentation provided by these individuals.

### **1.3 Comparisons to Other School Divisions**

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

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

With this in mind, MGT initiated a benchmarking comparison of Clarke County Public Schools to provide a common foundation from which to compare systems and processes within the school division with those of other similar systems. It is important for readers to keep in mind that when comparisons are made across more than one division, the data are not as reliable as different school divisions have different operational definitions, and self-reported data by peer school divisions can be non-comparable.

The Virginia Department of Education has developed a cluster code to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to the cost per student for each major area, major drivers of costs, and ranking of costs. Clarke County Public Schools is identified in Cluster 2. For that reason, MGT in conjunction with the Governor's Office and the CCPS leadership, selected a set of school divisions from Cluster 2, Cluster 5, and Cluster 6 to try to capture the characteristics of comparable county school divisions. The Virginia public school divisions chosen for comparison were:

- Madison County Public Schools Division;
- Northumberland County Public Schools Division;
- Rappahannock County Public Schools Division;
- Bath County Public Schools Division;
- Goochland County Public Schools Division;
- Falls Church City Public Schools Division;
- Winchester City Public Schools Division; and
- Fauquier County Public Schools Division.



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

- CCPS (2,161) has 696 fewer students than the peer division average student population of 2,857;
- With 171 students per 1,000 people in the general population, CCPS has the third highest student to general population ratio compared to the peer divisions;
- CCPS's percentage of economically disadvantaged students (13.7%) is lower than the peer division average (23.3%); and,
- CCPS, with five schools, is equal to the peer division average.

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

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENT ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
Clarke County	2	2,161	171	13.7	5
Madison County	2	1,844	147	24.7	4
Northumberland County	2	1,477	120	45.4	3
Rappahannock County	2	1,012	145	13.7	2
Bath County	2	783	155	31.7	3
Goochland County	2	2,115	125	18.7	5
Falls Church City	6	1,898	183	7.4	4
Winchester City	6	3,678	156	39.6	6
Fauquier County	5	10,742	195	14.7	17
<b>Division Average</b>	<b>N/A</b>	<b>2,857</b>	<b>155</b>	<b>23.3</b>	<b>5</b>

Source: Virginia Department of Education, Web site, 2005; United States Census Bureau, 2000 Census Data, [www.schoolmatters.com](http://www.schoolmatters.com).

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

- At 82.86, CCPS has the second lowest number of teachers per 1,000 students of its peer divisions, much lower than the peer division average of 89.51;
- In grades K through 7, CCPS has a ratio of 13.4 students per classroom teaching position, which is above the peer division average of 12.5; and,

- In grades 8 through 12, CCPS has a ratio of 10.4 students per classroom teaching position, just slightly higher than the peer division average of 10.2.

**EXHIBIT 1-4  
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS  
PEER SCHOOL DIVISIONS  
2003-04 SCHOOL YEAR\***

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7**	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Clarke County	82.86	13.4	10.4
Madison County	87.00	10.3	13.8
Northumberland County	77.08	15.9	10.1
Rappahannock County	88.39	12.2	10.3
Bath County	107.77	9.9	8.4
Goochland County	88.05	10.5	13.0
Falls Church City	97.42	14.8	7.2
Winchester City	93.53	12.1	8.8
Fauquier County	83.48	13.8	9.9
<b>Division Average</b>	<b>89.51</b>	<b>12.5</b>	<b>10.2</b>

Source: 2003-04 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

\*Ratios based on End-of-Year enrollments.

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

Exhibit 1-5 displays revenue percentages by federal, state, and local funding sources. As is shown:

- CCPS received the highest percentage of its funds from local sources, 56.46 percent, which was lower than the peer division average of 61.28 percent.
- CCPS, received state funds at 25.77 percent, a higher percentage from state sources than its peer divisions at 20.82; and,
- CCPS received 5.53 percent of its funds, from federal sources, slightly less than 5.87 percent of its peer divisions.

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

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
<b>Clarke County</b>	<b>7.54%</b>	<b>25.77%</b>	<b>5.53%</b>	<b>56.46%</b>	<b>4.04%</b>	<b>0.66%</b>
Madison County	9.47%	41.45%	6.34%	39.65%	3.09%	0.00%
Northumberland County	8.17%	26.38%	10.29%	54.45%	0.71%	0.00%
Rappahannock County	8.92%	18.17%	5.28%	63.56%	4.07%	0.00%
Bath County	5.99%	11.57%	7.49%	72.83%	2.12%	0.00%
Goochland County	7.93%	13.36%	5.42%	72.77%	0.52%	0.00%
Falls Church City	4.91%	7.98%	2.58%	77.85%	6.63%	0.04%
Winchester City	5.87%	21.14%	5.99%	50.49%	3.21%	13.30%
Fauquier County	7.77%	21.59%	3.87%	63.45%	3.32%	0.00%
<b>Division Average</b>	<b>7.40%</b>	<b>20.82%</b>	<b>5.87%</b>	<b>61.28%</b>	<b>3.08%</b>	<b>1.56%</b>

Source: 2003-04 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

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

- On regular operating-related items, CCPS spent \$6,003.56 per student, which was less than the peer division average of \$6,757.61, and the third lowest of the comparison divisions.
- On administration-related items, CCPS spent \$253.88 per student, which was less than the peer division average of \$309.15.

**EXHIBIT 1-6  
DISBURSEMENTS PER PUPIL FOR  
INSTRUCTION AND ADMINISTRATION  
PEER SCHOOL DIVISIONS  
2004 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL <sup>1</sup>	ADMINISTRATION PER PUPIL <sup>2</sup>
<b>Clarke County</b>	<b>\$6,003.56</b>	<b>\$253.88</b>
Madison County	\$5,394.92	\$261.22
Northumberland County	\$5,802.72	\$185.43
Rappahannock County	\$6,529.18	\$390.94
Bath County	\$7,414.67	\$323.13
Goochland County	\$6,109.07	\$218.31
Falls Church City	\$9,732.14	\$713.89
Winchester City	\$7,368.88	\$321.69
Fauquier County	\$6,463.39	\$113.89
<b>Division Average</b>	<b>\$6,757.61</b>	<b>\$309.15</b>

Source: 2003-04 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

<sup>1</sup> 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.

<sup>2</sup> 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.

It is important to note the CCPS received over \$150,000 from the Clarke County Education Foundation for the 2005-06 school years.

#### **1.4 Overview of Final Report**

MGT's final report is organized into 11 chapters. Chapters 2 through 10 present the results of the School Division Efficiency Review of Clarke County Public Schools. Findings, commendations, and recommendations are presented for each of the operational areas of the school division which we were required to review. In each chapter, we analyze each function within the school division based on the current organizational structure. The following data on each component are included:

- description of the current situation in Clarke County Public Schools;
- a summary of our study findings:
  - findings from report and data sources which we obtained
  - a summary of our on-site findings;

- MGT's commendations and recommendations for each finding; and
- a five-year fiscal impact for recommended costs or cost savings which are stated in 2006-07 dollars.

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

## ***2.0 DIVISION ADMINISTRATION***

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## **2.0 DIVISION ADMINISTRATION**

This chapter presents our findings and recommendations regarding the overall organization of the Clarke County Public Schools (CCPS). The major sections of the chapter include:

- 2.1 Governance
- 2.2 Policies and Procedures
- 2.3 Legal Services
- 2.4 Organization and Management

### **CHAPTER SUMMARY**

CCPS is effectively governed by an appointed school board and managed by a superintendent with the assistance of her leadership team. The commendations and recommendations contained in this chapter focus on helping the school division continue on the path of improvement and preparing it to more fully meet the needs of its students and the community it serves. A number of commendations are included to identify best practices and encourage their replication where appropriate. The recommendations are key suggestions that should assist the superintendent and CCPS School Board as they continue to improve Clarke County Public Schools. Many of the recommendations deal with suggested improvements in communications and quality control issues. One of the greatest challenges facing the division is how to improve relations with the County Board of Supervisors.

### **2.1 Governance**

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

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

Exhibit 2-1 details information about the five members of the board.

**EXHIBIT 2-1  
CLARKE COUNTY PUBLIC SCHOOLS  
2005-06 SCHOOL YEAR**

NAME	TITLE	PRECINCT	TERM EXPIRES	LENGTH OF SERVICE AS OF END OF 2005-06
Bent Ferrell	Chair	Russell	12-31-2007	17 years
William A. Houck	Member	White	12-31-2007	20 years
Stephen Kuehm	Member	Buckmarsh	12-31-2006	6 months
Caren M. Leach	Member	Millwood	12-31-2007	9½ years
Michael A. McCall	Member	Berryville	12-31-2007	9½ years

Source: Clarke County Public Schools, Office of the Superintendent, 2005.

**FINDING**

The CCPS School Board has adequate prep time and sufficient background materials to successfully conduct monthly business meetings. The superintendent, in consultation with the administrative team and board chair, develops an agenda and background information for each agenda item as necessary. The board meeting packet is provided in hard copy format. Unless there is an emergency, no action items are placed on the CCPS School Board agenda until that item has been discussed at a prior board meeting. By allowing the board to study the issues and deliberate at some length before acting creates stability in the decision-making process.

**COMMENDATION**

**CCPS has developed a consistent and thorough process for the development and dissemination of materials necessary to conduct data-driven board meetings.**

**FINDING**

The CCPS School Board's agendas and meeting packets include a consent calendar. This consent calendar item on the school board meeting agenda covers items such as the approval of minutes, approval of the financial statements, payment of bills, etc. The use of a consent calendar allows the school board to group routine items into one motion and then to proceed to more important issues. Using a consent calendar sends a message about the board's desire to focus on policy issues, set priorities, and maximize its use of time.

**COMMENDATION**

**The CCPS School Board effectively uses a consent calendar for board meetings.**



## **FINDING**

The board does not conduct self-evaluation to provide ongoing feedback for improvement, although some board members reported participation in “informal” feedback communications. The CCPS School Board comprises five members who receive both formal and informal board training each year. However, the implementation of the training and general school board effectiveness are not evaluated. The school division, as a whole, has a culture of evaluating its personnel, programs, and financial condition. The school board evaluates the superintendent annually, but does not have a self-evaluation. Some might say that re-election is adequate feedback, but this form of feedback or evaluation does not allow the “mid-stream” adjustments necessary to make a good school board great.

## **RECOMMENDATION**

### **Recommendation 2-1:**

#### **Provide for an annual self-evaluation of the school board.**

Providing feedback, both formally and informally, is one of the “basics” of any improvement process. Structured feedback in the form of an evaluation instrument can supplement honest ongoing dialogue and discussion.

Governing boards in any organization can improve their performance through a formal self-evaluation in addition to an informal feedback process. Moreover, by conducting an annual evaluation, the board models for its organization the importance of the evaluation process. As a result, both the board and the organization develop a culture of participation in improvement cycles. A better organization and improved performance are the end results. Exhibit 2-2 is one example of a board meeting self-assessment instrument used by some boards.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

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

**Meeting Evaluation**

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

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

Source: Created by MGT of America, 2005.

## **FINDING**

The CCPS School Board does not have a standing committee structure. In the mid-1990's, the board eliminated a standing committee structure, and now the full board addresses all issues and areas. The board does appoint ad hoc committees for the study of temporary issues. Staff, during the on-site visit, did not indicate that the school board either has had a budget committee or has appointed a member to the administrative budget committee. Primary functions of the school board include the adoption of an annual budget and the approval of all expenditures for the school system. Additionally, the school board carries out the majority of its functions through the adoption of policy statements.

The school board depends on the administration for all primary work in these areas.

## **RECOMMENDATION**

### **Recommendation 2-2:**

**Establish Planning, Policy, Budget and Finance, and Community Relations standing committees of the school board in addition to the board's ad hoc committees.**

The implementation of this recommendation should result in the establishment of these four standing committees with each committee having both school board and community membership. The first step in this process should include the development and adoption of important policy to govern the establishment and operation of each committee.

This policy should address the following areas:

- committee membership, composition and numbers;
- responsibilities for Board of Trustees' members;
- guidelines for community members;
- scope of responsibilities; and
- administrative support.

Exhibit 2-3, Proposed Clarke County Public Schools School Board Committee Structure, provides suggested numbers of persons for committee membership and the CCPS administrative position to serve as liaison. As shown, each committee should have at least one school board in membership and seven community members. This structure ensures that opportunities exist for each board member to serve and, further, that each geographical area in the county could have representation.

**EXHIBIT 2-3  
PROPOSED CLARKE COUNTY PUBLIC SCHOOLS  
SCHOOL BOARD COMMITTEE STRUCTURE**

RECOMMENDED BOARD COMMITTEE	MEMBERSHIP		STAFF LIAISON POSITION
	NUMBER OF BOARD MEMBERS	NUMBER OF COMMUNITY MEMBERS	
Community Relations	2	5	Superintendent
Budget and Finance	2	5	Superintendent Assistant Superintendent for Administrative Services
Policy	1	5	District Counsel
Planning	2	5	Superintendent Assistant Superintendent for Administrative Services

Source: Created by MGT of America, 2006.

The responsibilities for school board should include:

- selection of school board and community membership;
- establishing, in concert with the administration, a committee work plan and meeting agendas;
- committee chairs that determine who will facilitate the meetings;
- any school board member may attend any committee meetings; and
- appointment of committee chairs to ensure that all school board members are appraised of committee activity.

Guidelines for community committee members should include that they:

- be experienced, open-minded, and interested in the topics that come before the specific committee on which they serve;
- be available to attend at least three-quarters of the scheduled meetings;
- provide input and offer recommendations to the committee for the full school board review and decision; and
- receive a proper orientation for serving on committees.

The staff liaison should be required to:

- ensure that appropriate training is provided all committee members and assigned staff;

- record minutes, develop executive summaries of meetings, and provide for distribution to committee members and the school board promptly following meetings;
- work with committee chair(s) to form committee agendas; and
- provide materials to the committee for review, approval, or work/study.

There is a need for the school board to bring the board's planning activities to focus within one primary standing committee. The accomplishment of this recommendation should provide the board and the administration with the overall framework within which to develop all long- and short-term plans to support school board goals.

The establishment of a Policy Committee should serve to provide an incentive to update the current policy handbook. Particular needs are in evidence in light of many changes in federal laws and rules, including No Child Left Behind.

A Budget and Finance Committee provides the school board important input into budgeting and assists in providing full credibility in the development processes and final document.

Community relations is an important function that should be a formal responsibility of all stakeholders. The development of this proposed committee should contribute to the realization of this need.

### **FISCAL IMPACT**

This recommendation could be implemented with existing personnel. Training could be provided by outside professionals from the Virginia School Boards Association as part of their membership services.

## **2.2 Policies and Procedures**

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 and what may be expected from the board;
- keeping the school board and administration out of trouble;
- establishing an essential division between policy-making and administrative roles;
- creating guidelines within which people 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 school board members and employees; and
- acquainting the public with school functions and encouraging citizen involvement within structured guidelines.

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

**FINDING**

The CCPS policies are not updated on a regular basis. Many of the policies in the existing manual are dated in the 1980's. Although some of the policies have been updated more recently, there is a need for a systematic review of all policies. Having more up-to-date policies will reduce the risk of gaps in policy or important omissions.

The policy manual is composed of 12 chapters denoted as major sections; each contains a table of contents. Individual policies are coded within alpha sections (chapters) from A through L. This codification division was developed by the Educational Policy Services of the National School Boards Association and provided to school divisions through the Virginia School Boards Association.

Exhibit 2-4 presents the policy manual section codes (chapters), titles, and policy codes.

**EXHIBIT 2-4  
CLARKE COUNTY PUBLIC SCHOOLS  
ORGANIZATION OF POLICY MANUAL**

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

Source: Clarke County School Board Policy Manual, 2006.

## **RECOMMENDATION**

### **Recommendation 2-3:**

**Establish a school board policy review process that reviews each policy at least once every five years.**

Having up-to-date policies will reduce the risk that there are out of compliance policies or unintended omissions in existing policies. This will keep the division more current in its guiding policy document, and, to the extent that board members and administrators review the policy document, they will be more familiar with the document itself. Policies that are reviewed should reflect the date of review at the bottom of the policy.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The policy manual has not been placed on the Clarke County Public Schools Web site although some elements (e.g. employee handbook, student handbook, etc.) are posted on the site. Whenever new or revised policies are developed, the division faces the publication and distribution of multiple hard or paper copies of the revisions to all policy manual holders. This practice provides the risk of having multiple authoritative sources for CCPS policies. Having the policy manual on the Web site prevents the kind of inconsistencies and errors that occur when hard copy policy manuals are not updated regularly.

## **RECOMMENDATION**

### **Recommendation 2-4:**

**Publish the School Board Policy Manual on the CCPS Web site.**

The clerk of the school board, in cooperation with the Director of Technology, should oversee the publishing and updating process for the school division Web site. As a result of the implementation of this recommendation, patrons and school personnel will have access to updated and timely school board policies. Better communications and improved trust can be some of the expected outcomes.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **2.3 Legal Services**

Throughout the United States, school divisions procure legal services either through in-house counsel, with the use of outside counsel for situations requiring additional expertise, or exclusively from outside firms or attorneys. In the latter situation, some

school divisions, particularly those in urban areas, can secure the services of a single, large, diversified firm, while other divisions must depend on more than one firm. Fees for services vary greatly, depending on the locale and the specialization required.

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

## **FINDING**

To date, the division has not conducted a comprehensive evaluation of its legal services.

CCPS has incurred less than \$156,000 in legal costs from July 1, 2003, to March 15, 2006. Legal services for CCPS staff and the school board are provided by several firms including (1) Timberlake, Smith, Thomas & Moses, (2) Reed Smith, and (3) Wharton, Aldhizer & Weaver, among others. Based on interview with division administration, most of the expenses have been incurred because of land issues and legal issues with the County. The superintendent reports that contentiousness of the facility issues require some Facility Committee meetings to be transcribed. Exhibit 2-5 details the legal expenses to date.

### **EXHIBIT 2-5 CLARKE COUNTY PUBLIC SCHOOLS LEGAL EXPENSES HISTORY**

<b>FISCAL YEAR</b>	<b>AMOUNT</b>
2004	\$ 23,826
2005	\$ 85,316
2006 (to date)	\$ 47,441
<b>TOTAL</b>	<b>\$ 156,583</b>

Source: Clarke County Public Schools,  
Superintendent's Office, 2006.

## **RECOMMENDATION**

### **Recommendation 2-5:**

**Conduct a comprehensive evaluation of all legal services on a regular basis.**

The implementation of this recommendation should result in a comprehensive review of legal services including expenses, comparisons with other school systems, and assessment of both in-house and contracted services, and client satisfaction. In addition, the review should include an examination of internal procedures used to authorize access to services by personnel of the school system. A comprehensive review should be conducted at least every three years.



## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **2.4 Organization and Management**

The effective organization and management of a large organization is typically composed of the executive and management functions incorporated into a division organization. Each division contains a series of functional areas determined by its mission and related goals. The successful, contemporary organization has, among its essential characteristics, the capacity to alter its structure to meet changing client requirements. The more the existent culture of the organization restricts this response, the less likely it is that the organization will meet client requirements and, as a result, experience success.

This section reviews the Clarke County Public Schools' organization, decision-making, management, planning and accountability, internal and external communications, and school organization and management.

#### **2.4.1 Division Organization**

CCPS executive and administrative functions are managed through a division that is organized into line and staff relationships that define official spans of authority and communication channels. School divisions are typically pyramidal organizations with clear lines of authority leading from the school board and its Chief Executive Officer (superintendent) down through the divisions, departments, and schools.

The organizational chart of the school division is developed to graphically depict this scheme. Large school divisions may have multiple layers within the organization (e.g., superintendent to deputy to assistant superintendents to directors to coordinators and supervisors to managers and specialists and on to school levels—perhaps as many as four to eight authority layers). These layers create special challenges related to ensuring effective and efficient communication of information and decisions through the division and to its public. The reduction in layers requires the division to address issues related to span of control.

CCPS conducts its operations with approximately the same number of administrators as the average of those in the comparison divisions. With a student enrollment of 2,161 in school year 2003-04, CCPS operated the division with 6.3 administrators and 343 students per administrator. This was within 13 students per administrator of the average for the nine comparison divisions with 2,857 students, 7.6 administrators, and 356 students per administrator. Exhibit 2-6 details the comparative data on administrative ratios.

**EXHIBIT 2-6  
ADMINISTRATION RATIOS FOR  
PEER SCHOOL DIVISIONS  
2003-04 SCHOOL YEAR**

<b>SCHOOL DIVISION</b>	<b>STUDENT ENROLLMENT</b>	<b>ADMINISTRATORS</b>	<b>STUDENTS PER ADMINISTRATOR</b>
<b>Clarke County</b>	<b>2,161</b>	<b>6.3</b>	<b>343</b>
Madison County	1,844	7.0	263
Northumberland Co.	1,477	6.0	246
Rappahannock Co.	1,012	6.0	169
Bath County	783	6.0	131
Goochland County	2,115	6.0	353
Falls Church City	1,898	10.2	186
Winchester City	3,678	12.5	294
Fauquier County	10,742	8.8	1,221
<b>Division Average</b>	<b>2,857</b>	<b>7.6</b>	<b>356</b>

Source: 2003-04 Superintendent's Annual Report for Virginia, VA Department of Education, Web site, 2006.

**FINDING**

The school board and the superintendent hold annual retreats to study ongoing issues. The retreats and administrative committee work represent a major and important initiative to ensure stable school board and superintendent relations. These ongoing activities include efforts to:

- continue to build a unified vision for the education of CCPS students;
- develop guidelines to support strategic plans; and
- seek adequate resources and ensure that those resources are directed to identified needs.

Additionally, they serve to provide a foundation upon which to build sound problem-solving and planning initiatives.

**COMMENDATION**

**CCPS is commended for establishing processes designed to ensure an effective relationship between the board and superintendent and unify efforts to improve the Clarke County Public Schools.**

**FINDING**

The Strategic Plan of the Clarke County Public Schools is a working document that guides decision-making in the schools, but the plan does not reflect some of the major

challenges faced by the school division. Interviews with staff indicated that dealing with facility issues and the deteriorated relations with the County Board of Supervisors are two key challenges facing the division. However, neither of these issues is reflected in the Strategic Plan. Exhibit 2-7 shows CCPS' three strategic goals.

To effectively address key issues, the issues must be systematically addressed in the division's strategic plan. When all major issues are addressed in the strategic planning efforts, the school systems is more likely to have a well-defined identification of the problems to be solved, a positive approach to reach the goals through coordinated activities, and indicators of success along the way.

**EXHIBIT 2-7  
CLARKE COUNTY PUBLIC SCHOOLS  
STRATEGIC PLAN**

<b>GOAL #</b>	<b>STRATEGIC PLAN GOALS</b>
1	All students will be prepared to complete the requirements for an advance study diploma.
2	All students will be on grade level.
3	All students will be engaged in activities which support character development and citizenship.

Source: Clarke County Public Schools, Strategic Plan, 2006.

**RECOMMENDATION**

**Recommendation 2-6:**

**Include strategic goals for facility planning and interagency relations in the division's strategic plan.**

As a result of including all major goals for the division, it will be more likely to have a well-defined identification of the problems to be solved, a positive approach to reach the goals through coordinated activities, and indicators of success along the way. This will increase the likelihood of success.

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

The role of Director of Administrative Services for the Clarke County Public Schools needs to be elevated to the assistant superintendent level. Currently, the Director of Administrative Services interacts closely with the superintendent and the assistant superintendent. Other directors on the organizational chart often come to the Director of

Administrative Services for guidance and coordination of their services even when they report directly to the superintendent.

**RECOMMENDATION**

**Recommendation 2-7:**

**Redefine the role of Director of Administrative Services as the Assistant Superintendent for Administrative Services to include responsibility for human resources, finance, business, maintenance, and transportation departments.**

By redefining the Director of Administrative Services as an Assistant Superintendent position, the various jobs in human resources, maintenance, business, and finance can be more effectively coordinated and managed. The higher level position that answers directly to the superintendent will also allow more efficient decision-making within the administrative and support areas, as every decision will not have to be taken to the superintendent (see Recommendation 2-9).

**FISCAL IMPACT**

The change in role for the Director of Administrative Services to an assistant superintendent is estimated to cost an additional \$6,850. This amount is calculated by adding the estimated difference between the two existing positions (\$5,000) plus benefits at 37 percent (\$1,850).

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Redefine the Role of the Director of Administrative Services	(\$6,850)	(\$6,850)	(\$6,850)	(\$6,850)	(\$6,850)

**FINDING**

The superintendent has too many subordinates directly reporting to her. The current superintendent, Dr. Eleanor Smalley, was selected as interim superintendent in August 1996 then named superintendent in January 1997. She was issued a 4-year contract in 1997 that was subsequently renewed in 2001 and again in 2005. The current contract extends through 2008. As reported in this section, CCPS, through its superintendent, has developed a relatively traditional organizational structure. There are three primary layers of authority—superintendent, assistant superintendent, and directors. There is a direct line of authority between the building principals and the superintendent.

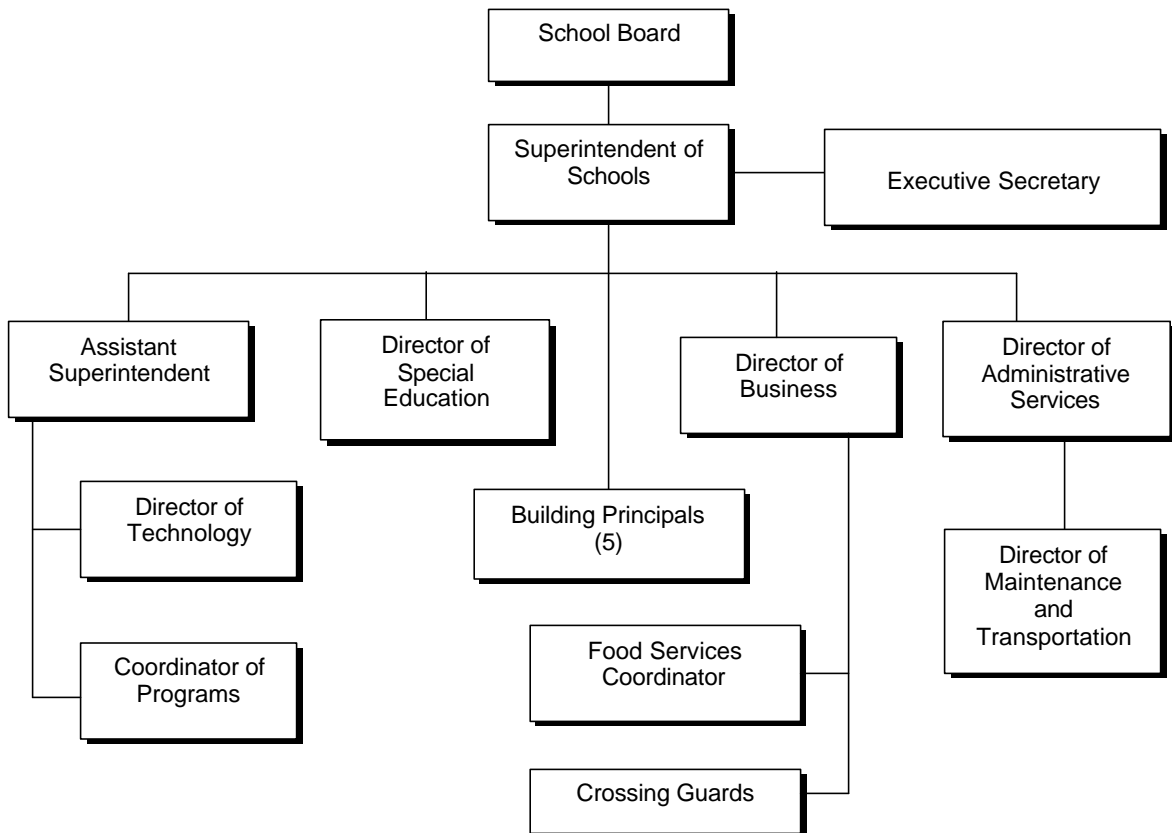
Exhibit 2-8 shows the following information:

- the superintendent has 11 direct reports, including the assistant superintendent, and four directors (The job description of the Director of Maintenance says he reports to the superintendent, but the organization chart differs. This is addressed in Chapter 7, Facilities Use and Management.), one executive secretary, and five building principals;

- public relations/grants development, safety, staff legal, information technology, and planning and evaluation services/functions fall within the superintendent's office through direct reports;
- instructional support, curriculum services, instructional technology, assessment, professional development, and other related areas fall under the Assistant Superintendent for Instruction assisted by additional directors; and
- the Director of Administrative Services is responsible for human resources, maintenance, and transportation services .

Because of the work that necessarily occurs with the school board and community, the superintendent needs to have fewer subordinates that directly report to her. This will enable her to clearly focus on the three major goal areas: school board, curriculum and instruction, and administration. Exhibit 2-8 details the present organizational chart.

**EXHIBIT 2-8  
CLARKE COUNTY PUBLIC SCHOOLS  
CURRENT ORGANIZATIONAL CHART**



Source: Clarke County Public Schools, 2006.

**RECOMMENDATION**

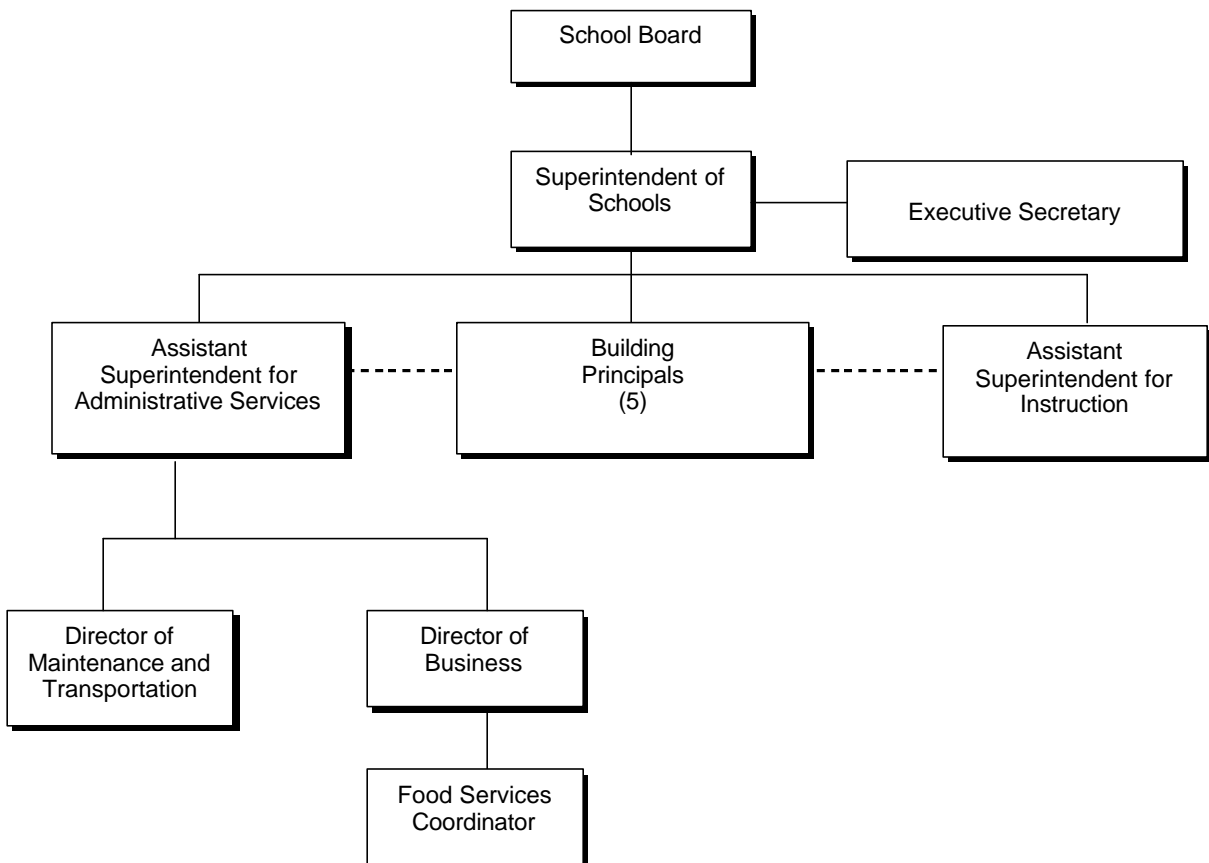
**Recommendation 2-8:**

**Reorganize the administration of the division office to reduce the number of direct reports to the superintendent of schools.**

The director of business should report to the recommended assistant superintendent for administrative services. The director of special education should report directly to the assistant superintendent. This will reduce the number of direct reports to eight. By having fewer subordinates that report directly to her, the superintendent should be able to focus on the three major responsibilities of school board, curriculum and instruction, and administration. With a school board chair, an assistant superintendent for instruction, and an assistant superintendent for administrative services, the superintendent should have adequate support while still maintaining direct contact with building principals.

Exhibit 2-9 details the proposed organizational chart. (Recommendations for changes to the positions of director of special education and the director of business are addressed in other chapters.)

**EXHIBIT 2-9  
CLARKE COUNTY PUBLIC SCHOOLS  
PROPOSED ORGANIZATIONAL CHART**



Source: Created by MGT of America, 2006.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **2.4.2 Decision Making and Management**

Within the heart of an organization resides its life providers—the decision-making and management processes. Richard Beckhard, in *The Organization of the Future*, profiles the healthy organization and notes, as was indicated in an earlier part of this chapter, that it:

- has a strong sensing division for receiving current information on all parts of the division and their interactions (division dynamics thinking);
- operates in a “form follows function” mode—work determines the structures and mechanisms to do it and, consequently, it uses multiple structures (formal pyramidal structures, horizontal structures and teams, project structures, and temporary structures (as when managing a major change);
- has a management division that is information driven, and information is shared across functions and organization levels;
- encourages and allows decisions to be made at the level closest to the customer, where all the necessary information is available;
- communicates relatively openly throughout the division;
- operates in a learning modes and identifying learning points is part of the process of all decision making;
- makes explicit recognition for innovation and creativity, and has a high tolerance for different styles of thinking and for ambiguity; and
- is generally managed with and guided by a strong executive officer employing a variety of work groups composed of individuals possessing appropriate skills and complementary traits.

## **FINDING**

The superintendent has developed a subcommittee structure that enables staff to study issues that commonly come before the division. By meeting in smaller study groups, the administration is able to delve deeply into issues that are critical to the mission of CCPS and thus make more informed decisions and recommendations to the school board. The subcommittees meet on a regular schedule. The superintendent attends each of these meetings.

Exhibit 2-10 details the sub-committees and their meeting schedule.

**EXHIBIT 2-10  
CLARKE COUNTY PUBLIC SCHOOLS  
ADMINISTRATIVE SUBCOMMITTEES**

<b>SUPERINTENDENT'S SUB-COMMITTEE</b>	<b>MEETING SCHEDULE</b>
Superintendent Advisory Committee	Monthly
Superintendent's Parent Advisory Committee	Bi-monthly
Superintendent's Student Advisory Committee	Bi-monthly
Administrative Staff	Every Thursday at 10:00 a.m.

Source: Clarke County Public Schools, Superintendent's Office, 2006.

**COMMENDATION**

**The superintendent is commended for establishing a subcommittee structure that provides ongoing study and analysis of critical issues facing the Clarke County Public Schools.**

**FINDING**

Currently, the agenda and minutes for the weekly administrative team meetings are not provided to the team before and after the meetings. Decisions resulting from activity between the superintendent and the administrative team are not communicated to affected administrators. The need for standardized channels for dissemination of important information and decisions on a timely basis need to be developed and refined to ensure efficient and effective communications.

Due to the nature of the administrative team's activity, the creation and wide distribution of detailed minutes is unpractical; however, there is a need to summarize important information and decisions and ensure that they are reported to personnel in a manner that will minimize misunderstandings and promote a sense of open communications.

**RECOMMENDATION**

**Recommendation 2-9:**

**Provide an agenda for the coming meeting and summary information from the last meeting to the administrative team prior to the weekly team meeting.**

By having an agenda for the coming meeting and summary information from the prior meeting, administrative team members will be able to more effectively participated in team leadership activities. Communication errors can be reduced. Continuity for those individuals who are unable to attend meetings will be improved, too.

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.



### **2.4.3 Public Information**

Effective internal and external communications are a key aspect of developing and maintaining organizations that succeed in realizing essential goals and objectives. The underlying key, as always, is fundamentally sound communications. The modern organization, having emerged into an age of producing results tailored to the individual client, must engage in effective communications to all stakeholders and, furthermore, produce needed responses in a timely fashion.

#### **FINDING**

The working relationship between the Clarke County Public Schools and the Clarke County Board of Supervisors is in disrepair. Some members of the MGT team who have been professionally involved in school-agency relations for over 35 years commented that they had never seen such hostility, acrimony, and ill will between two elected boards. Nearly every person interviewed by MGT, both internally and externally, initiated some discussion of the problems between the two groups. Most described the situation as unfortunate and unwanted. They often described feeling like they were “in the middle of a war”.

A number of staff and community patrons expressed sadness about the polarization of the community’s elected leaders. Characterizations attributed to the leaders on both of these boards by several school personnel and community patrons could best be characterized as “personal,” “caustic,” “blaming,” and “unprofessional.” Even some of the elected officials interviewed described their fellow elected officials’ comments as “cutting.”

The current conditions do not appear to have arisen recently. Many of those interviewed were able to recite a long history of affronts, injuries, and injustices attributed to the other “side.” Accusations about long-time favors and conflicts of interests were not uncommon. At the public forum conducted by MGT, patrons from both groups provided MGT volumes of information purportedly showing that the “other side” was wrong. For six weeks after the on-site visit by MGT, advocates for one board or the other continued to send MGT “evidence” that their position on the controversial issues were correct and the other side was wrong.

Because the Laws of Virginia require it, the School Division and the County will continue to be bound financially. If the school and community are to prosper together, the interactions between the two must be characterized by maturity, good faith, collaboration, trust, and openness.

#### **RECOMMENDATION**

##### **Recommendation 2-10:**

**Seek a professional mediator to mediate the differences between the school board and the County Board of Supervisors.**

When both the school board and the County Board of Supervisors commit to a conflict resolution process through mediation, the problems they face can be solved through

commitment, compromise, and collaboration. The tension and animosity in the community they both serve will diminish and a problem-solving process can be established that will serve both groups in the future. To the extent that individuals may choose not to participate in the mediation process, they will be marginalized by the majority—those with a greater view of leadership.

**FISCAL IMPACT**

This fiscal impact of the recommendation is estimated to be \$5,000. This amount is an estimate of \$4,000 for mediation fees and \$1,000 in travel and other direct costs related to the mediation effort.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Hire a Mediator to Mediate Differences Between the Two Boards	(\$5,000)	\$0	\$0	\$0	\$0

### **3.0 PERSONNEL AND HUMAN RESOURCES**

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### **3.0 PERSONNEL AND HUMAN RESOURCES**

The Clarke County Public School's (CCPS) management of personnel and human resources is reviewed in this chapter. The chapter is divided into the following six sections:

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

#### **CHAPTER SUMMARY**

The delivery of personnel services to the 336 employees of Clarke County Public Schools is administered under the Department of Administrative Services. The human resources function of the department has successfully hired highly qualified teachers. Teacher vacancies have been filled with a fair amount of ease as compared to other school divisions throughout the country who are facing a teacher shortage. The 12 percent increase this school year in beginning teacher salaries has benefited the division, making it more competitive with neighboring divisions and with other school divisions of similar size.

Other areas in the realm of human resources worthy of note are the on-going work of the Minority Advisory Committee, the orientation of substitutes, and the recently purchased automated substitute teacher calling system and professional development tracking system.

Some areas in the management of personnel services that are in need of revision/expansion include:

- personnel management system;
- well-developed job descriptions;
- detailed personnel procedures;
- lack of salary scales/schedules for administrators;
- staff evaluations, appraisal instruments, and accompanying processes; and
- coordination and delivery of professional development to staff.

### **3.1 Organization and Management**

The Department of Administrative Services is responsible for planning, implementing, and maintaining a sound system of personnel and human resources management that complies with the Commonwealth of Virginia laws and is consistent with Clarke County Public Schools' mission and policies.

#### **FINDING**

The Department of Administrative Services is minimally staffed. The human resources function of this department includes such responsibilities as:

- hiring of employees;
- recruitment of teachers;
- licensing and re-licensing of staff;
- employee benefits and compensation;
- new employee orientation;
- employee handbooks;
- employee relations and grievance procedures; and
- substitutes.

Responsibilities of the director of the Department of Administrative Services include:

- directing, supervising, and evaluating programs such as attendance, student services, security, school-community relations, transportation, and maintenance;
- establishing and maintaining effective public relations programs designed to promote understanding and support for the division's mission;
- serving as a liaison between school division and other governmental agencies and as a contact person with the court system;
- coordinating and assisting the instructional program for the division's alternative learning programs;
- directing the mandatory placement process for students assigned to the alternative schools for disciplinary reasons;
- formulating and supervising implementation of the Student Code of Conduct;
- serving as the school division's hearing officer for all discipline matters and directing the mandatory placement; and
- serving as the division's emergency control officer, developing procedures and protocols to deal with emergencies, and maintaining an emergency management plan.

A personnel secretary assists the director of administrative services.

Exhibit 3-1 shows CCPS personnel staffing in comparison to four other school divisions similar in size.

**EXHIBIT 3-1  
COMPARISON OF HUMAN RESOURCES OFFICES  
WITH FOUR PEER DIVISIONS**

SCHOOL DIVISION	STUDENTS	EMPLOYEES	HUMAN RESOURCES STAFF	RATIO OF DIVISION EMPLOYEES TO HR STAFF	ADMINISTRATIVE PLACEMENT OF HUMAN RESOURCES DEPARTMENT	TITLE OF HUMAN RESOURCES ADMINISTRATOR
Clarke County Public Schools	2,174	336	2.0	168.0	Dept. of Administrative Services	Director
Falls Church City Public Schools	1,893	405	3.0	135.0	Dept. of Human Resources	Director
Goochland County Public Schools	2,275	394	2.0	197.0	Dept. of C & I, Personnel, Testing and Assessment	Assistant Superintendent
Madison County Public Schools	1,845	302	3.0	100.7	Office of HR and Vocational Programs	Supervisor
Northumberland County Public Schools	1,436	258	3.0	86.0	Office of C & I and Human Resources	Assistant Superintendent
<b>Average</b>	<b>1,925</b>	<b>339</b>	<b>2.6</b>	<b>137.3</b>		

Sources: Student figures for Clarke County are from a data report on the Virginia's Department of Education web site. All other figures are from Clarke County Public Schools, Falls Church City Public Schools, Goochland County Public Schools, Madison County Public Schools, and Northumberland County Public Schools.

As shown, two of the largest divisions in student size, Clarke and Goochland County (2,174 and 2,275, respectively), with approximately the same number of employees are both headed by administrators who assume responsibilities other than only personnel services. These two divisions have a staff of two; however, Northumberland County with the lowest student enrollment of the five divisions, is headed by an assistant superintendent with responsibilities for curriculum and instruction as well as personnel services and has three staff members to assist. Falls Church and Madison County, each with approximately the same student enrollment, have three staff members with stand-alone human resources departments. Falls Church has 33 percent more employees than Madison County. Clarke County has the second highest ratio of employees to human resources staff – 168:1, with Goochland County having the most at 197:1.

Several areas such as well-developed job descriptions, salary scales, personnel procedures, staff evaluations could receive ongoing revisions/expansions given additional staff.

**RECOMMENDATION**

**Recommendation 3-1:**

**Hire a coordinator to provide assistance in providing and carrying out responsibilities for the effective management of personnel and human resources services.**

In Chapter 2 of this report, *Division Administration*, MGT recommends that the director of administrative services assume the position of assistant superintendent of administrative services. This new position will require the oversight of additional functions within the division. In addition to oversight of human resources services and the current service areas, this position will oversee finance, business, maintenance, and transportation. MGT recommends that a coordinator be hired to supervise the delivery of personnel services.

The coordinator should be responsible for oversight of job descriptions, personnel records, certification issues, personnel procedures, employee handbook, applicant and hire processes, coordination of new employee induction and orientation, evaluation tracking, personnel forms, report development, and other personnel functions as assigned by the recommended assistant superintendent of administrative services. The person selected for the position should have some experience in human resources and have at least a bachelor's degree, preferably a master's.

A job description should be developed for the position, the position posted by September 2006, and a person hired no later than January 2007.

**FISCAL IMPACT**

Since CCPS does not maintain an administrator salary schedule, the consultant reviewed administrative positions and chose a salary of \$50,000 within a range of \$45,000 to \$60,000. To hire a coordinator would fiscally impact the division \$68,500 to \$50,000 base salary with \$18,500 (37 percent) added for benefits.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Hire a Coordinator of Human Resources	(\$68,500)	(\$68,500)	(\$68,500)	(\$68,500)	(\$68,500)

**3.2 Policies, Procedures, and Personnel Records**

The Clarke County School Board Policy Manual, *Section Eight: Personnel*, guides the delivery of personnel services to employees of Clarke County Public Schools. The personnel section of the policy manual sets forth policies governing personnel functions that include the employment of staff, certification of instructional staff, professional growth and development, compensation and benefits, personnel records, evaluations of staff, retirement, transfers, staff evaluations, leave, retirement, and substitutes. The school division's equal employment opportunity statement, harassment, substance, child abuse policies, grievance issues, and educational assistance plans are also included.

The department of administrative services is responsible for maintaining and protecting the confidentiality of personnel records for the school division. Board policy (*Section 8-12: Personnel Records*) states that personnel records will be maintained on all current employees and that:

*A personnel file will be accurately maintained in the central administrative office for each present and former employee. These files will contain applications for employment, references; and records*

*relative to compensation, payroll deductions, evaluations, and such other matters as may be considered pertinent to the purposes of this policy as cited above.*

## **FINDING**

A personnel procedural manual to guide and direct staff in the delivery of personnel services is not available in the division. The division does not maintain a manual that describes operations that staff and employees are to follow. Personnel department staff currently uses multiple checklists to guide and direct the delivery of services.

CCPS is a small division with staff who are seasoned employees and have abundant knowledge of personnel functions that enables them to train others; however, with the possibility of new staff coming aboard as current personnel retire or leave the division, a quick reference guide would be advantageous in training new staff. The recent hiring of a personnel secretary is a good example of the benefit of a manual with detailed procedures for carrying out personnel functions. This employee, who has served as the central office receptionist for several months, has had limited experience with personnel issues. Now that the employee is moving into personnel, a procedural manual would be beneficial.

A procedural manual helps to interpret policies by providing detailed processes to follow in carrying out services to CCPS employees. A procedural manual also allows staff to search quickly and find a procedure or process needing clarification. The time to train new or temporary employees is reduced considerably if procedures are written and can be referenced.

## **RECOMMENDATION**

### **Recommendation 3-2:**

**Develop a comprehensive personnel operations or procedural manual for Clarke County Public Schools staff.**

A personnel/human resources procedural manual should include the following items:

- the office's purpose, vision, and goals;
- a list of CCPS personnel policies;
- detailed, step-by-step descriptions of each process and procedure used in the delivery of various human resources services;
- copies of all forms and computer screens used in the process; and
- guidelines for updating the manual.

The manual should also include measures for allowing staff members to assess the division's personnel procedures and processes. An assessment instrument would provide invaluable insight into the department's processes, and identify ways to clarify



and improve personnel services. The development of a procedural manual that standardizes personnel practices will help detect inefficiencies within the office and have the residual benefit of compelling staff to review present practices carefully.

The proposed assistant superintendent for administrative services, the recommended personnel coordinator, and the newly selected personnel secretary should begin development of the procedural manual beginning July 2006.

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources, but will require approximately eight hours of staff time to develop the procedural manual.

### **FINDING**

Clarke County Public Schools does not have ready access to an electronic personnel record system that allows employee personnel data be contained in one electronic record. The Clarke County Finance Department maintains electronic employee records for each CCPS employee; however, the division does not have access to those records electronically.

The division also does not maintain an electronic personnel record of division employees at the central office. At the beginning of the school year, the division was attempting to create an Access database with such information and data about each employee; however, nothing further has been accomplished in developing such a database. All that is available is an Excel spreadsheet listing all employees with addresses and phone numbers and a hard copy personnel file folder for each employee, maintained in central office filing cabinets.

The personnel file folders contain basic documentation, such as:

- service records;
- applications;
- resumes;
- transcripts;
- references ;
- position appointment and reappointment documentation;
- contracts/agreements;
- correspondence and some personnel forms;
- evidence of professional/staff development completion;
- licenses;
- certification and re-certification documentation; and
- evaluations (in a few files).

Employee (mainly teachers) evaluations are maintained at the school level. Although policy dictates that evaluations (to be discussed later in the chapter) as well as documentation of compensation and payroll deductions are to be maintained in an employee's file folder, none were seen when MGT reviewed the files. Payroll deductions, benefit documentation, and personnel forms affecting salary are maintained in the

county's department of finance record storage system. Thus, not all employee personnel documentation is maintained at the division's central office.

The county's department of finance maintains payroll and financial data on a governmental electronic system called Xpert by RDA, which was installed in 1991 and updated six years ago. The system contains modules which can allow for on-line application submittals and a human resources personnel record management system. CCPS does not have access to these modules currently because security measures have not been taken to safe guard access to any employee's electronic record.

## **RECOMMENDATION**

### **Recommendation 3-3:**

**Initiate steps to purchase the Clarke County's application and personnel management modules on the Xpert system.**

CCPS should begin the process to obtain the two modules that reside on the county's Xpert financial system.

At present, staff time and effort is taken to record basic information provided in applications received (applications are not scanned) into a computer file and then to submit hard copies to principals when vacancies occur.

School systems that have the capability to receive applications electronically find that:

- staff time and effort are saved when they no longer need to file and maintain countless applications;
- the need for filing cabinet space is decreased;
- overall paperwork is reduced;
- staff no longer need to make copies of applications to send to principals;
- applications can be purged easily at the end of the year;
- principals save time and energy as applications can be reviewed on-line; and
- application information and data on a new employee can automatically be downloaded into human resource's employee management system.

An automated personnel management system maintains all personnel data on one record which includes personal information and information on certification, benefits, and payroll. Many such systems allow the data on applications to be brought over into the new hire's personnel record. Many other school systems throughout the country, including York County School Division, have such a system in place. Having access to

this electronic information is a best practice and one that CCPS should seriously consider as the division student enrollment increases and more staff is hired.

**FISCAL IMPACT**

According to the Clarke County Department of Finance, the Xpert system contains modules for on-line application processes and a human resources personnel management system. According to the county's finance department staff, to purchase each module would cost CCPS anywhere from \$2,000 to \$4,000. For the purpose of fiscal impact to this recommendation a mid-point cost of \$3,000 is used. Security issues between the two entities must be resolved first.

After implementing the two modules, these expenses should be offset with a decrease in employee time expenses through the increased efficiency in the department.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Purchase Modules for On-Line Applications and a Personnel Management System	(\$6,000)	\$0	\$0	\$0	\$0

**3.3 Job Descriptions**

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

Clarke County Public Schools has over 40 job positions. Written job descriptions for these positions enumerate the tasks that are typical for the scope of work to be performed by the employee in that position.

**FINDING**

CCPS does not maintain well-developed, effectively maintained, current job descriptions. From the job descriptions that were provided to the consultant, a list of positions in the division was created. Exhibit 3-2 provides a list of positions that currently have job descriptions on file.

**EXHIBIT 3-2  
CLARKE COUNTY PUBLIC SCHOOLS  
DIVISION JOB POSITIONS**

Administrative Secretary Assistant Director of Technology Assistant Superintendent Bus Driver Business Personnel Administrator Cafeteria Bookkeeper Car Driver - Special Education Chapter 1 Aide Clerical Aide Clerk of the School Board Coordinator/Administrator of Alternative Education Custodian Data Entry/Payroll Clerk Director Instructional Services Director of Finance Director of Instruction Director of Special Services and Related Services Director of Technology Educational Diagnostician Executive Secretary Family Service Worker General Maintenance Guidance Secretary	Instructional Assistant Instructional Technology Teacher Instructional Technology Resource Teacher Maintenance Assistant Maintenance Mechanic Personnel Secretary Principal - Elementary Receptionist/Secretary School Bookkeeper School bus Attendants School Bus Drive - Vocational Education School Nurse School Psychologist School Secretary School Social Worker Special Service/Pupil Personnel Secretary Superintendent Supervisor of Maintenance/Transportation/Operation Systems Technician Technology Department Office Manager Transportation/Maintenance Assistant Visiting Teacher
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Source: Clarke County Public Schools – Job Descriptions, 2006.

A review of these job descriptions revealed many inconsistencies and missing information. Exhibit 3-3 provides an overview.

**EXHIBIT 3-3  
OVERVIEW OF JOB DESCRIPTIONS**

REVIEW ITEM	COMMENT & EXAMPLE
Indexing	An alphabetical index of all positions was missing from a binder of the division's job descriptions. The descriptions, however, were organized into the following sections: administrative, secretaries, instructional aides, maintenance/transportation, special services, and custodians.
Purging	Job descriptions of positions that no longer are being filled by staff have not been purged. In case, these positions are re-instituted, these files should be maintained separately.
Titles	Titles that are no longer used are not edited. For instance: the director of special services and related services is now director of pupil personnel services.

**EXHIBIT 3-3 (Continued)  
OVERVIEW OF JOB DESCRIPTIONS**

REVIEW ITEM	COMMENT & EXAMPLE
Missing Positions	<ul style="list-style-type: none"> <li>■ Job descriptions for teachers and principals of the high school and middle school are missing. Other positions within the division may also have missing job descriptions but a complete list of all positions was not available.</li> <li>■ Several job descriptions not found in the binder were later provided to the consultant and were inconsistent in format and content than those in the binder - systems technician, director of technology, assistant director of technology, technology department office manager, instructional technology teacher, instructional technology resource teacher, director of administrative services.</li> </ul>
Maintenance	Job descriptions are not maintained in one computer file for easy editing.
Missing Content	<ul style="list-style-type: none"> <li>■ Qualifications are missing for such positions as superintendent, administrative secretary, school secretary, personnel secretary, clerical aides, instructional assistant, principal, educational diagnostician, and custodian.</li> <li>■ Date developed, edited, revised</li> <li>■ No historical data such as who prepared the job description and how it was approved.</li> </ul>

Source: Review of job descriptions by MGT, 2006.

A significant piece of information missing from many job descriptions was the qualifications (education, experience, and skills) required for the job. The creation and revision dates of the job descriptions were also missing from all descriptions. The basic layout, structure, and performance responsibilities of the position were standardized to ensure consistency.

Compensation issues are linked to well-developed and meaningful job descriptions, which should be reviewed and updated at least every three years.

In an *Educational Services Review* conducted for CCPS in December of 1998 by the Virginia Association of School Superintendents, a recommendation was made to review and revise job descriptions and to develop a complete listing of all positions found within the division.

**RECOMMENDATION**

**Recommendation 3-4:**

**Update and edit all job descriptions and systematically review and update every three years.**

The qualifications for a job should be added to those job descriptions where qualifications are missing. All job descriptions should be reviewed, revised where necessary, and dated.

Job descriptions should be maintained in a binder with an index for easy identification and location. Indexing alphabetically or by broad employee categories is suggested. For those jobs that have been abolished or not currently filled, the job description should be maintained separately for record purposes.

Job descriptions developed for new positions should show a date when developed. Dated job descriptions are important for record keeping, noting when the job description was developed, edited, revised, or abolished.

A procedure should be established for reviewing and updating job descriptions on a three-year cycle; with one-third of the job descriptions reviewed each year. Exhibit 3-4 provides an example of an effective job description format containing all the necessary elements.

All employees should have a copy of their job description, and an added benefit would include posting job descriptions on the division's web site. Maintaining updated job descriptions should provide an effective tool for communicating expectations to current and prospective employees.

#### **FISCAL IMPACT**

This recommendation will incur staff time in reviewing, editing, and developing job descriptions. A time length of approximately three months to edit and revise job descriptions is estimated with a target date of January 2007 for completion.

**EXHIBIT 3-4  
ELEMENTS OF AN EFFECTIVE JOB DESCRIPTION**

<b>JOB DESCRIPTION CONTENT</b>
<b>Header:</b> <ul style="list-style-type: none"><li>■ Job Title:</li><li>■ School/Department</li><li>■ Reports to:</li><li>■ Supervisor's Superior</li><li>■ Supervises:</li><li>■ Pay Grade:</li><li>■ Job Code:</li><li>■ Overtime Status:</li></ul>
<b>Main Body:</b> <ul style="list-style-type: none"><li>■ Job Goal:</li><li>■ Qualifications:</li><li>■ Knowledge, Skills, and Abilities:</li><li>■ Performance Responsibilities: Essential Functions</li><li>■ Performance Responsibilities: Other Duties &amp; Responsibilities</li><li>■ Physical Demands: (from supplement) *</li><li>■ Work Environment: (from supplement) *</li><li>■ Terms of Employment:</li><li>■ Evaluation:</li></ul>
<b>Footer:</b> <ul style="list-style-type: none"><li>■ Date (developed, edited, or revised):</li><li>■ Board action if any:</li><li>■ Prepared by:</li><li>■ Approved by:</li><li>■ Work Location Name:</li><li>■ Telephone Number:</li><li>■ HRS Review (with date):</li></ul>

Source: Created by MGT, 2000.

\*A supplement to a job description describes the machines, tools, and equipment that may be required of the employee in the performance of the job. The physical requirements (sedentary, light, medium, heavy work) and activity (sitting, climbing, bending, twisting, reaching) are also described in the supplement as well as working conditions (such as outdoor, indoor, cold, heat, noise, and hazards).

**3.4 Employment of Personnel**

The Department of Administrative Services is responsible for maintaining an adequate workforce by ensuring that all available employee positions are filled. To maintain this workforce, the department ensures that personnel are recruited, hired, and processed to fill positions.

Exhibit 3-5 provides the number of employees in the division. As the exhibit shows:

- 16 staff are located in central office or in other division offices—eight of these staff are in administrative positions;
- 227 staff members are located in the schools (six administrators [five principals], 156 teachers, 44 instructional assistants, and 21 deans, guidance counselors, media specialists, nurses, and an NREP instructional assistant and ESL teacher); and
- 93 support staff are located in schools and other facilities (16 secretaries/clerical workers, 15 custodians, 28 bus drivers, 23 food service managers and 11 other support staff).

**EXHIBIT 3-5  
CLARKE COUNTY PUBLIC SCHOOLS  
EMPLOYEES**

DIVISION STAFF	TOTAL	DIVISION STAFF	TOTAL
<b>Administrative/Division Offices</b>		<b>Support</b>	
Superintendent	1	<b>Secretarial</b>	16
Assistant Superintendent	1	<b>Technology</b>	
Director <sup>1</sup>	5	Technician	1
Assistant Director (Technology)	1	<b>Food Services</b>	
Coordinator	1	Managers	4
Psychologists	2	Workers	19
Speech Therapists	2	<b>Maintenance</b>	
Visiting Teachers	1	Mechanics & Workers	4
Other <sup>2</sup>	2	Custodians	15
<b>School Based</b>		<b>Transportation</b>	
Principals/Administrators	6	Bus Drivers	28
Deans	5	Bus Aides	3
Guidance Counselors	5	Car Drivers	3
Media Specialists	5	<b>TOTALS</b>	<b>336</b>
Nurses	3		
Teachers	156		
Instructional Assistants	44		
Other <sup>3</sup>	3		

Source: Clarke County Finance Department, 2006.

<sup>1</sup> Includes Director of Technology and Maintenance/Transportation

<sup>2</sup> Includes NREP Instructional Assistant & ESL Teacher

<sup>3</sup> Includes Administrative Intern, Athletic Director, Family Support Worker



Exhibit 3-6 provides the teacher turnover rate in CCPS. The turnover rate of 11.5 percent is somewhat high; however, according to staff, CCPS has not experienced difficulty in recruiting teachers and are able to maintain a healthy teacher applicant pool. Teacher applications are received daily from candidates who have heard of CCPS educational mission, goals, and accomplishments and have the desire to teach here.

CCPS participates in the annual *Great Virginia Teach-In* that is sponsored by the Virginia Department of Education. In order to maximize recruiting exposure and minimize recruiting costs additional job fairs are attended depending upon anticipated hard-to-fill vacancies.

**EXHIBIT 3-6  
CLARKE COUNTY PUBLIC SCHOOLS  
TEACHER TURNOVER RATE  
2002-03 THROUGH 2004-05 SCHOOL YEARS**

YEAR	RESIGNATIONS	TERMINATIONS	RETIREMENTS	TOTAL	NUMBER OF TEACHERS	TURNOVER RATE
2003-04	17	0	0	17	161	10.6%
2004-05	9	0	2	11	164	6.7%
2005-06	16	0	3	19	165	11.5%

Source: Clarke County Public Schools, Department of Administrative Services, 2006.

Other recruitments efforts include:

- CCPS web site that lists vacancies and allows candidates to download an application;
- Teach in Virginia – on-line service to recruit individuals to teach in high-need subject areas for select public school divisions throughout the Commonwealth of Virginia and then candidates are given the opportunity to apply to several divisions at once;
- Teachers-Teachers – candidates access the site and create online resumes, which are then posted for schools across the country to view;
- E-mails and direct contact with local universities and colleges describing division upcoming needs;
- Posting vacancies throughout the division;
- CCPS Graduate Program Cohorts; and
- Web-based postings on specific university sites.

## **FINDING**

Over 14 years ago, CCPS established a Minority Advisory Committee to address minority concerns and diversity. The committee is functioning today, meeting on a regular basis to raise the awareness of minority concerns and to achieve the division goal of all students learning at high levels.

The division's belief and commitment to nondiscrimination is found in policy that no one will be discriminated against "in relation to race, color, sex, age, religion, disability, national origin, marital states or physical disability." The policy further states that:

*Staff shall establish and maintain an atmosphere in which students can develop attitudes and skills for effective, cooperative living including respect for the individual, cultural differences, economic, political, and social rights of others, and the right of others to seek and maintain their own identities. The board and staff shall promote good human relations by prohibiting discrimination in employment, assignment, and promotion of personnel; in location and use of facilities; in educational offerings and instructional materials.*

With this mission in mind, the Minority Advisory Committee has met bimonthly for the past three years to:

- raise student achievement levels among all minority students;
- increase efforts to recruit a diverse applicant pool;
- provide sensitivity training to staff; and
- work with new teachers on diversity issues.

The committee is currently working toward establishing school-based committees. Teachers, administrators, parents, students, and the community at-large serve on the Minority Advisory Committee.

## **COMMENDATION**

**Clarke County Public Schools is commended for its commitment to non-discrimination and diversity in the workplace, with its students, and in its schools.**

## **FINDING**

CCPS provides high-quality training to substitutes through its in-service orientation and *Substitute Teacher In-Service Handbook*. All substitutes are required to attend an orientation session before they are allowed to substitute in division schools. In addition to the training presented at the orientation, a handbook that provides valuable and detailed information to prepare substitutes before they enter the classroom is given to each attendee. Exhibit 3-7 provides a list of the many topics covered in the handbook and during in-service to enhance the substitute's effectiveness in the classroom.

**EXHIBIT 3-7  
LIST OF CONTENTS  
SUBSTITUTE TEACHER HANDBOOK**

- procedures – covering qualifications, hiring processes, fingerprinting, pay rates, evaluations, obligations, and facts about CCPS;
- the school and classroom – upon arrival, preparation, instructions, teacher mailbox, the lesson plan, attendance, releasing students, and the unexpected;
- support groups - student mentors, parent volunteers, and instructional assistants;
- emergencies – illnesses, medication, and accidents;
- end of day duties – providing a letter to teacher detailing the day, assigning homework, overseeing student duties to pick up papers, books, and trash, and getting students to school buses;
- guidelines specific to elementary, middle, and high school; and
- an index with tips for substitute teachers; a substitute check-list, criteria for evaluating disciplinary methods, and associated articles on performance indicators and substitute effectiveness.

Source: Clarke County School Division, *Substitute Teacher Instruction Hand Book*, 2005.

CCPS has purchased a substitute caller system, but has not launched it completely throughout the division. At the present, it is used in the middle school to assess its effectiveness and to work out problems before launching it in the other schools. This approach is used often by the division when new programs are adopted or purchased.

Substitutes are paid \$80 and teacher assistant substitutes \$65. A long-term substitute can earn \$175 a day. The division has approximately 70 substitutes on record.

## **COMMENDATION**

**Clarke County Public Schools is commended for the substitute in-service program and handbook.**

### **3.5 Employee Compensation**

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

CCPS has established salary scales/schedules for certified and classified employees. Exhibit 3-8 provides a brief overview of the four pay schedules maintained by the division—teachers, instructional assistants, secretaries, bus drivers, and custodians.

**EXHIBIT 3-8  
CLARKE COUNTY PUBLIC SCHOOLS  
SALARY SCALES  
2005-06**

EMPLOYEE SALARY SCHEDULE CATEGORY	YEARS EXPERIENCE	MINIMUM SALARY		MAXIMUM SALARY		NOTES
		ANNUAL	PER HOUR	ANNUAL	PER HOUR	
Teachers/Instructional Staff (Includes positions such as teachers, guidance counselors, media specialists, psychologists)	0-39	\$35,000.00		\$54,461.00		Add \$6,000 for master's degree. Based upon 200 day contract.
Instructional Assistants	0-15	\$11,182.00	\$8.15	\$14,212.00	\$10.35	Based on a 7.5 hour day, 183 day contract.
Secretaries <sup>1</sup>	10	\$15,000.00	\$8.33	\$20,000.00	\$11.11	Based upon 7.5 hour day, 240 day contract.
Bus Drivers	0-21	\$8,492.00	\$13.26	\$9,334.00	\$14.57	Based on a max of 3.5 hours daily, 183 days.
Custodians	0-10	\$15,360.00	\$8.00	\$18,048.00	\$9.40	Based on an 8 hour day, 240 day contract

Source: Clarke County Public Schools Salary Scales, 2006.

<sup>1</sup> Estimated annual salary

**FINDING**

CCPS raised salaries for beginning teachers with no experience from \$31,000 in 2004-05 to \$35,000 in 2005-06, an increase of 12.9 percent. The increase allowed CCPS to become more competitive with neighboring school divisions. Exhibit 3-9 shows minimum and maximum salaries for three neighboring school divisions. As shown in the exhibit, Clarke County has the second highest beginning salary and the highest maximum salary paid to teachers on the teacher scale of the comparison divisions.

**EXHIBIT 3-9  
SALARY COMPARISONS  
WITH NEIGHBORING SCHOOL DIVISIONS**

SCHOOL DIVISION	MINIMUM SALARY	SALARY RANK	MAXIMUM SALARY	SALARY RANK
Clarke County Public Schools	\$35,000	2	\$54,461	1
Falls Church City Public Schools	\$37,667	1	\$50,627	4
Goochland County Public Schools	\$35,000	2	\$54,009	2
Madison County Public Schools	\$34,600	3	\$49,932	5
Northumberland County Public Schools	\$31,780	4	\$50,813	3

Source: 2005-2006 Salary Schedules for Teachers, Virginia Education Association, Division of Finance, Research & Retirement Services, November 2005.

When comparing Clarke County beginning salaries to beginning salaries in divisions similar in size, student enrollment, and number of employees (Exhibit 3-10), Clarke ranks first in both beginning and maximum salary attainable on the salary scale.

**EXHIBIT 3-10  
SALARY COMPARISONS  
WITH SCHOOL DIVISIONS SIMILAR  
IN ENROLLMENT AND NUMBER OF EMPLOYEES**

SCHOOL DIVISION	MINIMUM SALARY	SALARY RANK	MAXIMUM SALARY	SALARY RANK
Clarke County Public Schools	\$35,000	1	\$54,461	1
Frederick County Public Schools	\$34,000	2	\$53,000	4
Warren County Public Schools	\$33,530	3	\$55,304	3
Winchester Public Schools	\$34,000	2	\$56,448	2

Source: *2005-2006 Salary Schedules for Teachers*, Virginia Education Association, Division of Finance, Research & Retirement Services, November 2005.

According to the Virginia Education Association publication, *2005-06 Salary Schedules for Teachers*, Clarke County ranks 26 in the state for beginning salaries.

With the increase in beginning teacher salaries came an across-the-board, four percent increase for all CCPS employees.

**COMMENDATION**

**Clarke County Public Schools is commended for substantially increasing salaries of beginning teachers to remain competitive in the market place and for providing a four percent increase for all division employees.**

**FINDING**

CCPS does not have a defined salary schedule for central office administrators, school administrators, or several other professional, certificated positions. The superintendent, assistant superintendent, and directors of administrative and business services review current salaries of administrators with like or similar job titles and then base the salary of the new hire on these salaries with qualifications and experience of the new hire taken into consideration. A recommendation is made to the board for approval. The division does not have in place any policies governing the amount of increases that can be given to administrators.

Salary schedules for visiting teachers, coordinators, speech pathologists, and deans are conducted in a similar fashion, but the salaries are based on the teacher salary schedule with the new hire's experience and qualifications taken into account. If such a practice is to be used as explained by staff, those positions should be noted on the teacher's salary scale and not arbitrarily made.

Unlike certified and support staff who have defined schedules, administrators are not bound by a set salary schedule. Without defined salary schedules, some employees may receive a higher percentage increase than others. A practice such as now applied creates a situation that can negatively affect the workplace environment.

## **RECOMMENDATION**

### **Recommendation 3-6:**

**Develop a salary schedule for central office and school administrators, and develop policies governing its implementation.**

The implementation of this recommendation will not only create equity among all school division employee groups, but will also assist the superintendent and the school board with planning and allocating administrative salary increases. Best practices dictate that pay rates and salary ranges for all employees are clearly stated in a salary schedule. An effective practice of a well-managed school includes a district manual that clearly outlines the methodology and guidelines for establishing salaries, salary schedules for all employees, supplementary pay schedules, and any other information pertinent to pay.

The superintendent and executive staff should develop a structured administrative salary schedule and manual, approved by the board, by January 2007. If the teacher salary is used for counselors, media specialists, nurses, visiting teachers, and coordinators, this should be noted in the salary schedule manual with explanations of how salaries are derived.

## **FISCAL IMPACT**

The initial development of the salary schedule will not create a cost to the school division. The implementation of a new salary schedule could create an additional cost to place all administrators on the schedule, but the cost of implementing an administrative salary schedule cannot be determined at this time since the plan has not yet been developed.

### **3.6 Licensing, Staff Evaluation, and Professional Development**

To attain and sustain a dynamic, effective, and quality school district workforce, several educational components must be in place. These include appropriate licensing of professional staff, a fair, equitable, and an accountable appraisal system to improve employees' performance, and a well-planned professional development program tied to the goals and objectives of the school division.

## **FINDING**

CCPS recently purchased *My Learning Plan*, a Web-based service for tracking and managing professional development activities.

The Virginia Department of Education requires teachers to earn 180 points attained through approved coursework or professional development activities to have their license renewed every five years. The tracking of points is a function of the central office. Teachers bring documentation of course work or activities to the central office where a staff member records the points into the teacher's computerized record. This staff member tracks each teacher as the teacher's license comes up for renewal and, if points are attained, sends approval to the state for re-certification and renewal of license. The staff

member maintains a hard copy list of licenses up for renewal. The hard copy enables staff to easily and quickly identify those teachers whose licenses are up for renewal. This paper process will no longer be needed with the fully implemented tracking system.

*My Learning Plan* will alleviate inputting individual teacher course work and professional development activities by a staff member. Teachers will have access to the program via the Web and track their own points, course work, and professional development activities. The system is designed to allow for the customization of on-line forms and workflow to enable the district to go almost paperless. The system will collect information automatically and route it through the division approval process. The system will allow automatic enrollment, required approval, catalog viewing options, credit types offered, and other such features.

### **COMMENDATION**

**Clarke County Public Schools is commended for availing themselves of a Web-based service for teachers to individually track and manage professional development activities and courses.**

### **FINDING**

CCPS lacks a well-defined evaluation process, procedures for carrying out that process, evaluation instruments for all employees (not just licensed but support employees as well), and a tracking system to ensure that employees are evaluated. *Section 8-28* of the division's "*Personnel Policies*" states that "*the administration annually shall evaluate teachers.*" Also in policy are guidelines for continuous evaluation of support personnel and its related importance.

Two documents were provided to MGT:

- *Teacher Performance Monitoring Process* (Revised September 1997)
- *Teacher Evaluation Procedure* (Draft revision: September 2005)

The *Teacher Performance Monitoring Process* contains three pages about the process, and the rest of the document contains evaluation forms – mostly not in use today. The other document is a series of evaluation instruments, but no procedures or processes are described. Since 1997, CCPS has used the *Teacher Performance Monitoring Process*. The evaluation instrument has been revised and currently, a draft revision from September 2005 is expected to be implemented in the fall of 2006 - titled *Teacher Evaluation Procedure*.

The process for evaluating teachers is decentralized, and copies of the evaluations are maintained at the school. No tracking is conducted to determine if an employee has been evaluated. Further, it is left up to the principals to determine what instruments will be in use. Unknown is exactly what instruments are used in each school. One principal reported that he uses many of the most recent appraisal instruments, but at the same time, develops others to meet the needs of his school. No oversight or coordination of the appraisal system is apparent.

While some offices and departments have developed instruments to evaluate “support staff,” the majority do not use an appraisal instrument. There was little documentation that support staff are evaluated annually since no tracking is conducted. Again, the belief is that evaluating support staff is up to the individual departments and offices. However, the consultant did find a few evaluations of support staff in some of the employee files that were reviewed, which verifies that some support staff evaluations have been conducted.

According to a survey conducted by MGT, 77 percent of CCPS administrators surveyed reported that “*personnel evaluation*” needs some to major improvement. Interestingly only 39 percent of teachers felt that “*personnel evaluation*” needed some to major improvement indicating they are less likely to see personnel evaluation as a major issue.

## **RECOMMENDATION**

### **Recommendation 3-7:**

**Revise and develop a comprehensive appraisal system with procedures, processes, and effective appraisal instruments for all employees (licensed and support staff), evaluate all division employees annually, and design a tracking system to ensure accountability.**

Since the division is ready to implement its *Teacher Evaluation Procedure* in the fall of 2006, this much of the recommendation will be implemented for licensed staff. However, a tracking system and other procedures might need to be developed to ensure that a process is in place for oversight of the evaluation process.

Appraisal instruments for support staff in the various departments should be developed and used consistently and annually in each department or office. Again, contacting other divisions for samples of their appraisals would provide the means for the departments to develop their own. MGT has visited very few school divisions that did not have in place appraisal instruments for clerical, food service workers, maintenance personnel, and transportation staff.

All appraisals should be tracked by central office, preferably by the human resources coordinator recommended earlier in the report. Central office should reinforce to supervisors (administrators, principals, or any staff member responsible for evaluating staff) the necessity and importance of conducting an annual appraisal of employees under their supervision. A memorandum to all supervisors should explain the process and timeline for submitting to central office. The human resources coordinator should track evaluations and notify the immediate supervisor if the evaluation has not been completed.

Supervisors should be held accountable for the annual evaluations of appropriate staff. A copy of the evaluation should be maintained in the employee’s file.

## **FISCAL IMPACT**

Developing appraisal instruments and procedures will take staff time. To have the appraisal system in place for use, several staff members should be appointed by the proposed assistant superintendent for administrative services to carry out this function



during the summer months so that processes, instruments, and tracking system are in place by October, 2006.

## **FINDING**

CCPS staff development activities are not coordinated, articulated, or focused, regardless of whether it is delivered to instructional, non-instructional, or classified staff. While CCPS considers professional development of its staff a high priority, the delivery of activities and programs is left mainly to the individual schools. The belief is that principals can best develop activities, workshops, and seminars that will align with school goals and school improvement initiatives.

Two weeks prior to students arriving for the start of the school year, new teachers (new to the profession or new to the division) are provided with a week of activities such as presentations on "tolerance," "child abuse training," "technology," "payroll," "literacy assessment workshop," and overviews of the division.

Following this week, all staff participates in a week of activities and staff development. Exhibit 3-11 shows the calendar of events held during these two weeks.

During the 2005-06 year, two additional days were spent during the school year with programs on classroom management, vocabulary, and reading. The two days scheduled for professional development for the current school year were left to the individual schools to plan activities for the day. For 2007-08, the department of instruction is moving in the direction of building more professional days into the calendar with a mixture of school-based and division-based programs.

Extensive training is provided to teachers of IB classes and is held during the summer months. Any workshops or seminars that teachers wish to attend during the school duty days must go through the principal and assistant superintendent for approval.

Little documentation was provided to MGT to illustrate the commitment that CCPS is making toward professional development. For instance, no indication was seen that:

- activities are evaluated by attendees;
- a needs assessment is conducted at the end of the school year;
- a professional development plan is in place to direct, guide, and focus efforts on providing staff development to all employees.

**EXHIBIT 3-11  
NEW TEACHER ORIENTATION WEEK  
STAFF DEVELOPMENT WEEK – AUGUST 2005**

UPDATED 3/15/2006

**August**

Mon	Tues	Wed	Thur	Fri
1	2	3	4	5
8	9	10 Administrative Retreat	11 Administrative Retreat	12
15 New Teacher Week Johnson-Williams Middle 9am Dr. Smalley 10:30am Principals 12pm Lunch in Cafeteria  <u>Work in Classrooms</u> 1 to 4pm	16 New Teacher Week Clarke County High School 9 to 10am Payroll Overview, Q & A 10 to 12am Low Ropes 12pm to 2pm Work in Classrooms  Clarke County High School 2 to 4pm Tolerance 4pm Reception	17 New Teacher Week <u>Work in Classrooms</u>	18 New Teacher Week Clarke County High School 9 to 12pm Technology 12pm Lunch on Your Own 1 to 2pm Child Abuse Training  <u>Work in Classrooms</u> 2 to 4pm	19 New Teacher Week <u>Work in Classrooms</u> Beryville Primary School 9 to 10am Literacy Assessment Workshop for New Teachers (ERI, QRI, MAP)
22 Opening Convocation  Work Site 9 to 11am Building level  Johnson-Williams Middle 11:45am to 1pm Lunch courtesy of Education Foundation  1pm Opening Convocation	23 Staff Development Victory Church 2870 Middle Road, Winchester, VA  Clarke-Winchester: Professional Learning Communities with Rick DuFour 8 to 9:45am Welcome & Opening Remarks • Building a Case for PLCs • Characteristics of PLCs • What is a Collaborative Culture? 10 to 12:00 The Team Learning Process; Time & Support for Student Learning 12 to 1:30pm Lunch NOT provided 1:30 to 3pm Keys to Effective Teams	24 Staff Development 8:00 to 9:00am Breakfast sponsored by Retired Teachers @ CCHS  9 to 11:30am Creating a Socratic Community K-3 @ JWMS Cafeteria  JASON 6-8 science teachers & grade 5 teachers @ JWMS 132  8:30am to 12:30pm CPR Training @ Primary 1:30 to 3:30 Diabetes Training @ JWMS 117	25 Teacher Workday Work Site  9 to 11:30am Divisionwide Special Education Meeting @ Annex 9 to 11:30am Divisionwide Counselors Meeting @ JWMS 9 to 10am ERI / QRI / MAP Workshop for Returning Teachers (optional) @ Primary 9 to 11am Librarians, Building Technicians (TRTs) @ CCHS Library  12:00 UVA Cohort Admin & Super. Intro. Meeting @ CCHS Library	26 Teacher Workday Work Site
29 1 <sup>st</sup> Day of School	30			

**CHANGE!!**

Clarke County Public Schools

**2005**

Source: Clarke County Public Schools, 2006.

**RECOMMENDATION**

**Recommendation 3-8:**

**Develop a comprehensive divisionwide staff development master plan.**

A master plan should be written to guide the division in providing staff development to all employees. The master plan should link the division's priorities for instructional improvement with the opportunities provided in staff development. The plan should include a mission statement, goals, initiatives, strategies, and provisions for directing and tying together the staff development activities of CCPS.

While it is noteworthy that principals can develop professional development that targets the needs of their staff, professional development that is school focused sometimes misses core issues that are important to all educators. An evaluation of the knowledge gained from various activities and the activities' impact on job performance and school improvement should be implemented.

The superintendent should appoint a staff development committee to create a staff development master plan. The committee should meet bimonthly for two months to establish a comprehensive plan that would include a mission statement, goals, objectives, and strategies for a needs assessment and evaluation procedures.

### **FISCAL IMPACT**

This recommendation can be accomplished with existing resources once a committee is established and fully operational.

### **FINDING**

CCPS provides a "Tuition Assistance Program" for all employees to support ongoing learning opportunities. A maximum of \$300 is reimbursed to the employee for each 3-credit hour graduate course and \$225 for each 3-credit undergraduate course. No reimbursement is provided for more than three courses a school year or \$900 for graduate courses and \$675 for an undergraduate course.

CCPS holds high expectations for its students and employees and has focused its attention on obtaining the best instructional environment possible. The reimbursement program is one example of how CCPS is providing such an environment.

### **COMMENDATION**

**Clarke County Public Schools is commended for establishing an "employee tuition reimbursement" program to support ongoing learning opportunities for CCPS staff.**

## **4.0 FINANCIAL MANAGEMENT**

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## **4.0 FINANCIAL MANAGEMENT**

In this chapter the findings and recommendations for the financial management, budgeting, purchasing, and risk management functions of Clarke County Public Schools (CCPS) are presented. The major sections of the chapter include:

- 4.1 Staffing and Organization
- 4.2 Financial Policies
- 4.3 Budgeting and Accounting
- 4.4 Purchasing
- 4.5 Asset and Risk Management

### **CHAPTER SUMMARY**

While CCPS is facing many challenges in the way it prepares and monitors its budget and accounts for its operations, the division is making significant improvements in the methods used to develop, monitor, and present its financial information.

CCPS has a unique organizational structure for its administrative services. An agreement with Clarke County provides the school division with full accounting, budgeting, purchasing, and risk management support. This chapter, therefore, includes a review of the practices and processes in use in the County's joint administrative services department.

Recommendations contained in this chapter are focused on improving the accountability, efficiency, and effectiveness of the school division:

- update school division board policies that have not been revised since 1988;
- develop a mutual understanding of how school division budget funds should be expended so that schools and departments can benefit from their full budget allocations;
- improve the controls used to account for school activity funds; and
- improve overall fiscal accountability by providing more meaningful financial data to the division's school board; and
- develop more user-friendly budget documents.

In addition to the commendable practices identified during this review, the review team also noted the significant contributions made by the Clarke County community through the Clarke County Education Foundation (CCEF). With a \$1.5 million endowment, CCEF has given over \$540,000 to CCPS since 1997 in support of teacher grants, student scholarships, employee recognition, and facilities and equipment.

#### **4.1 Staffing and Organization**

Clarke County Public Schools and Clarke County maintain a formal agreement for shared administrative services. Under this agreement, entered into by the two entities in 1993, the joint administrative services department operated by the county is responsible for providing services to county departments as well as the school division. Joint administrative services is responsible for providing the following functions:

- budgets, budget analysis, and forecasting;
- accounts payable and accounts receivable;
- purchasing;
- payroll;
- grants management;
- insurance; and
- electronic data processing hardware and software support.

The agreement for these services establishes a formal joint financial services oversight board consisting of the following members:

- a member of the Clarke County Board of Supervisors appointed by the chairman of the board of supervisors;
- a member of the Clarke County School Board, appointed by the chairman of the school board;
- the Clarke County administrator;
- the superintendent of Clarke County Schools; and
- the treasurer of Clarke County.

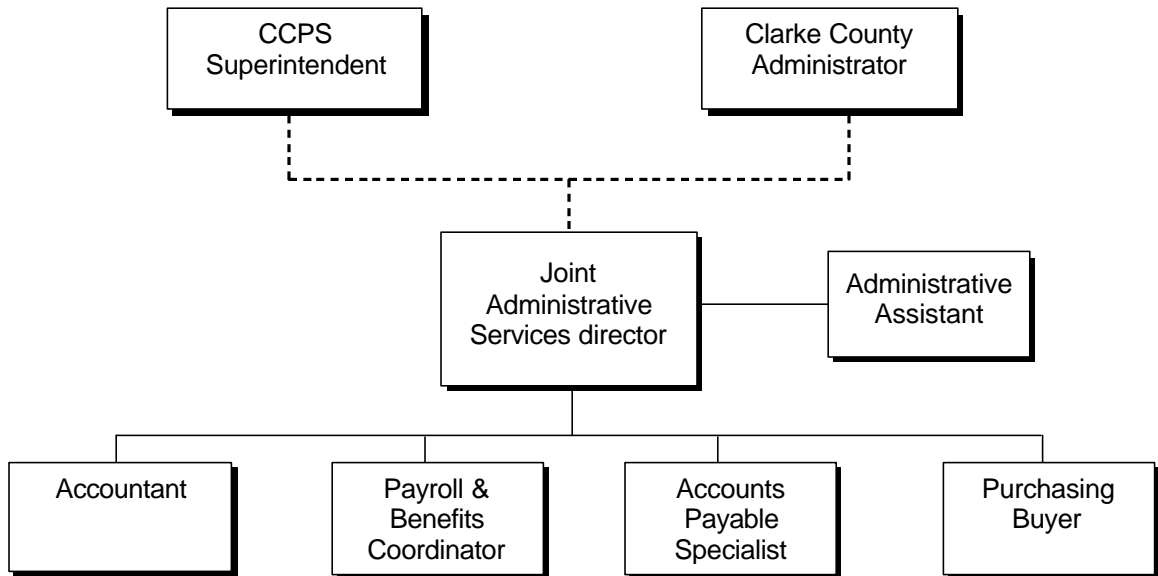
The joint financial services board meets monthly to discuss the financial operations of the school division and county departments. A financial services officer oversees the day-to-day operations of the department, and reports jointly to the county administrator and the division superintendent. The organizational chart in Exhibit 4-1 shows the reporting structure of the joint administrative services department.

#### **FINDING**

The county and the school division have achieved significant cost efficiencies by creating the joint administrative services department. Other Virginia counties and school divisions of similar sizes maintain separate departments to conduct the financial, budgeting and purchasing functions for county government and the school division.

The joint administrative services agreement between the county and the school division, in addition to providing cost efficiencies for each entity, also provide other benefits as well. For example, because all financial transactions are handled by a single department, there is a consistency in how transactions are processed and coded. Other benefits include cost savings and efficiencies by jointly bidding for items used by both entities, including employee health insurance coverage.

**EXHIBIT 4-1  
ORGANIZATION OF CLARKE COUNTY'S  
JOINT ADMINISTRATIVE SERVICES DEPARTMENT**



Source: Joint Administrative Services, March 2006.

**COMMENDATION**

**Clarke County and Clarke County Public Schools have achieved significant cost savings by operating the joint administrative services department.**

**FINDING**

The workload of the joint administrative services department has increased significantly since the formation of the department in 1993, yet there has been no corresponding increase in staffing resources. Although both the county and the school division continue to benefit from the joint administrative services structure, school division staff have identified needs that joint administrative services have not been able to meet due to its work load. For example, school personnel responsible for administration of a budget, referred to as account managers, do not get the support they need in developing, administering, and monitoring their budgets. When requests for assistance are made to the joint administrative services department staff, often other pressing needs such as meeting payroll deadlines, prevent school-based staff from receiving the help that they need. In addition, the school division feels that certain functions such as grants accounting and school activity fund accounting need more attention to detail than the staff of the joint administrative services department can afford to spend on them.

In February 2006, the school division contracted with an outside professional to provide assistance with improving its 2006-07 budget. This outside review recommended that the division hire a full-time position to assist with budget and finance matters. The school division included this added position in its 2006-07 budget request.

This position will provide a useful resource to CCPS, providing detailed supervision of the school division's budget preparation and monitoring processes, providing guidance and oversight of grant funds, and overseeing the accounting for school activity funds.

**COMMENDATION**

**CCPS has budgeted for additional fiscal support.**

**4.2 Financial Policies**

CCPS maintains board policies related to the business functions of the division. In addition to these board policies, the joint administrative services department provides documented procedures for the purchasing functions of the county.

Board policies are organized by policies, regulations, bylaws, and legal references. Exhibit 4-2 below explains the various components of the district's policies.

**EXHIBIT 4-2  
CLARKE COUNTY PUBLIC SCHOOLS  
COMPONENTS OF BOARD POLICIES**

<b>Component</b>	<b>Explanation</b>
Policies	A guide for discretionary action.
Regulations	Specific statements requiring action in order to implement the policy.
Bylaws	Rules by which the school board governs itself.
Legal References	Provide the authority for the policy or regulation.

Source: Clarke County Public Schools, School Board Policy Manual, reviewed March 2006.

**FINDING**

CCPS's board business policies are outdated. A review of all policies related to the division's financial functions shows that, with a few exceptions, most policies were last updated in 1988. Because these policies are outdated, many of them are not being followed. For example, Policy S4-12 related to budget transfers states that "In order that expenditures show the budget in actual operation, no funds may be transferred from any accounts within the budget to other accounts. Accounts which show a deficit shall be so recorded for future budget planning." The division's current practice is to avoid having negative balances in budget accounts, and to transfer funds from other areas of the budget to cover these negatives. In this example, the division's practice is not in conformance with its policies because the policy does not reflect current approaches to budgeting and finance.

In another example, policy S4-5 states that "...the superintendent shall be responsible for all business services, accounting, financial reporting, purchasing and management of the school division's property." With the creation of the joint administrative services department through a memorandum of understanding between the school division and the county in 1993, this policy is no longer applicable.



In addition to school division practices diverging from stated policy, the board's business policies have not been updated to reflect the most current Virginia Education and Administrative Codes. For example, the Virginia Public Procurement Act has had undergone several recent changes, none of which are reflected in the division's current board policies.

Purchasing policies are also woefully outdated. Policy S4-28 states that "All items costing more than \$10,000 shall be competitively bid and sealed bids procured for same." However, current practice allows for several different methods of procurement, and items in excess of \$15,000 are placed out for bids. In addition, policy S4-30 requires that any item purchased in the school division, regardless of amount, must have a purchase order approved by the superintendent. Current division practice, however, allows for purchases amounting to less than \$500 to be made without the prior approval of the superintendent.

As discussed in further detail later in this chapter, CCPS account managers do not always understand how to monitor and account for their budgets. This is due in large part to the lack of updated policies and procedures regarding budget development and administration.

It is through its policies that a governing board establishes purposes and directions for its executive team and employees. These policies are to direct the kinds of action the administration and staff may and should take. The lack of current financial policies adopted by the board hinders the effective, efficient, and consistent operation of the school division.

Updating board policies on a regular basis is one way to ensure that proper internal controls are in place in an organization. Communicating to all employees what they should and should not be doing is critical. Many school systems employ processes to review their policies annually, ensuring that any changes in legislation or business practices are incorporated into policy updates. In addition, school systems should also review administrative procedures to ensure that they are in accordance with board policies.

## **RECOMMENDATION**

### **Recommendation 4-1:**

**Review and update all CCPS business policies to ensure that current state and local law is upheld.**

The joint administrative services director, in conjunction with the superintendent, should review all board policies related to the finance and business functions of the division. All policy updates should then be presented to the school board for review and approval.

Updating policies will help to ensure that the school division continues to operate effectively and within prescribed state, local, and federal guidelines.

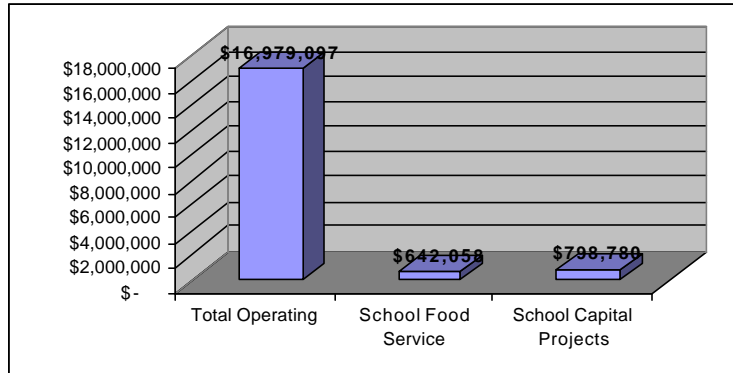
## **FISCAL IMPACT**

This recommendation can be implemented with no fiscal impact.

**4.3 Budgeting and Accounting**

With approximately 2,100 students, Clarke County Public Schools had annual expenditures of \$18 million for fiscal year 2004-05 for all funds. Exhibit 4-3 shows the break out of this total for the operating, food service, and capital projects funds.

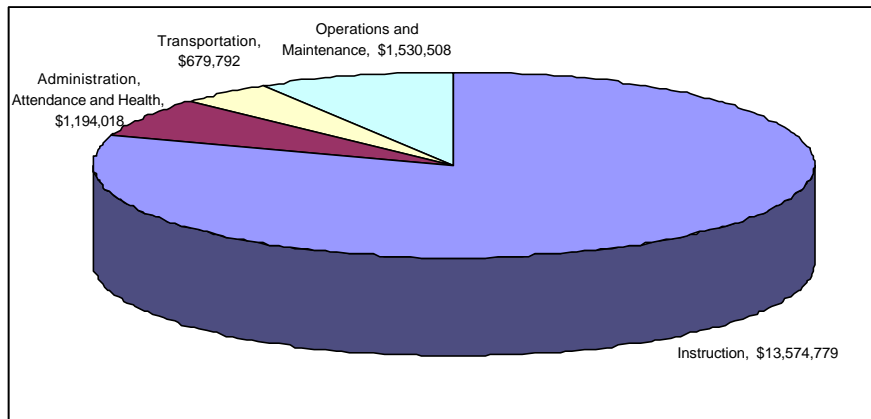
**EXHIBIT 4-3  
CLARKE COUNTY PUBLIC SCHOOLS  
2004-05 EXPENDITURES FOR ALL FUNDS**



Source: County of Clarke, Virginia, Financial Report for the Year Ending June 30, 2005, page 97.

Expenditures in the division’s operating fund, amounting to \$17 million, were expended on the categories shown in Exhibit 4-5.

**EXHIBIT 4-5  
CLARKE COUNTY PUBLIC SCHOOLS  
2004-05 OPERATING EXPENDITURES BY MAJOR CATEGORY**

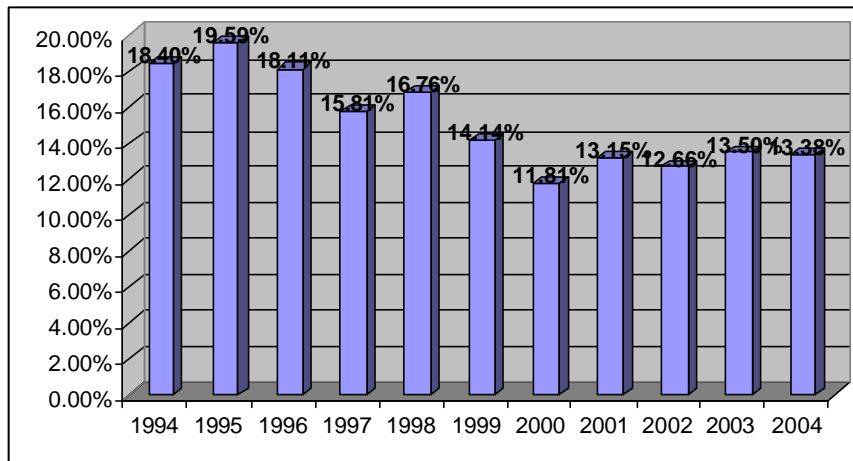


Source: County of Clarke, Virginia, Financial Report for the Year Ending June 30, 2005, page 97.

Virginia school divisions receive state funding based on formulas that account for local wealth. As a result, with a high composite index, CCPS receives reduced funding from the state. With a 2002 median household income of \$53,499 as reported by the U.S. Census Bureau, the county is rated as one of the wealthier communities in the

Commonwealth. Exhibit 4-6 shows the percentage of CCPS students eligible for free and reduced price lunches. This measure determines the amount of many federal and Commonwealth grant funds available to CCPS. The greater the percentage of children designated as “free and reduced,” the greater the amount of outside grant funding available. As this exhibit demonstrates, over the ten-year period from 1994 through 2004, CCPS’s percentage of children eligible for free and reduced has declined steadily, from a high of 19.59 percent in 1995 to the 2004 level of 13.38 percent. The percentage of students classified as free and reduced as of the verification process in October 2005 was 14.4 percent.

**EXHIBIT 4-6  
CLARKE COUNTY PUBLIC SCHOOLS  
PERCENTAGE OF STUDENTS QUALIFIED  
FOR FREE AND REDUCED PRICE LUNCH  
1994 THROUGH 2004**



Source: Clarke County Public Schools Final Fiscal Year 2005-06 Budget, page 21.

CCPS prepares a budget annually based on a timeline that is distributed at the beginning of each budget cycle. The budget cycle for the 2006-07 fiscal year began in October 2005, with each department and school submitting their budget requests to the superintendent for review. The superintendent’s 2006-07 recommended budget assumes a student count of over 2,300 and amounts to \$19.8 million for the operating fund, which includes an anticipated transfer to debt service of \$135,000. This request consists of an instructional budget of \$15.2 million, a general support budget of \$1.3 million, and \$3.1 million requested for transportation and maintenance. The 2006-07 recommended budget represents an increase of 16.2 percent from the 2005-06 amended budget. This increase is spread among all functions as shown in Exhibit 4-7.

Included in the 2006-07 recommended budget are personnel increases of 14.5 FTEs, investments in the division’s administrative and classroom technology for increased bandwidth, improved system backup capabilities, an internet protocol telephone system, security cameras, salary increases, and redesign of the Early Childhood Special Education program.

**EXHIBIT 4-7  
CLARKE COUNTY PUBLIC SCHOOLS  
2006-07 RECOMMENDED BUDGET AS  
COMPARED TO 2005-06 AMENDED BUDGET**

FUNCTION	2005-06 AMENDED BUDGET	2006-07 RECOMMENDED BUDGET	PERCENT CHANGE
Instruction	\$13,166,495	\$15,252,323	15.8
General Support	1,086,667	1,289,475	18.7
Transportation	1,065,693	1,111,149	4.3
Maintenance	1,652,420	2,042,357	23.6
Transfer to Debt Service	101,949	135,020	32.4
<b>Total</b>	<b>\$17,073,224</b>	<b>\$19,830,324</b>	<b>16.2</b>

Source: Clarke County Public Schools 2006-07 Superintendent's Recommended Budget, page 34.

The joint administrative services department uses a financial system called Xpert, a product of RDA Systems, Inc. This system is used by many Virginia school divisions and has many useful features to help to schools track and account for their financial activities.

The Xpert system is a fund accounting system containing several standard reporting features in addition to a report-writing module that allows users to develop custom reports. The system allows for decentralized entry of purchase orders as well as fixed assets.

System modules include:

- financial management;
- budgeting;
- payroll;
- purchasing;
- accounts payable;
- position tracking;
- personnel; and
- fixed asset tracking.

In addition to the Xpert system, each CCPS school employs its own accounting system for use in accounting for and tracking student activity funds.

**FINDING**

Clarke County requires that all county and school division employees be paid through direct deposit, meaning that employees do not receive paychecks, but rather have their net pay deposited directly into their bank accounts every pay day. This policy results in efficiencies for both the joint administrative services department and for the county's 141 employees and the division's 411 employees.

Studies have shown that organizations that use direct deposit effect not only cost savings from the elimination of check stock and reduced processing fees, but efficiency

savings as well. For instance, the National Automated Clearinghouse Association (NACHA) - The Electronic Payments Association, states the benefits of direct deposit as:

- there are fewer checks to print and store;
- facsimile signature security isn't necessary with direct deposit since no signatures are required;
- lost and stolen checks are eliminated;
- financial institution service charges are reduced; typically, it costs more to process a paper check through an entity's bank account than a direct deposit transaction;
- the potential for errors is reduced because direct deposit requires less manual handling than a check;
- account reconciliation is simplified;
- fraud is reduced because there is less potential for counterfeit checks, stolen checks or signature plates, altered amounts, and forged signatures;
- problems with direct deposit are very rare; the chance of having a problem with a check is 20 times greater than with direct deposit;
- administration costs can be lowered due to the elimination of manual check preparation;
- organizations report savings of more than 40 cents in processing costs for each paper check converted to direct deposit;
- direct deposit adds one more incentive to competitively attract employees; and
- productivity can be increased due to employees spending less time away from work to cash or deposit a payroll check.

Though the monetary savings to county in using mandatory direct deposit have been small, the most significant benefits experienced by both the county and the school division have been greater asset protection and operating efficiencies.

#### **COMMENDATION**

**Clarke County is commended for its mandatory direct deposit policy for paying employees.**

## **FINDING**

While CCPS is to be commended for recent improvements made in the presentation of its annual budget, and for following the Government Finance Officers Association's (GFOA) recommended budget format, the 2006-07 recommended budget is not a user-friendly document. The current budget document does not contain a snapshot view of the division's budgeted sources of revenues and uses of funds, and the reader is required to read through pages of narrative to obtain an understanding the division's financial standing.

The efforts made by the division, however, should not be discounted. In fact, the division is moving toward producing a budget document that complies with the format suggested by the GFOA. The Government Finance Officers Association is a professional association of state and local finance officers in the United States and Canada, and has served the public finance profession since 1906. Approximately 16,500 GFOA members are dedicated to the sound management of government financial resources. The purpose of the GFOA is to enhance and promote the professional management of governments for the public benefit. To do this, the GFOA identifies and develops financial policies and practices and promotes them through education, training and leadership.

The GFOA sponsors a Distinguished Budget Presentation Award which is designed to encourage governments to prepare budget documents of the highest quality to meet the needs of decision-makers and citizens. In order to receive the Distinguished Budget Presentation Award, local government are required to include specific items in their budget documents including an overview of financial policies, long-term goals and objectives, short-term initiatives guiding the budget development process, and a budget message. In addition, a key element in awarding the award is whether the budget document serves as an adequate communication device containing summarized information and trend data with charts and graphs being used to illustrate key points.

As a sign of the commitment on behalf of the school division, the superintendent hired an outside consultant to assist in the development of the 2006-07 budget. The report issued as a result of this review contained several recommendations for improving the division's budget. Included in the consultant's comments regarding the improvement of the division's budget document is the observation that "Different page orientations, fonts, and style make it appear a conglomeration of different bits of information."

An entity's budget is one of its most important documents in that it conveys the entity's priorities and goals through monetary needs. The budget is the document that an entity uses to convey to decision makers its needs and it is the document that decision makers and stakeholder can use to hold the entity accountable. Without such a document, the Board of Supervisors has no way to determine the priorities of school operations nor to hold the division accountable for its operations.

The GFOA has produced a set of best practice guidelines for the budget process. In it's online publication, *Improving the Budget Process*, the GFOA states:

*“Governments allocate scarce resources to programs and services through the budget process. As a result, it is one of the most important activities undertaken by governments.”*

The National Advisory Council on State and Local Budgeting (NACSLB) is an organization that was created to provide tools for governments to improve their budgeting processes and to promote their use. NACSLB has developed a framework to provide guidance to government officials in the development of their budgets.

NACSLB’s framework for budgeting practices includes 12 elements to assist budget managers to achieve improvement in the budgeting practice. Element 10, *Make Choices Necessary to Adopt a Budget*, includes a step for presenting the budget in a clear, easy-to-use format.

NACSLB elaborates further by saying that budgets should be presented in a consistent format, with high-level summary information that describes overall funding sources and the organization as a whole. In addition, budgets should contain descriptions of the overall planning and budgeting process and the interrelationships of the various processes used in preparing the budget.

Best practices research identified local government budgets that present information in clear and concise ways. These best practice examples include El Paso County, Colorado ([http://www.elpasoco.com/pdf/2005\\_budget\\_book.pdf](http://www.elpasoco.com/pdf/2005_budget_book.pdf)) and the City of St. Charles, Illinois (<http://www.ci.st-charles.il.us/departments/cdd/tableofcontents.html>).

## **RECOMMENDATION**

### **Recommendation 4-2:**

**Establish a committee for the purpose of developing a budget document that conforms to guidelines established by the GFOA.**

A committee that includes the joint administrative services director and the division’s Budget Analyst should develop a list of basic documents needed to develop a user-friendly budget document. Bringing organization and a consistent format into the document will help ensure that the school board, the board of supervisors, employees, and the public will be able to understand the division’s fiscal situation.

## **FISCAL IMPACT**

This recommendation can be implemented without using additional resources.

## **FINDING**

The joint administrative services budgeting practices make it difficult for principals and other account managers to be held accountable for the financial operations of their departments.

Until recently, account managers had no online, real-time access to their budget accounts, only receiving hard copy budget reports after month-end close. This

necessitated that each school or department maintain a duplicate set of books so that expenditure activity occurring during the month could be tracked. Effective in April 2006, school principals were allowed access to the financial system for look-up access to budget and expenditure reports, which has improved the tracking and accounting of expenditures.

Tracking expenditures on a frequent basis is a standard best practice. With the limited resources available to CCPS account managers, closely tracking expenditures is absolutely necessary.

However, other practices, unless corrected, will continue to hamper account managers' access to funds and ultimately being held accountable for their expenditures.

Account managers are not properly trained in account coding structure and how to transfer funds between line items. For instance, if a budget account for office supplies has unused funds, but the budget for instructional supplies has been depleted, schools simply charge any instructional supply items to the office supplies category. Joint administrative services reviews these account codes and when errors are caught, staff members simply re-code the items to the correct category, transferring funds between line items when necessary without notification. This practice on the part of joint administrative services staff is effective for getting the desired end result, but it does not place the responsibility for correct account coding where it properly lies – with the account manager. Requiring that account managers appropriately transfer budgeted amounts between line items is necessary in order to maintain a system of full accountability and responsibility.

Further, several account managers interviewed told the review team that the transfers made to their budgets in addition to other charges and changes taking place in their budgets are confusing and frustrating to them. In some instances the managers reported that after the fact they understood the logic of why something was changed, but some managers stated that they have been charged for items that they did not know would be charged to their budgets.

## **RECOMMENDATION**

### **Recommendation 4-3:**

**Develop standard procedures for budget administration at the account manager level and train all account managers and their designees in application of the procedures.**

The joint administrative services director and the CCPS budget analyst should develop a set of budget administration procedures and conduct training in use of the procedures. Since many account managers have clerical assistance in monitoring of their budgets, it is imperative to include the appropriate clerical staff these in any training that is conducted.

Proper training and enforcement of budget administration procedures will help to ensure that account managers are more accountable for their budgets. Proper training will also alleviate some of the work performed by the joint administrative services staff in re-classifying accounts and making budget transfers.



## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation, although developing the standards and conducting training will require an investment of staff time.

## **FINDING**

CCPS account managers are not afforded the use of their full budgets. Joint administrative services imposes a process whereby items ordered toward the end of a budget year cannot be charged to the current year's budget but instead are deducted from the subsequent year's funding. The joint administrative services director explained that if an item on order cannot be guaranteed delivery by the vendor or supplier prior to the close of the current fiscal year, then the item must be charged to the subsequent year's budget.

Principals interviewed for this review told the review team that they were not aware of this practice until after it had been applied, which was well into the new fiscal year. Principals reported that this practice resulted in a loss of the unexpended portion of their prior year's funding.

Note 1.D. of the county's annual financial report states that "The government-wide financial statements are reported using the economic resources measurement focus and the accrual basis of accounting." This means that revenues are recorded when earned and expenses are recorded when incurred, regardless of the timing of the related cash flows associated with these activities. For year-end purchases, therefore, the school division should be allowed to use current year funds even though delivery of the requested item is not anticipated until after the end of the fiscal year. The county's accounting system maintains an encumbrance feature that will properly report such transactions.

Though not formal policy or procedure, joint administrative services encourages principals and other account managers to fully expend grant revenues when appropriate instead of using their local budget allocations. The joint administrative services accountant told the review team that the department prefers to charge expenditures to grant funding first so that local funds can be saved.

Though prudent fiscal management practices are commendable, these practices serve to artificially restrict available funding. The intent of many grant and other outside sources of funds is to supplement a school's budget. The current philosophy of Joint Administrative Services, however, serves to supplant a school's base funding.

Each CCPS department head and school principal is required to develop an annual budget based on division-wide or campus-wide goals. Artificially restricting the use of budgeted funds is counterproductive to achieving the educational goals and objectives of the division.

## **RECOMMENDATION**

### **Recommendation 4-4:**

#### **Develop an agreed-to set of operating procedures for administration and monitoring of the school division's budget.**

The joint administrative services director and the CCPS budget analyst should develop an agree-to set of procedures for use of available funding. Once the procedures are developed, the budget analyst should conduct training for all account managers.

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation.

## **FINDING**

CCPS does not provide adequate financial reports to its school board so that effective decisions can be made. A review of a sample of school board informational packets shows that the board receives the following items on a regular basis:

- summary of expenditures for the major funds (operating, food service, debt service, and capital);
- revenues by source for state, federal and local; and
- detailed line item expenditure report.

In addition, the board also receives a detailed personnel report and as-needed supplemental reports.

The summary expenditures by fund report does not provide a comparison of budget to actual, so the reader is unable to make a quick assessment of the division's overall standing in terms of its budget. The detailed line item expenditure report contains 77 pages of expenditure detail for all cost centers and all accounts. However, this report is too cumbersome to interpret, particularly during a public board meeting.

The review team identified best practices in two school districts. The business operations director of the Hampton City Schools, a Virginia school division with approximately 22,000 students, presents a monthly overview of the division's financial status to the school board. These status reports provide a high-level overview of fiscal operations by fund with comparisons between actual expenditures and budgeted expenditures.

The Clay County School Board in Florida receives monthly financial reports that provide information on revenues and expenditures for each of its funds including the general fund, debt service fund, capital projects fund and the food service fund. Each report shows actual expenditures compared to both the original and the amended budget. In addition, each report provides a detail of the percent of budget expended to date.

**RECOMMENDATION**

**Recommendation 4-5:**

**Develop a standard set of financial reports that provide meaningful information for the CCPS school board.**

The joint administrative services director should develop a set of standard reports to present to the school board on a monthly basis. This can be achieved by downloading the detailed financial reports into a spreadsheet application that can prepare summarized reports by fund.

**FISCAL IMPACT**

Although it will be necessary to invest some time to initially set up the reports for the school board, once these have been established, the continued effort should be minimal.

**FINDING**

CCPS schools do not use a standardized system of accounting for and tracking school activity funds. Although these funds are generated from fundraisers and activities held at individual school locations and each school is responsible for depositing its funds in its own separate school bank account, Virginia Administrative Code places the ultimate responsibility for the administration of these funds with the local school board.

Exhibit 4-8 shows a break down of school activity fund balances for each school for the year ending June 30, 2005, the most recently available audited report.

**EXHIBIT 4-8  
CLARKE COUNTY PUBLIC SCHOOLS  
SCHOOL ACTIVITY FUND BALANCES AS OF JUNE 30, 2005**

<b>School</b>	<b>Amount</b>
Berryville Primary	\$12,708
Boyce Elementary	15,847
Clarke County High	105,034
D.G. Cooley Elementary	20,339
Johnson-Williams Middle	65,661
<b>Total</b>	<b>\$219,589</b>

Source: Cash Basis Financial Statement for Clarke County Public School Activity Funds, June 30, 2005.

Interviews with school personnel responsible for maintaining these funds revealed that there is no standard set of procedures nor a standardized system of accounting for these funds. The most recent audit of these funds stated that because there is no policy with respect to the types of deposits and investments allowed for these funds, for example, deposits are exposed to custodial credit risk because they are under collateralized. The

audit noted that Clarke County High School's bank balance of \$120,042 exceeded the insured amount of \$100,000, leaving the school at risk of losing \$20,042.

Accounting systems used in CCPS schools ranged from manual systems found in elementary schools to more sophisticated automated systems found in middle schools and high schools.

Having separate stand-alone systems makes it difficult to review and monitor these funds on a regular basis. In addition, the lack of standard procedures leaves schools at risk of mishandling their school activity funds.

**RECOMMENDATION**

**Recommendation 4-6:**

**Develop a set of procedures and obtain a standardized accounting system for tracking school activity funds.**

The budget analyst should select a standard software product for use in all schools. In addition, the analyst should develop procedures to help ensure that all school bookkeepers are consistent in how they handle their school's activity funds.

**FISCAL IMPACT**

This recommendation can be implemented with a one-time software cost of \$1,000 or less. This amount was derived by researching the software options available. The division should be able to purchase a system that can be networked and allow for five users for this price.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Develop a Set of Procedures and Obtain a Standardized Accounting System for Tracking School Activity Funds	\$0	(\$1,000)	\$0	\$0	\$0

**FINDING**

CCPS does not monitor the schools' accounting for their activity funds on a regular basis. Although each school submits a monthly report and the associated bank statement to the joint administrative services department, the work load of this department does not allow for a detailed review of activity, let alone surprise audits or spot checks.

In its annual audit report on the school activity funds, the division's auditors found several irregularities in the accounting for these funds. Had there been better oversight

of these funds throughout the year, these audit findings could have been avoided. Exhibit 4-9 shows the detailed audit findings for the June 30, 2005 audit.

**EXHIBIT 4-9  
CLARKE COUNTY PUBLIC SCHOOLS  
JUNE 30, 2005 AUDIT FINDINGS FOR SCHOOL ACTIVITY FUNDS**

<b>Audit Finding</b>	<b>Amount</b>
Uncollateralized deposits	\$20,042
Funds held in school offices for 14 days before being deposited in the bank	\$127
Funds held in school offices for 9 days before being deposited in the bank	\$1,134
Funds held in school offices for 10 days before being deposited in the bank	\$32
Sales taxes paid in error	\$1,853
Funds not posted to accounts	\$400

Source: Cash Basis Financial Statement for Clarke County Public School Activity Funds, June 30, 2005.

In addition to the findings contained in the above exhibit, the auditors also noted that they had difficulty tracking receipt book number sequences because receipt books are not used in numerical order.

**RECOMMENDATION**

**Recommendation 4-7:**

**Provide regular spot audits of school activity fund accounts.**

The budget analyst should provide spot audits of school activity funds throughout the year. Any audit findings should be reported to both the school principal and to the individual responsible for maintaining the accounts so that improvements can be made. This process will serve to increase the level of controls over these funds.

**FISCAL IMPACT**

There is no fiscal impact associated with this recommendation.

**4.4 Purchasing**

Virginia school divisions are required to follow the Virginia Public Procurement Act (VPPA). In CCPS, the joint financial services board has delegated purchasing authority to the joint administrative services director. The purchasing buyer assists in the administration and coordination of the division's procurement activities.

CCPS is required to use one of the following methods for the purchase of its goods and services:

- Small Purchases – where the estimated total is \$500 or less, purchasing managers can authorize purchase without further approval. In the event that the estimated total is between \$500.01 and \$15,000 the purchasing buyer must handle the procurement through unsealed competitive bidding.
- Competitive Sealed Bidding – where the estimated total cost of the purchase exceeds \$15,000, the purchasing buyer must advertise for competitive sealed bids.
- Competitive Negotiation – where it is determined that competitive sealed bidding is either not practical or advantageous, the purchasing buyer may engage in the formal competitive negotiation process by issuing requests for proposals.
- Sole Source – when the account manager determines that only one source can provide the specific good or service. For sole source procurements in excess of \$15,000, the purchasing buyer is required to post a notice of intent to award.
- Emergency Purchase – when in order to protect personal safety, life, or property, the joint administrative services director may issue a purchase order or enter into a contract without competitive bidding or competitive negotiation.

## **FINDING**

Clarke County's joint administrative services department makes use of several purchasing options that have resulted in efficiencies for the school division. The Virginia Public Procurement Act (VPPA), which both the county and the school division must abide by, allows for cooperative purchasing. Section 2.2-4304 of the VPPA states the following:

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.

As allowed by VPPA Section 2.2-4304, Joint Administrative Services, on behalf of CCPS participates in joint bids with Loudoun, Fairfax, Frederick, Winchester, Leesburg, Prince William, and Arlington counties for items such as tires, school supplies, janitorial supplies, roofing services, and food purchases for the Food Services department. In

addition, the county purchases school buses and fleet vehicles from state purchasing contracts.

Participating in joint procurement activities not only affords smaller entities to exercise the same purchasing power as larger entities, but it also reduces the amount of administrative time spent on procuring the best prices.

### **COMMENDATION**

**CCPS uses joint purchasing practices in accordance with the VPPA to increase efficiencies and reduce administrative procurement costs.**

### **FINDING**

The centralized purchase order process used in the Joint Administrative Services department is not an efficient and effective procedure. Currently, schools and departments make purchases that amount to \$500 or less using a delegated purchase order. This purchase order is completed and approved at the school or department level without going through the purchasing buyer. This situation places individual departments and schools at risk of over spending their budgets since delegated purchases are not encumbered into the accounting system.

Creating an encumbrance means to set aside funds as designated for payment of future expenses. Encumbered funds are not available for use other than for the purpose specified. An encumbrance is recorded at the time a purchase order is issued or a contract is signed for the purchase of goods or services. The difference between an encumbrance and a liability is that an encumbrance is a formal commitment of budgeted resources at the time a purchase order is issued or a contract is signed, whereas a liability is incurred when services or goods are received and the legal obligation to disburse cash is created.

The use of encumbrances enhances financial monitoring and decision making. It provides early warning of spending commitments and significantly reduces the opportunity for over expenditures. Through effective use of information, encumbrances enable school decisionmakers to:

- monitor and control commitments to expend funds;
- forecast expenditures and cash needs;
- ensure and demonstrate compliance with spending plans, budgets, and other legal requirements;
- maximize investment earnings through accounting control of available funds;
- avoid double orders and similar errors in the purchasing process;

- report spending commitments consistently in accordance with generally accepted government accounting standards and other reporting requirements; and
- identify the need for contract amendments.

By decentralizing the purchase order entry function, the district could improve efficiency over data entry function and at the same time improve controls over expenditures. Decentralized data entry requires that school or departmental staff who normally complete the delegated purchase order or purchase requisition forms manually instead enter the data directly into the purchasing module of the Xpert system. The purchase request is then automatically and electronically routed to the necessary individuals who need to approve the order. After all approvals have been received, the system then converts the purchase request to a purchase order, at which time the funds are encumbered in the appropriate budget.

## **RECOMMENDATION**

### **Recommendation 4-8:**

#### **Decentralize the data entry for all purchase orders.**

The implementation of this recommendation will require all budget managers or their designees to be able to enter purchase requisitions into the Xpert accounting system. This will require training in the initial stages, but the efficiencies and improved effectiveness of this recommendation should outweigh the efforts necessary to implement the recommendation.

The use of a decentralized purchase requisition system will afford a greater level of accountability since all purchases will be encumbered and will assuage the work load handled by the purchasing buyer.

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation.

## **4.5 Asset and 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.

Capital asset management should account for division property efficiently and accurately and establish safeguards against theft, loss, and obsolescence.



Risk management functions in CCPS are primarily handled by the joint administrative services director. These responsibilities include coordinating the procurement and maintenance of insurance coverage for property, casualty losses, general and school leader liability, floods, and insurance coverage for the division's school buses and other fleet vehicles. In addition, the director oversees the administration of the county and school division's employees health insurance coverage.

The county has a self-insured health insurance program through an agreement with Anthem Insurance Company. This program covers both county employees and school division employees.

The school board also maintains several insurance coverages that include \$2 million commercial general liability, \$2 million automobile liability, and \$2 million public official's liability. The school board carries property coverage for all real and personal property up to the replacement value of the asset.

## **FINDING**

The county has not placed its employee health insurance agreement out for bid since 1999. Best practices for containing insurance costs include seeking new bids for services every few years.

Though it is difficult to determine whether the county and the school division could save money from re-bidding its insurance contract, generally industry experts recommend that services be re-bid every three to four years.

## **RECOMMENDATION**

### **Recommendation 4-9:**

#### **Seek bids for the county's employee health insurance program.**

The joint administrative services director should seek bids for the employee health insurance program to determine whether additional savings can be achieved. Since the county recently renewed its agreement with its current insurance carrier, new bids should be obtained for the period beginning July 1, 2007.

## **FISCAL IMPACT**

It is difficult to determine whether this recommendation will result in cost savings for the county and the school division.

## **FINDING**

Clarke County does not adequately safeguard its capital assets. Capital assets are defined by the county as land, buildings, equipment, and furniture having an initial individual cost of more than \$5,000 and an estimated useful life of two years or more. In addition, though many computer and technology items today amount to less than the \$5,000 threshold, many school systems separately track these items since they are

easily susceptible to theft or misplacement and since their cumulative values can be significant.

Exhibit 4-10 shows CCPS's fixed asset values for buildings and equipment for fiscal years 2003, 2004 and 2005.

**EXHIBIT 4-10  
CLARKE COUNTY PUBLIC SCHOOLS  
CAPITAL ASSETS**

<b>DESCRIPTION</b>	<b>2003 BALANCE</b>	<b>2004 BALANCE</b>	<b>2005 BALANCE</b>
Buildings	\$6,766,116	\$8,006,372	\$8,834,663
Equipment	2,492,794	2,597,204	2,804,979
Less Accumulated Depreciation	-4,396,583	-4,895,801	-5,459,057
<b>Total Buildings and Equipment</b>	<b>\$4,862,327</b>	<b>\$5,707,775</b>	<b>\$6,180,585</b>

Source: County of Clarke, Virginia, Financial Reports ending June 30 for the years presented.

As this exhibit shows, equipment balances have increased by just over four percent, from \$2,492,794 in 2003 to the 2004 amount of \$2,597,204. The increase from 2004 to the 2005 balance of \$2,804,979 equates to an increase of almost eight percent.

In CCPS, the purchasing buyer is responsible for tagging all assets received for use in the schools. And for tracking assets as they are re-located or identified for disposal. The purchasing buyer forwards all information on asset changes to the joint administrative services accountant who records the asset information into the automated financial system.

The purchasing buyer told the review team that the county has conducted formal fixed asset counts approximately twice in the past 10 years.

Interviews with school-based staff verify that no one is formally responsible for tracking assets other than textbooks, which are tracked at the classroom level.

The joint administrative services director told the review team that the county informally tracks equipment and furniture when renewing property insurance coverage annually. However, these checks are sporadic and do not provide an adequate safeguard against the loss of assets. For instance, there is no formal, divisionwide process for ensuring that computer equipment assigned to teaching staff are returned to the division. In the event of a teacher terminating employment with the division, it would be possible for the teacher to keep the equipment without the division knowing until it was too late to get the equipment returned.

In addition, school purchases of assets using school activity funds are not recorded in the accounting records of the division. Even though these assets are purchased using school activity funds, they are official property of CCPS and should be treated accordingly.

Tagging and tracking assets is an essential practice in order to protect the property belonging to the school division. In a recent investigation into missing computers in a school district in another state, though there was evidence of missing computers, district

auditors were not able to determine the exact number of computers missing from middle and high schools because the district's recording procedures were lacking.

School systems that employ sound fixed asset controls are better able to protect their investments in furniture, equipment, and other valuable items and are able to identify missing or stolen assets in a timely manner. Clay County Public Schools (CCPS) in Florida, for instance, uses fixed asset controls that help it to keep fixed asset losses to a minimum.

CCPS requires that all fixed assets be added to the school's asset database upon receipt. Each school principal or department head, or their designees, are responsible for entering the asset data. The accounting department monitors this process to ensure that assets are entered in a timely manner and that asset data is correct.

Each CCPS principal or department head is then required to conduct a physical inventory of assets on a regular basis. Thefts are required to be reported to the county sheriff immediately so as to increase the potential for properly identifying a responsible party. Further, any assets that simply cannot be located are reported to the board on a quarterly basis. This process helps to ensure that all assets are properly recorded and tracked, lest the responsible principal or department head be required to explain the loss to the board during a public meeting.

## **RECOMMENDATION**

### **Recommendation 4-10:**

#### **Develop and implement asset tracking procedures.**

The purchasing buyer, along with the joint administrative services accountant and the CCPS budget analyst should develop and implement tagging and tracking procedures to protect the division's capital assets. The budget analyst should provide assistance to school division departments and schools in updating and maintaining their capital asset inventories.

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation; however, the implementation of this recommendation could result in improved accountability for division assets and will eliminate the need to purchase any replacement assets.

**5.0 EDUCATIONAL SERVICE  
DELIVERY AND  
MANAGEMENT**

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## **5.0 EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT**

This chapter provides a summary of the delivery and evaluation of services to students in Clarke County Public Schools (CCPS). The five major sections of this chapter are as follows:

- 5.1 Organization and Management of Curriculum and Instruction
- 5.2 Curriculum and Instruction
- 5.3 High School Course Offerings
- 5.4 Grants
- 5.5 Program Evaluation

### **CHAPTER SUMMARY**

Clarke County Public Schools has a small cadre of division-level administrators who work diligently to effect its programs and its vision that all children will perform at high levels. In an introductory meeting with the MGT team, principals were presented as part of the division central staff, noting with specific divisionwide initiatives for which some were responsible. For two decades, the division has grounded its approach to education in the effective schools research. The extent to which the staff has embraced the fundamental premise of effective schools models, that all children can learn and succeed at high levels, was apparent in discussions and in many curricular initiatives in the division. Many staff interviewed referenced common beliefs and provided examples of individual students being given opportunities that reflected those beliefs. The foundation for the division's school improvement efforts is the effective schools research.

For several years, the division has focused instructional attention on improving reading among its students. That priority has recently been extended to a greater extent to math as the focal curricular area in which efforts have been channeled toward "crunching" Virginia standards into grades below those in which they are traditionally expected to be taught and mastered. At the secondary level, the International Baccalaureate Program is the hub of the division's instructional program. High school coursework is also being moved down into the middle grades as an outgrowth of the division's desire for all students to be academically challenged.

Recommendations contained in this chapter relate to developing structures that capture current procedures in writing so that they are easily replicable and convey to all employees the core activities that CCPS considers essential to achieve its vision. Exceptional activities are occurring in schools throughout the division. However, the extent of autonomy provided each school has thus far precluded all schools from benefiting from those initiatives with the greatest promise of positively impacting educational programs and, consequently, student success. Key suggestions that should assist the division in constructing a more seamless educational service delivery system are as follows:

- Identify initiatives that emerge annually relating to division educational programs (i.e. selected math or reading instructional strategies/purchased programs) or are outside the School Board's 2007 Plan, communications structures, and supporting professional

development that should be divisionwide for comprehensive, systemic, consistent implementation.

- Examine existing data collection practices in terms of their contribution to systemic improvement and the achievement of individual students and student groups, and identify those whose universal use would contribute to improvement in all schools.
- Expand vertical articulation committees of teachers from kindergarten through high school to discuss, evaluate, and plan curricular initiatives and revisions.
- Include all diagnostic assessment information in the student data management system to facilitate the flow of information between grades and schools.
- Expand secondary course offerings to include applied coursework geared toward student interests, job preparation, and understanding of the relationship between school and post-graduation pursuits and success.

## **INTRODUCTION**

The central office staff serves as the support system for the education that is provided in schools of any division and, depending on factors such as organization, staffing, and processes, can either strengthen or hinder progress towards high achievement for students. In Clarke County, division administrators are few, facilitating communication between the division office and schools. Their work in curriculum is supported by reading specialists in all schools. Division curriculum coordinators spend time in schools, in classes, and meeting with teachers to realize the division's goals for its students.

### **5.1 Organization and Management of Curriculum and Instruction**

In order for efficient and effective educational processes to promote the highest possible levels of student achievement at the classroom level, a school system's organization and procedures must be thoughtfully aligned, communicated to, and understood by educators at all levels. Personnel at the division level must have expertise in the aspects of education for which they are responsible. There must be adequate support staff to enable them to devote their time to functions the division has identified as critical to the educational process. Resources must be leveraged to maximize the capacity of the division's staff. Finally, processes for clear and frequent communication and co-planning among those division-level support staff and school-level recipients of their services must be developed and protected.

## **FINDING**

Clarke County has instituted a myriad of approaches to challenge students of all ability levels. Survey data collected by MGT show recognition of the division's emphasis on learning having increased in recent years: 100 percent of administrators *agree/strongly*

*agree* and 69 percent of teachers do. This compares to peer districts where 86 percent of administrators *agree/strongly agree* and 74 percent of teachers do. Based on its internalized belief that all children can learn at high levels, the division has, for several years, focused on providing opportunities for students to benefit from accelerated instruction. Having noted that SOL strands in math were the same in grades kindergarten through Math 8, leaders decided to use them to level students according to their individual learning needs. Students are thus being grouped and taught the standards that they have not yet mastered, regardless of their grade assignment.

For over a decade, the high school has offered students International Baccalaureate (IB) courses, giving them a rigorous, pre-university course of studies based on the requirements of various international education systems. Its intent is to provide students a deep understanding of their own language, literature, history, and cultural heritage as well as familiarity with the corresponding traditions of others. In contrast to other schools where IB programs are offered, there is no admissions process at Clarke County High School; any student can take IB courses or pursue an IB diploma. CCPS high school students are also able to earn college credit in high school through either Advanced Placement (AP) or dual enrollment courses.

The Washington Post conducts an annual analysis of rigorous courses offered by Washington-area public schools and compiles them into a Challenge Index. The formula is based on the number of AP, IB, and other college-level tests given by a school, divided by the number of seniors who graduate each year. Schools with at least as many tests administered as graduating seniors receive a 1.000; however, nationally only five percent of schools meet that standard. In a December 7, 2004, article prior to release of the 2004 list, the Post noted that “many [Washington area] districts have made preparing everyone for college a priority,” and that 61 percent of the region’s public schools achieved 1.000 ratings. It also observed that opening access to college-level courses to all students, paying their test fees, and requiring everyone in the course to take the final exam made a decided difference. The index purposely does not report passing rates because they are a factor of restrictive admissions in most districts. Ratings ranged from a high of over 5.7 to below 1.0. Clarke County High School was ranked 14 in 2004 with a rating of 2.877 tests per graduating senior, making it 87<sup>th</sup> in the nation in Newsweek’s 2005 Top 100. In 2005, it rose to number three with a rating of 4.179. The division was ranked number one of 29 Washington-area systems in 2005. In a College Board “equity and excellence” rating calculation done by Clarke officials including AP and IB classes that give the percentage of graduating seniors with a score of at least three on at least one test, Clarke was rated at 69 percent, the fourth highest rating in the area and almost five times higher than the national average of 14.1 percent.

The CCPS document *Performance Goals 2005-06* mirrors the division’s commitment to increasing student performance with:

- specific, stated SOL score annual target increases for all schools in all subjects;
- increased goals for IB diploma candidates and IB and AP scores and test participation rates;
- improvement goals for SAT scores and student participation;

- kindergarten reading assessment score goals and the percentage of students reading on grade for specified grade levels;
- increased enrollment in higher level secondary courses; and
- decreased numbers of students needing Individualized Education Plans (IEPs).

## **COMMENDATION**

**Clarke County Public Schools is commended for its commitment to providing students challenging instructional opportunities based on their individual learning needs.**

## **FINDING**

The extent of autonomy that CCPS allows principals has instigated the creation of strong programs at some schools, but impeded development of a comprehensive, unified approach that ensures equity of educational opportunity for students in all division schools. In CCPS, there is a strong sense of trust toward principals based on professional respect, as well as the division's small size, which is believed to facilitate communication. This has resulted in the development of various strong programs, which have been piloted in one school and expanded to others. This approach is evident in the fact that one principal is considered the reading contact person for the division and another is responsible for much of the mathematics. In December, a new position was created to begin coordinating the instructional side of technology as well as science. In her first few months, she also wrote grants for the division. Each school has a reading specialist, but there are no curricular specialists at the school level for other content areas. At the middle and high school levels, department chairs serve as divisionwide curricular experts and respond to the assistant superintendent.

Principal autonomy in curricular and instructional management has led to much individualization of programming at schools. One example is the primary school's creation of a Reading Academy in which students are regularly tested and grouped according to their individual needs. For 110 minutes a day, the majority of the staff are pressed into service as reading teachers for intensive small group support. The process was so effective that after several years it was expanded to the division's other elementary schools.

While the sense of trust has contributed to school-specific programs, it has the potential to inhibit all students from benefiting from those practices proven effective in individual schools. There are many exceptional educational activities that, with the creation of procedures to systematize activities, and curricular and instructional approaches would ensure equity of opportunity for all students from those school-initiated programs through focused programming. Staff interviewed reported that K-12 articulation has taken place regarding curriculum crunching in reading and math. Interviewees also reported that, due to the progression of more challenging content in lower grades, there is an associated need for additional staff development for teachers prepared for different content. One interviewee reported that vertical discussions occur regarding the impact of elementary programs at higher levels. In May 2005, teachers were convened to "crunch"



math standards from higher grades into instruction at lower grades. Some schools regularly administer diagnostic tests that provide information on student strengths and needs and guide grouping and placement within grades. However, such tests are not administered throughout CCPS, nor is there a formal means of using all of those data to strengthen K-12 curriculum and instruction. Some informal feedback is provided between the elementary schools and the middle school, and the middle school with the high school. However, no formal structure has been created to ensure that a system within the division gives teachers at all levels critical information between grades or that teachers are systematically involved in examining curricula and identifying gaps or skills and concepts that need to be re-taught to ensure retention.

Research cited in Virginia's *A Study of Effective Practices in Virginia Schools* notes that in successful school systems, "the curriculum is based on clear learning goals. There is clear documentation of the relationship of the goals to specific learning objectives, instructional activities and student assessments. Periodic reviews of the curriculum documents are conducted by the faculty." Those practices demonstrate that an effective system ensures monitoring and formative and summative evaluations; provides fidelity in implementation and opportunities for interim revisions in response to assessment; and leads to achievement of the results intended upon implementation. Without including all of those elements, even a plan to achieve goals to which there is universal commitment is likely to falter and not achieve desired outcomes.

## **RECOMMENDATION**

### **Recommendation 5-1:**

**Identify programmatic initiatives that emerge annually or are outside the school board's 2007 plan, (including communications structures, and supporting professional development) and ensure all initiatives are consistently implemented in all schools.**

Building a structure that identifies key elements as a foundation upon which each subsequent grade can build enhanced curricular union is essential for the division to continue its strong student performance.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

Principals report that they send "regular" communications to the superintendent about activities at their schools, but they reported doing so at different intervals, indicating that there is no systematic schedule that continually channels critical information from all schools to the central office. While communications from all schools are regular, having a uniform schedule would enable division administrators to weigh divisionwide issues that are occurring concurrently. Some report that they do so weekly, others monthly, and still others quarterly. Regular reports are useful for informing division leadership of concerns and events, providing a school pulse, and signaling any possible need for division-level intervention or divisionwide communications or clarification. Samples

provided varied in content and detail. One included very specific details regarding a broad array of data indicating trends related to curriculum, instruction, and student success. Another was more general in nature, asking questions such as whether the superintendent wished for the school chorus to sing at a future date.

For the reports to be as effective as possible in keeping division leadership apprised of trends, issues, and needs, they should be submitted on a regular schedule with specific areas of content clearly delineated. Three of the key underpinnings of the effective schools research are a clear, focused mission; high expectations; and time on task/opportunity to learn. Including those elements in guidelines for communications with the division's leaders would keep them attuned to trends within each school, use of student time, actions each school is taking to continue to meet individual student needs, and the impact of those actions on student success and school procedures.

## **RECOMMENDATION**

### **Recommendation 5-2:**

**Identify critical data and a timeline for communicating school-level information to division leaders.**

Creating a uniform schedule for information to be conveyed to the central office will make it easier to schedule meetings and discussions that will contribute to enhanced division planning and school support. Identification of critical elements for division leaders to use in monitoring school practices and programs will also ensure that communications focus on core curricular and instructional issues and assist in pointing out areas in which the division needs to take action.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## ***5.2 Curriculum and Instruction***

### **FINDING**

Beyond aforementioned initiatives, the CCPS School Board and division administration have demonstrated their commitment to high levels of student performance in the following ways:

- Using three decades of research on school effectiveness as a foundation for school reform; and
- Developing the 2007 plan which established four primary goals for the division:
  - All students will be prepared to complete the requirements for an Advanced Studies Diploma;
  - All students will be on grade level;

- All students will be engaged in activities which support character development and citizenship; and
- All students will be scholar athletes participating in at least one athletic activity and/or one extracurricular activity each year in grades 6 to 12.

The document reflects extensive research on the economic effect of educational expectations for students and advanced academic achievement on graduates' lives. All elementary staff members were involved in defining what "on grade level" meant as a basis for measurement. Again, the goal was grounded in research, and measurements of success in math and reading were determined. Former community service activities were expanded to an expectation that from fifth through 12<sup>th</sup> grades, students would complete three service projects as a graduation requirement. Elements of the projects were also defined.

In survey results, 66 percent of CCPS administrators responded that curriculum planning in the division is *adequate* or *outstanding* compared to 50 percent in other districts. Similarly, 53 percent of CCPS teachers agreed with the opinion of the administrators, compared to 41 percent of teachers in other districts surveyed.

#### **COMMENDATION**

**Clarke County Public Schools is commended for its research-based goals to create well-rounded, well-educated graduates prepared to contribute to their communities.**

#### **FINDING**

The division espouses a dependence on data "while respecting an individual school's right and autonomy to ensure student success through meaningful instruction that has been guided by meaningful data collection." It did not provide documents that describe written processes that ensure consistency of use among all schools and across the division. Both individual student data and group data provide information to guide instructional, curricular, and grouping decisions that can address the disparities displayed in the above exhibits. When queried, principals provided evidence that they use data for instructional decision-making and to track the success of interventions put in place for individual students. Each school is given the autonomy to determine its own procedures, data to collect and analyze, and students upon which to focus. Schools have developed individual remediation/academic plans for students, with some focusing only on special education students and others on all students not performing at levels deemed effective.

Furthermore, few written documents provided to MGT demonstrated that policies, procedures, or regular monitoring hold people accountable beyond the professional trust that is given current administrators. While central administrators strongly believe that current practices and current administrators effectively implement division priorities due to its small size, the development of written procedures and monitoring strategies would ensure consistency, both now and with future administrative changes that may arise.

The most current measures of progress toward providing students effective instruction in a curriculum that is based on state standards are Virginia accreditation and Adequate Yearly Progress (AYP), required by federal No Child Left Behind legislation. For schools in Virginia to have made AYP during 2004-05, at least 65 percent of students overall and students in all subgroups must have demonstrated proficiency in reading and 63 percent in mathematics. All CCPS schools are fully accredited by the Commonwealth and make AYP each year. The division also made AYP.

Upon the receipt of SOL scores, division administrators disaggregate data and provide it to schools, even bringing in personnel in the summer for examination and plan development when scores warrant it. Staff use it for student placement decisions and for planning for individual students.

Exhibit 5-3 shows the AYP performance of CCPS students in comparison to peer divisions chosen for their similarity to CCPS. Exhibit 5-4 shows that, compared to peer divisions, CCPS has a lower percentage of economically disadvantaged, Black, and Hispanic students, but that, despite the numbers, they achieve at low performance levels than among those students in CCPS. For example:

- In English, CCPS had a higher overall percentage of students demonstrating proficiency than all other divisions except one (Falls Church). Only two other divisions had a higher percentage of Black students demonstrating proficiency, but only one division had a lower percentage of Hispanic students demonstrating proficiency.
- In math, a lower percentage of CCPS students as a whole demonstrated proficiency; all other divisions except one had a higher percentage of white students demonstrating proficiency. CCPS had the lowest percentage of black students demonstrating proficiency, and only three of eight other divisions had lower percentages of Hispanic students meeting proficiency.
- In science, only two other divisions had lower percentages of students meeting proficiency overall. White and Black CCPS students demonstrated the lowest proficiency among peers, and only three of eight other divisions had lower percentages of Hispanic students demonstrating proficiency.

**EXHIBIT 5-3  
ANNUAL YEARLY PROGRESS  
2004-05 DIVISION RESULTS  
COMPARISON DIVISIONS**

DIVISION	MEMBERSHIP	AYP PERCENTAGE OF STUDENTS PASSING											
		ENGLISH				MATH				SCIENCE			
		ALL	WHITE	BLACK	HISPANIC	ALL	WHITE	BLACK	HISPANIC	ALL	WHITE	BLACK	HISPANIC
Clarke County	2,163	88	88	78	72	82	84	50	79	82	84	59	72
Bath County	783	75	75	80	100	87	87	88	100	87	87	63	100
Falls Church City	1,898	88	91	81	65	93	94	77	77	91	95	79	63
Fauquier County	10,742	82	85	65	74	84	87	62	82	88	91	66	80
Goochland County	2,220	82	88	69	88	86	91	74	75	87	93	74	100
Madison County	1,844	82	85	67	80	88	89	79	100	84	88	62	100
Northumberland County	1,477	81	90	70	100	86	91	79	100	80	93	68	54
Rappahannock County	1,012	83	84	71	100	83	84	54	89	85	86	61	100
Winchester City	3,678	75	83	60	57	83	88	68	67	81	88	69	62

Source: Virginia Department of Education Web site, 2006.

**EXHIBIT 5-4  
DEMOGRAPHICS OF PEER PUBLIC SCHOOL DIVISIONS  
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	TOTAL STUDENT POPULATION	PERCENT BLACK	PERCENT ECONOMICALLY DISADVANTAGED	PERCENT HISPANIC
<b>Clarke County</b>	<b>2,161</b>	<b>.06</b>	<b>13.7</b>	<b>.04</b>
Madison County	1,844	.14	24.7	.01
Northumberland County	1,477	.44	45.4	.03
Rappahannock County	1,012	.06	13.7	.02
Bath County	783	.02	31.7	.004
Goochland County	2,115	.31	18.7	.02
Falls Church City	1,898	.05	7.4	.08
Winchester City	3,678	.19	39.6	.16
Fauquier County	10,742	.11	14.7	.06
<b>Division Average</b>	<b>2,857</b>	<b>.15</b>	<b>23.3</b>	<b>.05</b>

Source: Virginia Department of Education, Web site, 2005.

Exhibit 5-5 shows 2004 AYP data by school, division, and Commonwealth. Eighty-three percent of Virginia schools and 52 percent of divisions made AYP in 2005-06 based on preliminary 2004-05 performance data. Although CCPS has low numbers of Hispanic, LEP, and special education students in comparison to other divisions, AYP data still raise concerns about those students' academic performance.

**EXHIBIT 5-5  
ANNUAL YEARLY PROGRESS  
CLARKE COUNTY PUBLIC SCHOOLS AND STATE  
2004-05**

STUDENT SUBGROUP	SUBJECT AREA	D.G. COOLEY & BERRYVILLE PRIMARY SCHOOLS %	BOYCE ELEMENTARY SCHOOL %	JOHNSON-WILLIAMS MIDDLE SCHOOL %	CLARKE CO. HIGH SCHOOL %	DIVISION %	COMMONWEALTH OF VIRGINIA %
<b>All Students</b>	English Performance	83	93	87	90	88	81
	Math Performance	79	89	92	74	82	84
	Science Performance	83	92	91	74	82	84
	Attendance Rate	96	95	95	94	95	95
	Graduation Rate				92	92	80
<b>Black</b>	English Performance	<	<	<	<	78	70
	Math Performance	<	<	69	45	50	73
	Science Performance	75	71	78	44	59	72
	Attendance Rate	95	95	96	92	94	95

**EXHIBIT 5-5 (Continued)  
ANNUAL YEARLY PROGRESS  
CLARKE COUNTY PUBLIC SCHOOLS AND STATE  
2004-05**

<b>STUDENT SUBGROUP</b>	<b>SUBJECT AREA</b>	<b>D.G. COOLEY &amp; BERRYVILLE PRIMARY SCHOOLS %</b>	<b>BOYCE ELEMENTARY SCHOOL %</b>	<b>JOHNSON-WILLIAMS MIDDLE SCHOOL %</b>	<b>CLARKE CO. HIGH SCHOOL %</b>	<b>DIVISION %</b>	<b>COMMONWEALTH OF VIRGINIA %</b>
<b>Hispanic</b>	English Performance	<	<	<	<	72	73
	Math Performance	<	<	91	<	79	77
	Science Performance	0	80	100	67	72	73
	Attendance Rate	96	91	94	87	92	95
<b>White</b>	English Performance	82	95	88	90	88	87
	Math Performance	82	93	93	76	84	89
	Science Performance	85	93	92	77	84	90
	Attendance Rate	96	96	95	94	95	95
<b>Disabled</b>	English Performance	38	69	<	75	56	56
	Math Performance	50	58	40	31	41	61
	Science Performance	44	67	56	44	49	64
	Attendance Rate	97	94	95	91	93	94
<b>Disadvantaged</b>	English Performance	69	88	62	79	74	69
	Math Performance	55	88	84	59	68	74
	Science Performance	62	88	79	66	70	73
	Attendance Rate	94	92	94	88	92	94
<b>Limited English Proficient</b>	English Performance	<	<	<	<	<	70
	Math Performance	<	<	<	<	50	77
	Science Performance	100	100	50	33	55	69
	Attendance Rate	96	93	96	90	94	95
<b>Migrant</b>	Attendance Rate	97				97	95

Source: Virginia Department of Education, 2005.

Key: <= A group below state definition for personally identifiable results.

Best practices in effective schools support the analysis of data by educators throughout the school system to continually examine the results of practice, instruction, programs, and curricular materials so that ongoing changes can be made and each student's learning needs are constantly addressed. This practice keeps teachers and administrators focused on tailoring educational opportunities for student strengths and weaknesses. When they examine all sources of data from homework to class and weekly assignments and assessments as well as standardized and benchmark tests, instead of narrowing the curriculum and instruction in response to high-stakes testing, the range of instructional practices is broadened to promote student participation and learning.

Virginia's literature on effective practices underscores the importance of data analysis in stating:

*Teachers in successful schools participate in staff development activities to develop sound assessment tools. Student academic progress is monitored both formally and informally using a variety of assessment strategies. Interventions for students are designed based on these assessments. In successful schools students are taught the testing and scoring system to be used to evaluate their progress. There is a clear system in place for collecting, summarizing and reporting student achievement information based on the assessments.*

## **RECOMMENDATION**

### **Recommendation 5-3:**

**Examine existing data collection practices in terms of the contribution to systemic improvement and the achievement of individual students and student groups, and identify the best practices to implement divisionwide.**

Frequent monitoring is one of the tenets of the effective schools research. When effective practices from each school are collected and examined with respect to feedback on practices, curriculum, and instruction, school leaders can select those that guide regular, systemic change and support individual student success for use in all schools. Expanding their use to all schools will buttress the division's desire that all children learn at high levels, are on grade level, and earn Advanced Studies diplomas upon graduation.

They could be used as a basis for ongoing discussion among principals and division leaders and/or for use by a division data team to guide curricular decisions as the division continues with its curriculum crunching to ensure that there are no curricular gaps as the process continues. Looking beyond the percentage of passing SOL scores as a determination that students have attained competency to perhaps using advanced proficient scores would provide an assurance that acceleration decisions were based on evidence of a full understanding of the curriculum. Individual schools could still continue collecting and analyzing data that are unique to their own programs. The procedure would enable the division to continuously and uniformly examine data in a manner that improves instruction and focuses the curricular and instructional direction across all schools. It should also form a basis for curriculum articulation across all grade levels.



## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The division has focused on reading instruction for at least a decade, offering instruction from elementary through high school. This reflects their cognizance of research that suggests that students who read on grade level have a better opportunity to experience academic success than a peer group in the same course that reads below grade level. Reading specialists are assigned to all schools, although the high school is currently without one due to a resignation and difficulty filling the vacancy. Each school is allowed to tailor its approach to reading for its own school community.

The Reading Academy devised at Berryville Primary dedicates the 110 minutes of instruction each day to literacy. Frequent assessments (every four and a half weeks) allow students to be grouped and re-grouped according to their ability level, regardless of grade, for direct small group instruction. Since all activity is focused on literacy, all instructional personnel are used to reduce class sizes by at least one adult and to channel assistance where students need it most. An additional Success Through Achievement in Reading (STAR) program in which all students take a book home daily has also, staff feel, contributed to students' instructional reading level (IRL) increasing by 25 percent since inception in 2000. Since teachers in all grades teach students from various grades, there is no stigma associated with moving to another class for instruction. Furthermore, teachers know all students and thus share responsibility as a total staff for all students' learning. A benefit to teachers is that they learn the curriculum above and below the grade they teach. When impact on student achievement was evident, the academy approach was transported to Boyce, but used there in single grades rather than cross-grade instruction. It is augmented with Saxon Phonics for a consistent decoding program. Cooley has also begun using the academy approach in both reading and math this year, merging students in both multi-age and single grade classes.

A similar process has been used to "crunch" math standards for acceleration by bringing together teachers in May 2005 to identify SOL standards that can be taught in lower grades. The division recognizes that, as acceleration progresses in math, there will be a related need to examine and revise science to maintain correlation between needed math and science skills and concepts taught at the same grade(s).

The division has used the Multiple Assessment Portfolio for collection of reading data for a decade. At the middle school, students are identified according to their reading level, rate, and SOL scores, among other characteristics with students being tagged for extra reading assistance in addition to English instruction. The reading specialist requests data from elementary schools to assist with 6<sup>th</sup> grade placement with SOL data added when available. Johnson-Williams Middle School sends similar data to the high school. Some assessments are conducted in classes with data sent to the reading specialist for compilation and additional testing.

## **COMMENDATION**

**Clarke County Public Schools is commended for its approach to reading and math, which individualizes instruction based on research and frequent monitoring and grouping of students.**

## **FINDING**

Staff interviewed at all school levels noted a current, and soon to be imminent (as acceleration progresses), challenge in providing students at both ends of the continuum with reading materials that are both interesting and challenging. As acceleration increases at the elementary level, a need to locate books for elementary students that are appropriate for their chronological age but meet their advanced reading ability will become necessary for more students. Reading at the high school is presented as a “free reading” opportunity for students to build their vocabulary by reading books on topics of interest to them rather than actual reading instruction. This makes the selection of reading resources that match the abilities and interests of high school students similarly essential. It is also challenging to find materials for middle or high school students who are reading at elementary levels.

Currently, high school teachers are responsible for locating appropriate materials that match students’ reading ability and interest. This requires knowledge of resources and expertise on the part of the teacher to pair student reading ability with high-interest, low-ability books and other reading materials.

## **RECOMMENDATION**

### **Recommendation 5-4:**

**Examine the use of additional programs to provide information on the correlation between student and book reading level and add more structure to the high school reading course.**

Programs are available that detail reading levels and identify high-interest, high/low ability books for students in all grades. By linking related student information from such programs with the readability values of books, teachers are able to locate, assign, or recommend textbooks, literature, and popular titles of appropriate difficulty to their students. By providing reading levels for textbooks, teachers can present material with similar content but on varied student reading levels for the same course and state standards. Using such programs would strengthen the division’s current commitment to improving students’ reading abilities. The program could also assist teachers in lower grades in matching high-interest books to student abilities.

## **FINDING**

CCPS efforts to address the need for curricular mapping, planning, and revision have focused largely on reading and math. Division administrators readily admit to concentrating on other subject areas before science because student scores have consistently been relatively high. Furthermore, the division’s ability to provide extensive

science experiences for students is affected by the paucity of facilities for hands-on science. This past year, the Coordinator for ESL, Math, and Gifted has worked with teachers to create “science in a box” that provides lab materials and worksheets to facilitate upper elementary science instruction and to provide K-5 lab assistance. The “science in a box” process involves elementary teachers meeting with the coordinator and devising materials lists and instructions. It forms a sound basis for expansion to all grades and other content areas. Currently, the new Coordinator for Science and Technology has not been free to focus on science due to pressing technology needs. School staff examine curriculum and instruction to devise interventions for students, but there was no evidence provided to MGT of ongoing divisionwide procedures to do so in all content areas. Plans are in place; however, to join with James Madison University for a program in which students will use global satellite technology to monitor student water usage, marrying high technology and real world experiences.

A study of effective practices conducted in Virginia noted that curriculum alignment and mapping are based on clear learning goals. Virginia’s effective schools studied displayed clear documentation of the relationship of the goals to specific learning objectives, instructional activities, and student assessments.” Division practices reflect their awareness of these critical elements in curriculum development and revision. Building on current practices would strengthen the curriculum provided CCPS students.

## **RECOMMENDATION**

### **Recommendation 5-5:**

**Expand the use of vertical articulation committees of teachers from kindergarten through high school to discuss, evaluate, and plan curricular initiatives and revisions.**

Vertical articulation teams are composed of representative teachers from each K-12 grade in single content areas, such as mathematics. When they have the opportunity to meet and discuss objectives that students need to master at each level and that can then be reinforced in subsequent grades, students truly learn content, rather than retaining information long enough to pass a test. Implementation of this recommendation would assist the CCPS division-level instructional administrators to more effectively address all curricular needs to achieve its goals in a timely, efficient, and effective manner.

Such groups would be able to examine new programs and related research, develop evaluative questions to monitor implementation, and examine data to ensure that desired results are occurring for students. Establishment of cross-school and grade teams, too, would create a cadre of teachers who could identify curricular gaps, critical concepts and skills for re-teaching, recommend essential professional development, and continually improve the division’s curriculum and instruction. Including a teacher from each grade level would ensure that decisions contribute to a seamless K-12 curriculum. Beginning with half-day quarterly meetings would provide sufficient time for substantive discussions and engender commitment to the process.

**FISCAL IMPACT**

Costs are figured by taking an average of the maximum and minimum teacher salaries of \$54,461 and \$35,000 for a figure of \$44,730 plus benefits of 37% (\$16,550) for a total average cost of \$61,280. Dividing that figure by 180 days would cost the district \$340 per teacher per day or \$170 per half day meeting. Teams would consist of 13 teachers from grades K-12. Four half day quarterly meetings would cost the division a total of \$8,840 (\$170 x 13 teachers x 4 half day meetings) per year.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Hold Four Half-Day Meetings Involving 13 Teachers	\$0	(\$8,840)	(\$8,840)	(\$8,840)	(\$8,840)

**FINDING**

Currently, principals report that information is shared between schools and teachers for use in upper and/or lower grades, albeit not systematically. Also, tests are not routinely administered in all core subjects. All schools in the division administer periodic tests that are used for student placement and individualization of instruction in some subjects. Some also perform diagnostic tests at the beginning of the year to determine students' current level of knowledge and skills in their subject area. Essentially, each CCPS school determines its own use of tests and communication between schools regarding the results are informal.

In effective schools, there is a clear system in place for collecting, summarizing, and reporting student achievement information based on assessments.

**RECOMMENDATION**

**Recommendation 5-6:**

**Include all diagnostic assessment information in the student data management system to facilitate the flow of information.**

Diagnostic and frequently administered assessments are critical for ongoing classroom instructional revision and re-teaching. When results are systematically returned to teachers, they are equally useful in informing them of knowledge and skills that students are lacking after promotion. Using assessments as communication tools regarding the effectiveness of curriculum and instruction will contribute to development of a seamless curriculum from grade to grade and continuous improvement. That information will also inform division and school leaders of professional development needs based on both pedagogical and student needs as populations change. It would also be beneficial for informing receiving teachers of areas of need within their incoming student population. Data from the assessments could be a basis for discussion in the vertical articulation team meetings as well.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **5.3 High School Course Offerings**

#### **FINDING**

Students are offered the opportunity to participate in dual enrollment courses with Lord Fairfax Community College and to a limited extent with Shenandoah University. Currently, there are 166 students participating in 20 college credit courses. The FY2006 Superintendent's Proposed Budget noted that in the 2001-02 school year, 57 students participated in dual enrollment. It further notes that the CCPS had the highest percentage of its student body and the highest total number of students enrolled among all schools in Lord Fairfax Community College's service district.

#### **COMMENDATION**

**CCPS is commended for the broad array of dual enrollment courses offered and the participation rate among their students.**

#### **FINDING**

Evidence of the division's impetus to raise the bar for achievement of all students emerges at the high school level in the array of courses offered students in Advanced Placement (AP), International Baccalaureate (IB), and Dual Enrollment (DE) courses, the latter of which are offered largely through Lord Fairfax Community College. CCPS also began the Early College Scholars Program last year to accelerate IB Diploma coursework before students' senior year of high school so that seniors can take college courses at the high school and serve as "academic, performance, and athletic leaders" for their peers.

Next year, CCPS has eight openings for its students to attend the Mountain Vista Governor's School for Science, Math, and Technology. Students will spend the mornings at Lord Fairfax Community College and the afternoons at CCHS. During the site visit, division administrators met with representatives of the U.S. government and James Madison University regarding possible partnership to "re-think the senior year" offering additional college coursework for CCHS students.

#### **COMMENDATION**

**Clarke County Public Schools is commended for its continual endeavor to develop ways to challenge high school students with advanced coursework.**

#### **FINDING**

CCPS does not effectively conduct annual follow-up of graduates to collect useful data to make instructional adjustments. With the prestigious Challenge Index being determined by participation of students on advanced tests rather than passing scores,

the division must continually weigh course offerings and content against student needs to ensure that students are fully prepared for post-secondary success. During the site visit, members of the public expressed concern regarding the content of advanced classes offered to high school students in CCPS, with some expressing a fear that courses were being “dumbed down” with the addition of disinterested or “unqualified” students. Documents were submitted to MGT regarding those concerns. One parent at the public forum provided as a basis for his concern the fact that his child had taken IB Latin and was subsequently placed in a college-level course based on that coursework. He reported that she had not acquired the vocabulary in the CCHS IB courses to succeed at that level in college and was reassigned. It should be noted again that this was a comment from only one parent at the public forum. In response to similar concerns nationwide regarding AP coursework, the College Board is systematizing its audit process in order to ensure consistency of quality in AP courses. IB already has processes to try to ensure rigor in IB courses wherever they are offered.

The division is committed to challenging all students with rigorous courses, regardless of their “qualifications.” Prerequisites are required for certain coursework; however, there are no roadblocks to any student who meets them from entering any IB or AP course. Eighty-three percent of 2006 seniors and 80 percent of juniors are enrolled in at least one of CCHS’s 33 IB courses. The numbers of students participating and courses offered have increased since the program’s inception in 1998, as have the number of total tests taken. Currently, of 185 students enrolled in IB classes, 32 are designated diploma students. Last year, of 23 candidates, 19 received IB diplomas.

Students at CCPS may enroll in either individual IB courses or pursue the full IB diploma. In some instances, such as with 9<sup>th</sup> grade biology, all students are challenged to take Honors. Division administration notes that “those unable to achieve at that level are reassigned to general biology with appropriate assessments. They are then assessed on the minimal expectations in a regular-level biology class even though they remain challenged by an honors-level peer group.”

Exhibit 5-6 presents comparative pass rates among peer divisions. It shows that only Bath and Clarke have experienced continuous improvement.

**EXHIBIT 5-6  
BIOLOGY PASS SCORES  
PEER SCHOOL DIVISIONS  
2003-04 SCHOOL YEAR**

<b>DIVISION</b>	<b>STUDENT ENROLLMENT</b>	<b>BIOLOGY 2001 PASS</b>	<b>BIOLOGY 2002 PASS</b>	<b>BIOLOGY 2003 PASS</b>	<b>BIOLOGY 2003 PROFICIENT</b>	<b>BIOLOGY 2003 ADVANCED</b>
<b>Clarke County</b>	<b>2,161</b>	<b>79.5620</b>	<b>85.3211</b>	<b>86.4706</b>	<b>75</b>	<b>11</b>
Madison County	1,844	75.0000	68.0000	80.5825	71	10
Northumberland County	1,477	68.2353	81.6667	66.4122	65	2
Rappahannock County	1,012	89.0244	82.0225	90.3226	79	11
Bath County	783	54.1667	75.8065	79.1667	77	2
Goochland County	2,115	88.0342	88.2353	80.4688	76	5
Falls Church City	1,898	92.5714	92.4051	91.8367	71	21
Winchester City	3,678	94.3182	95.7944	91.3043	72	20
Fauquier County*	10,742	82.0375	83.6620	75.8242	69	6
<b>Division Average</b>	<b>2,857</b>	<b>80.3277</b>	<b>83.6571</b>	<b>82.4876</b>	<b>73</b>	<b>10</b>

Source: Virginia Department of Education Web site, 2006.

\* Division average of two high schools’ scores.

A 2005 Wall Street Journal article stated that:

*A 2004 study by researchers at the University of California, Berkeley, tracked over 80,000 incoming freshmen across the UC system to gauge whether taking AP courses in high school was a predictor of academic achievement in college. It found no correlation. (It noted that performing well on the AP exams, rather than simply enrolling in AP courses, better predicted academic success).*

CCHS offers four Advanced Placement courses: government, language, calculus, and statistics. The school anticipates that over 200 AP exams will be given this year. In 2005, 133 CCHS students took 193 tests. Exhibit 5-7 shows the number of students at each score level (1-5) in each subject. An “equity and excellence” indicator reports the percentage of students in grades 10 through 12 who score 3 or higher on at least one AP exam. It reports a number of 12.6 percent among CCPS’s 10<sup>th</sup> grade class, 0.6 percent in the 11<sup>th</sup>, and 2.1 percent in the 12<sup>th</sup>. The higher the number, the better the indicator reflects on course equity and excellence.

A prerequisite for AP Calculus is IB Mathematics II, which should provide a sound foundation for success in the course and on the test. The data show that only four percent of CCHS students score 4 or 5 on AP exams, with 80 percent scoring 1 or 2. In contrast, of the three AP courses offered in Falls Church, 57 of 105 (57%) students scored 3 or better with the 2004-05 test administration. A regular examination of student passing scores, teacher professional development, instructional strategies, and course content could provide information useful in increasing CCHS’s scores.

**EXHIBIT 5-7  
ADVANCED PLACEMENT PASS SCORES  
CLARKE COUNTY HIGH SCHOOL  
2004-05 SCHOOL YEAR**

<b>SUBJECT</b>	<b># OF STUDENTS SCORING 1% OF TEST TAKERS</b>	<b># OF STUDENTS SCORING 2% OF TEST TAKERS</b>	<b># OF STUDENTS SCORING 3% OF TEST TAKERS</b>	<b># OF STUDENTS SCORING 4% OF TEST TAKERS</b>	<b># OF STUDENTS SCORING 5% OF TEST TAKERS</b>	<b>TOTAL # OF STUDENTS FOR SECTION</b>	<b>SECTION AVERAGE SCORE</b>
English Language/Composition	15/20%	37/50%	19/26%	3/.04%	0/0%	74	2.135
US Government and Politics	50/43%	50/43%	12/10%	3/.03%	0/0%	115	1.722
Calculus	0	1/25%	1/25%	1/25%	1/25%	4	3.5
Number of scores at each level/ % of scores at each level	65/34%	88/46%	32/17%	7/.04%	1/.005%	193 TOTAL SCORES	

Source: College Board AP Student Grade Roster, 2005.

SAT tests are another means of comparing local student performance to that of students nationwide. In 2005, 72 percent of the senior class at CCHS took the SAT I. A College Board report, *High School Highlights Report 2001-2005*, shows that since 2001, CCHS

SAT math mean scores increased 40 points to 588 in 2005. This compares, however, to a 2005 mean for the Commonwealth of 599 and the nation of 606. In the past five years, 17 African American/Black CCHS students have taken the math SAT. The only mean score reported was 338 in 2001, when five students (the minimum number for which means are determined) took the test. This compares to a state mean of 429 and a national mean of 431 for Black students. In the past three years, one Hispanic student each year has taken the test, but no mean has been reported. Three hundred thirty-two white students in CCPS have taken the math portion during that time. A mean high of 509 was scored in 2005. That compares to the state's 2005 mean of 532 and the nation's of 536. CCHS student scores on the verbal test ranged from a low of 360 to a high of 800 and on the math from 290 to 650.

Exhibit 5-8 shows the percentage of students in CCHS, the Commonwealth, and the nation scoring at various levels. The percentage of CCPS students scoring at 600 or above is lower than the state and national percentages, and the percentages, of students scoring between 400 and 599 higher than those in either the Commonwealth or the nation.

**EXHIBIT 5-8  
SCHOLASTIC APTITUDE TESTS  
PERCENTAGES SCORING AT EACH LEVEL  
CLARKE COUNTY HIGH SCHOOL, VIRGINIA, AND THE UNITED STATES  
2004-05 SCHOOL YEAR**

SAT REASONING TEST MATH SCORE PERCENTS	CLARKE COUNTY HIGH SCHOOL						VIRGINIA	NATION
	2001	2002	2003	2004	2005	AVERAGE	2005	2005
600 and above	9	17	14	10	15	13	24	27
500 to 599	41	32	28	35	38	35	32	32
400 to 499	30	36	47	38	34	37	29	28
Below 400	20	15	11	18	13	15	14	14

Source: College Board High School Highlights Report, 2001-2005.

**RECOMMENDATION**

**Recommendation 5-7:**

**Conduct annual follow-up of graduates to collect data on post-secondary graduate success that will be useful for revision of instructional programs.**

Follow-up data can provide valuable information regarding the effectiveness of curriculum and instruction in CCPS and help guide program revisions and teacher professional development. The information garnered can then be used to accelerate strides the division is making and address gaps in student performance.

Furthermore, systematically using available data such as that on the success of students in AP and IB courses and on SATs will facilitate fine-tuning course offerings and guide the professional development of teachers. Annual reports offer important data on the effectiveness of the courses CCPS offers students to challenge their academic performance. In successful schools, student achievement data are systematically collected, analyzed, and reported as a means for making decisions about the instructional program. Teachers and administrators regularly use data in both the



individual classroom and schoolwide planning process. Some Virginia divisions have used the AP audit as an opportunity to evaluate their coursework and teacher preparation. Embedding ongoing examination of program data into annual procedures will ensure quality and rigor for students and dispel public concerns about course quality.

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources. Guidance counselors are hired throughout the summer and can collect follow-up data during that time.

### **FINDING**

Seventy-three percent of CCPS secondary students participate in either extracurricular or athletic after school programs. A stated goal for the division is that all students will be engaged in extracurricular activities. One of the coaches at the high school is also a special education teacher and thus encourages special education students to become involved in athletic activities.

### **COMMENDATION**

**Clarke County Public Schools is commended for its recognition that student development extends beyond academic experiences.**

### **FINDING**

Staff members interviewed reported that the division's belief regarding career and technical education (CATE) is that if students are well prepared academically in their K-12 education, they can later acquire workforce skills; therefore, the division does not place emphasis on career preparation courses. Counselors, however, do provide career counseling for students, and many CCPS counseling documents reflect awareness of the importance of career guidance in a comprehensive program. Multiple public comments during the site visit demonstrated concerns about the division's lack of emphasis on career preparation of students.

Middle schools courses that are related to career and technical content include: technology education, keyboarding, graphic arts, and desktop publishing. The CCHS course catalog lists 37 CATE courses in marketing, agriculture, health sciences (including dual enrollment in two Shenandoah University nursing courses), horticulture, information technology, apprenticeship and work study, and technology. Project Lead the Way, a pre-engineering program, is also available at Lord Fairfax through dual enrollment. Enrollment figures from 2005-06 high school schedule data show:

- the 16 periods of agriculture classes have an average enrollment of nine students;
- the seven periods of marketing average 13 students;
- the seven periods of apprenticeship/work study have an average enrollment of 23;

- the two nursing and nutrition classes at CCHS average seven students;
- the three periods of horticulture average have an enrollment of 13;
- the four periods of information technology average 17 students;
- the 25 periods of marketing have an average enrollment of 11; and
- the five periods of technology average 15 students.

This is an unduplicated count so that teachers teaching more than one course during the same period were counted as teaching only one period. Some teachers also teach CATE courses concurrently with IB courses (e.g., marketing and IB business and management). One teacher of CATE classes teaches only two periods. Answers to questions asked about teaching loads were not provided before report completion.

*New Directions for High School Career and Technical Education in the 21<sup>st</sup> Century* finds that current career education foci “establish pathways for continuing education and lifelong learning” with “the importance of the early childhood and middle school years in laying the foundation for high school and beyond (being) emphasized.” It further notes that related components of “high school majors, contextual teaching and learning, work-based learning, authentic assessment” “contribute to student achievement.” While the division has prepared students well with curricular planning for high school academic courses, at the middle school, keyboarding, computer applications, and technology education are the only courses offered related to high school CATE courses. MGT was not provided with documents that demonstrated whether the division had an active vocational advisory committee or if labor projections and high skills high wage data were considered in decisions regarding course offerings.

## **RECOMMENDATION**

### **Recommendation 5-8:**

**Balance academic offerings with other applied coursework geared toward student interests job preparation, and understanding of the relationship between school and post-graduation pursuits and success.**

The division has shown its recognition of the importance of non-academic pursuits in its expectation that students will participate in at least one extracurricular activity each year from 6<sup>th</sup> grade on. Long-standing evidence exists that such activities as well as non-“academic” courses help students who are not motivated by academic pursuits maintain interest in school. There are many middle and high school courses available in today’s world that challenge students to problem-solve, integrate academics into career-related courses, and keep students interested in school without relegating them to traditional “vocational” tracks. CCPS should explore these options and offer courses that meet the needs of students not otherwise motivated to excel in school and further prepare them for success upon graduation as noted above.

This recommendation should also incorporate recruitment of students into CATE courses according to their interests and post-secondary aspirations and the expansion of courses such as those already offered in pre-engineering and technology. Additionally,

teaching loads should be examined with respect to class enrollments and balanced with additional instructional assignments or part-time work, where indicated.

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources as the division continues to evaluate enrollments and purposefully leverage its Perkins vocational funds toward course options that meet labor expectations and offer students choices in career-oriented courses that equip them with current employment skills and knowledge.

## **5.4 Grants**

### **FINDING**

A universal concern expressed during the site visit related to lack of funding to accomplish desired goals for the division. Grants can provide resources that enhance programs and expand opportunities for students. CCPS is fortunate to have an active foundation that offers ancillary funds for its programs. The division's proximity to Washington, DC, and related ties to government representatives also offer potential sources of revenues. In addition, CCPS has not fully availed itself of other funding opportunities available through external agencies. The assistant superintendent at one point wrote external grants. The new science and technology coordinator also wrote several grants before focusing more intensively on technology initiatives. Given the size of the division's staff, it is likely that grant procurement will continue to take a low priority compared to other division initiatives and state and federal mandates, and thus, opportunities for supplementary funds will continue to be missed. Survey responses to the district's effectiveness regarding grants showed some level of concern with 44 percent of administrators noting that the program *needs some/major improvements*. The county's Joint Administrative Services (JAS), however, offers one means of grant-seeking that is, as yet, untapped.

### **RECOMMENDATION**

#### **Recommendation 5-9:**

**Explore with the county the possibility of employing a grant writing position.**

The size of Clarke County lends itself to collaborative governmental operations and initiatives. Hiring a grant writer for all governmental operations, rather than specifically for CCPS, would benefit both the school division and the county as a whole.

### **FISCAL IMPACT**

There should be no cost with implementing this recommendation; however, should the county and division determine a wish to employ a grant writer, MGT estimates a cost of \$75,300 per year. The two parties could share the cost.

## **5.5 Program Evaluation**

The division has a policy (amended August 1988) regarding program evaluation that states, “the school division shall plan, develop and implement the continuous process of evaluation of instructional programs.” However evaluations are primarily informal, with the majority of data examined being student achievement and not necessarily programmatic. A focus on student performance data is essential for targeting instruction toward individual student success. Equally essential, program evaluation provides information regarding the effectiveness of division programs and their implementation in supporting student achievement.

One of the coordinators has conducted some trend data analysis regarding student SOL performance, but generally those who are responsible for a program handle data collection and analysis. Considering the small size of the division’s staff, the scarcity of internal evaluations is to be expected. When a school wants to pilot a new program, it is responsible for conducting research and submitting information to the division, such as the rationale for the initiative, implementation plans, and the anticipated cost. Those who receive grants are also responsible for program evaluation. During interviews, no mention was made of consideration of evaluative information that could be collected and analyzed throughout implementation.

Best practices demonstrate that in order to determine the effective use of resources channeled toward classroom and student success, school divisions must establish a clear basis for evaluating the impact of their educational programs. That evaluation must be ongoing to ensure that resources are expended in ways that are delivering intended results. An evaluation plan should be an integral part of inception of any new program or practice.

### **RECOMMENDATION**

#### **Recommendation 5-10:**

**Develop parameters for program evaluation that would harvest existing data for decision making regarding quality and implementation.**

In a division that believes in piloting initiatives before launching them full-scale in all schools, taking the time to develop even a simple evaluation plan would provide essential information regarding the program’s success in rendering expected results and guide decisions to continue, revise, expand, or eliminate the program.

### **FISCAL IMPACT**

This recommendation can be implemented with existing revenues.

## **6.0 SPECIAL PROGRAMS**

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## **6.0 SPECIAL PROGRAMS**

This chapter provides a summary of the delivery and evaluation of services to students receiving special services in Clarke County Public Schools (CCPS). The five major sections of this chapter are as follows:

- 6.1 Special Education and Pupil Personnel Services
- 6.2 Preschool Programs
- 6.3 Gifted Programs
- 6.4 English as a Second Language (ESL)
- 6.5 Programs for At-risk Students

### **CHAPTER SUMMARY**

Clarke County Public Schools' special programs are administered by two administrators at the division level. The Coordinator for English as a Second Language (ESL), Gifted, and Mathematics oversees second language programs and writes the annual gifted plan. The Director of Special Education coordinates programs and services both for identified special education students and for students requiring preventive assistance to remain in a regular education classroom. The Coordinator of Alternative Education guides instructional programs at the alternative school for that program and the Suspension to Site, an alternative to out-of-school suspension for secondary students. The recommendations in this chapter essentially focus on strengthening existing practices and seeking alternatives beyond the schools to continue programs that are no longer available for students due to diminished funds or grant closure.

Among these recommendations are the following key suggestions that should assist the division's leaders as they continue to develop and fine-tune programs and procedures that individualize approaches to meeting student educational and social needs through special programs:

- Add instructional support teachers at the division's three remaining schools.
- Broaden the use of performance data on state assessments to assist in prioritizing instructional, programmatic, and professional development decisions for the division.
- Devise strategies to ensure that provisions of the gifted plan are fully met.
- Link with Winchester City Schools to identify locally available opportunities that will assist parents of ESL students to become better integrated into the community and learn ways in which to support their children's education.
- Seek alternative grant funds to continue the effective support system that the Family Support Program has provided students and their families.

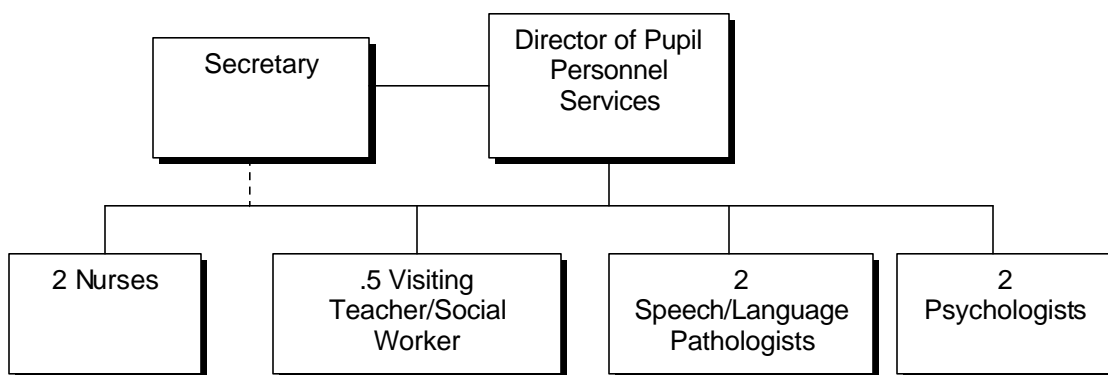
- Reach out into the community to enlist volunteers to replicate the Darrell Green at-risk program.

**6.1 Special Education and Pupil Personnel Services**

The organizational structure of CCPS with respect to special education comprises the Director of Pupil Personnel Services, one full-time secretary, two county-level registered nurses, two speech/language pathologists, two psychologists (although one is on maternity leave), and a 0.5 FTE visiting teacher/social worker. Services for physical and occupational therapy are contracted through private agencies. Lead teachers at each school carry full-time teaching loads but receive supplements for contact responsibilities, which include monthly meetings with division staff. Last year additional support staff included a 0.5 FTE position responsible for monitoring and compliance and an additional 0.5 FTE secretary.

The Director of Special Education works closely with division and school personnel to ensure that the individual needs of students are accommodated, whether the student has been referred for special education or just identified as needing special support for academic success. With other division leaders, she works to coordinate instruction, curriculum, and staff development to integrate special education, support services, and regular education. The pupil personnel role provides supplemental or extended support for students and their families that contributes to enhanced student performance and academic achievement. Exhibit 6-1 shows the current organizational structure of the division's Office of Pupil Personnel Services.

**EXHIBIT 6-1  
CURRENT ORGANIZATIONAL STRUCTURE  
OFFICE OF PUPIL PERSONNEL SERVICES  
CLARKE COUNTY PUBLIC SCHOOLS  
2005-06**



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

**FINDING**

Practices Clarke County has instituted have led to the percentage of students served in special education classes being considerably smaller than in peer divisions selected for their comparability to CCPS. When students are identified as needing additional support,

CCPS strives diligently to serve them in regular classes before referring them for special education. The division began inclusion in its schools in 1999-2000. Additionally, through strategies that CCPS uses to address individual student needs prior to referral for special education services, the percentage of students identified as special education has fallen over the years. Exhibits 6-2 and 6-3 show the percentages of special education students in CCPS since 2000 and the percentages of special education students served in CCPS and its peer divisions.

**EXHIBIT 6-2  
CLARKE COUNTY PUBLIC SCHOOLS  
SPECIAL EDUCATION DECEMBER 1 COUNTS  
2000-01 THROUGH 2005-06**

<b>SCHOOL YEAR</b>	<b>TOTAL STUDENT COUNT</b>	<b>TOTAL SPECIAL EDUCATION COUNT</b>	<b>SPECIAL EDUCATION PERCENTAGE</b>
2000-01	1,967	223	11.3
2001-02	1,987	205	10.3
2002-03	2,071	212	10.2
2003-04	2,087	217	10.3
2004-05	2,133	205	9.6
2005-06	2,186	178	8.1

Source: Clarke County Public Schools, Office of Pupil Personnel, 2006.

**EXHIBIT 6-3  
PERCENTAGE OF STUDENTS RECEIVING SPECIAL EDUCATION  
PEER DIVISIONS  
DECEMBER 1, 2004**

<b>DIVISION</b>	<b>FALL MEMBERSHIP</b>	<b>SPECIAL EDUCATION PUPILS</b>	<b>PERCENTAGE</b>
Clarke County	2,163	205	9.5%
Bath County	783	114	14.6%
Falls Church City	1,898	266	14.0%
Fauquier County	10,742	1,436	13.4%
Goochland County	2,220	396	17.8%
Madison County	1,844	214	11.6%
Northumberland County	1,477	205	13.9%
Rappahannock County	1,012	172	17.0%
Winchester City	3,678	710	19.3%
<b>PEER DIVISION AVERAGE</b>	<b>2,869</b>	<b>413</b>	<b>14.6%</b>
<b>STATE</b>	<b>175,285</b>	<b>1,204,813</b>	<b>14.5%</b>

Source: Virginia Department of Education, 2006.

The division uses a number of effective strategies in order to keep its percentages of identified special education students low:

- Communications and guidelines from the Office of Pupil Personnel constantly focus on whether the disability is what negatively impacts the student's educational performance and promote alternative strategies within the student's classroom.



- All pupil personnel staff provide service to non-identified students who need interventions for success.
- Reading specialists in schools enhance and intensify success in reading for all students.
- All teachers and paraprofessionals participate annually in training on differentiating instruction within the regular classroom prior to referral for testing.
- The Child Study Committee focuses on instructional, staffing, staff development, and classroom strategies that might be employed rather than student “disabilities” and thus problem-solves around the child’s needs rather than his or her deficiencies.
- Teaching candidate interviews probe for congruence with the division’s philosophy of accommodating students’ various learning needs.
- ESL services address possible language barriers preventing success.
- Instructional support teams at two schools devise approaches using programming and intervention within regular education classes.
- Team teaching is extensive in the division, allowing all students to benefit from the strengths of regular and special education students and teachers to share and learn from each other.
- There is much individualization and differentiation of instruction to address student differences and varied learning styles.
- Regular education teachers receive a copy of accommodations required for students in their classes, to be signed and returned to the school special education lead teacher.
- Students are taught how to advocate for themselves and, at the high school level, are taught study skills by a special educator to reinforce those skills.
- Students receive support after dismissal from special education services.

Self-contained classes in CCPS are few, and students in them are mainstreamed as much as possible for lunch and electives. Some schools have no self-contained classes. A regional private program is housed at Boyce Elementary for students who would normally be in a private day environment. Some of those students are mainstreamed in their regular grade level with one-on-one support. The program has been in place for three years, and some students have been successful enough to transition into a regular special education inclusion class.

Documents provided from a mock federal review commended the high school on student participation in IEP meetings and the variety of accommodations available to enhance student learning. Additional documentation identified a number of differentiation and accommodations that were observed during classroom visits. Testimonies noted that high school special education students had participated in both honors and IB classes with teachers following IEPs regarding different instructional modalities. Last year, one student with multiple disabilities not only took an honors biology class, but passed the SOL. High school Educable Mentally Retarded (EMR) students are mainstreamed for electives. The clear expectation is that the vast majority of students will graduate with a regular diploma, and only those in self-contained classes will earn special diplomas.

Best practices demonstrate that, where special education and regular education teachers collaborate, instructional repertoires for both teachers are expanded to the benefit of all students. When collaboration moves to co-teaching between regular and special education students, benefits such as total integration of special education students into regular education classes even result in an inability to discern special education students from regular education students. This inability to discriminate between regular and special education students was reported in one of the mock federal review documents. The division's approach to serving students in the mainstream is not only more effective at helping students to develop socially, emotionally, and academically, but also is far more cost effective than special education classes per se.

#### **COMMENDATION**

**Clarke County Public Schools is commended for the universal commitment displayed within the division to addressing student learning needs as much as possible within regular classroom and school settings and to prevention rather than intervention.**

#### **FINDING**

When principals were asked how they observed for the use of accommodations in classes and for inclusionary practices, responses reflected personal actions each principal took, but together they did not display a divisionwide system for ensuring that, in classroom observations, administrators uniformly and specifically observed the utilization of accommodations. Their responses reflected the regular involvement of pupil personnel staff at the schools, a strong sense of understanding of differentiation, awareness of the IEPs of students in their schools, and a deep commitment to meeting student needs outside the traditional special education delivery model as well as professional preparation in college courses. One noted further that “[the director] does a superb job of keeping administrators abreast of all the latest information regarding serving special needs populations.” Another stated that his school schedule was developed based on the specialist who served students with disabilities and that the emphasis on inclusion and the elementary literacy block contributed to student success. One principal noted the use of a classroom walk-through form as a means of communication regarding what was observed during visits.

## **RECOMMENDATION**

### **Recommendation 6-1:**

**Expand the current use of classroom walk-throughs to all schools and incorporate items related to teacher use of accommodations for students with special needs.**

Walk-throughs are a quick method of focusing administrative observations on key instructional activities and interrelationships between teachers and students. They also serve as a useful communication tool and for documentation and collection of best practices to share or areas to target for improvement and additional staff development.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

One of the federal review documents commended Clarke County High School on the fact that “special education students were afforded the same opportunities to participate in extracurricular activities as their peers.” In fact, one of the teachers at the high school is a coach half-time and a special education teacher the other half and encourages special education students to participate in extracurricular activities and athletics. This clearly demonstrates CCPS personnel’s commitment to the division’s goal that all students will participate in at least one extracurricular activity during their secondary school experience. Such commitment to involving special education students in all aspects of an educational experience is extraordinary.

## **COMMENDATION**

**Clarke County Public Schools is commended for embedding its philosophy for all students to experience extracurricular opportunities so extensively into its culture.**

## **FINDING**

Though all personnel interviewed reported success in the way that Instructional Support Teams (ISTs) pro-actively identify individual student learning needs and styles and devise strategies within the school as a whole and in the regular classroom to support student success outside a special education environment, only two of the schools currently have ISTs. The collaborative approach to meeting student needs helps educators to focus on curriculum and teaching styles rather than purported student deficiencies. ISTs have been utilized at Boyce Elementary for three years and were introduced at Cooley Elementary last year. IST teachers match classroom teacher strengths with student needs and monitor the success of IST strategies implemented. As teams continue to meet and problem-solve together, additional personnel and strategies are employed as attempts are made to develop a process that provides appropriate support for student learning throughout the year. Only when IST actions have not proven effective in meeting student needs are students referred to Child Study Teams for consideration of special education interventions.

**RECOMMENDATION**

**Recommendation 6-2:**

**Add Instructional Support Team teachers at the division’s three remaining schools.**

The preventive successes division staff report in the schools where ISTs are in place and the division’s decreasing percentage of special education students testify to the success of this strategy in realizing high expectations for students. When compared with the costs of educating students in special education classrooms, the additional personnel costs are minimal.

**FISCAL IMPACT**

The supplement for ISTs is \$6,000 per position. Benefits of 37 percent represent an additional \$2,220 per position. The addition of three supplements would yield a total cost over five years of \$123,300.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Add Three Instructional Support Team Teachers	(\$24,660)	(\$24,660)	(\$24,660)	(\$24,660)	(\$24,660)

**FINDING**

Although there is much evidence of the success of inclusion in the division’s schools, there were still multiple comments regarding the need for better provision of planning time for teachers who co-teach in inclusion classrooms. The middle school schedule with its team approach lends itself to joint planning time and discussion of shared students. However, the same is not true in all other CCPS schools.

**RECOMMENDATION**

**Recommendation 6-3:**

**Include as a discussion topic at principals’ meetings, research on scheduling alternatives to help create time in school schedules for collaborative planning between regular and special education teachers.**

The skills and knowledge of teachers are maximized when opportunities exist for professional staff to tap each other’s expertise and brainstorm ways in which they can jointly meet student needs. When two teachers who understand students’ unique instructional needs and potential motivators work together to devise lessons, instruction is richer and more effective. CCPS has created the structure for co-teaching to occur, but outcomes will be strengthened by the addition of protected joint planning time.

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

None of CCPS's students take the Virginia Grade Level Assessment (VGLA), and few take the Virginia Alternate Assessment Program (VAAP). As shown in Exhibit 6-4, the majority of students who have taken the VAAP in CCPS have historically scored at the advanced or proficient level. Exhibit 6-5 presents the 2003 SOL results for special education students in each of the division's schools.

**EXHIBIT 6-4  
CLARKE COUNTY PUBLIC SCHOOLS  
PROFICIENCY LEVELS  
VIRGINIA ALTERNATE ASSESSMENT PROGRAM  
2000-01 THROUGH 2002-03**

YEAR	SCHOOL	# OF STUDENTS	ENGLISH/ LANGUAGE ARTS	MATHEMATICS	SCIENCE (TECHNOLOGY)	HISTORY/SOCIAL SCIENCES (VOCATIONAL STUDIES)
2000-01	Boyce Elementary	1	Advanced	Advanced	Advanced	Advanced
2001-02	Boyce Elementary	1	Advanced	Proficient	Proficient	Proficient
		1	Needs Improvement	Needs Improvement	Proficient	Needs Improvement
2002-03	Clarke County High School	4	Advanced	Advanced	Advanced	Advanced
			Proficient	Advanced	Proficient	Proficient
			Proficient	Advanced	Advanced	Advanced
			Advanced	Advanced	Advanced	Advanced
	Boyce Elementary	2	Proficient	Advanced	Proficient	Advanced
			Advanced	Advanced	Proficient	Advanced

Source: Clarke County Public Schools, Office of Pupil Personnel, 2006.

**EXHIBIT 6-5  
CLARKE COUNTY PUBLIC SCHOOLS  
SPECIAL EDUCATION STUDENT  
SOL RESULTS  
2003**

SCHOOL	GRADE	SUBJECT	PASS	FAIL	TOTAL PART.	PASS RATE %	PART. RATE %
CCHS	11	Writing	3	5	8	38	100
		English	6	2	8	75	100
		Math	11	10	21	52	100
		History	15	18	33	45	100
		Science	21	17	38	78	
JWMS	8	Writing	3	5	8	38	95
		English	6	6	12	50	95
		Math	7	1	8	88	95
		History	7	2	9	78	
		Science	7	1	8	88	
Boyce	5	English	3	3	6	50	100
		Math	3	3	6	50	100
		History	2	4	6	33	100
		Science	4	2	6	66	100
Boyce	3	English	2	5	7	16	100
		Math	2	5	7	33	100
		History	2	5	7	33	100
		Science	3	4	7	50	100
D. G. Cooley	5	English	1	4	5	20	100
		Math	1	4	5	20	96
		History	2	3	5	40	
		Science	1	4	5	20	
D. G. Cooley	3	English	2	7	9	22	100
		Math	5	4	9	56	100
		History	3	6	9	33	
		Science	4	5	9	44	

Source: Clarke County Public Schools Office of Pupil Personnel, 2006.

## **RECOMMENDATION**

### **Recommendation 6-4:**

**Broaden the use of performance data on state assessments to assist in prioritizing instructional, programmatic, and professional development decisions for the division.**

With inclusion so fully woven into the culture of CCPS, special education SOL scores in content areas are a reflection of more than the performance of those students and their teachers. The division is using SOL data for individualization of instruction, but the data also provide a rich resource to examine practices, instructional methodologies, resources, curriculum articulation, and staff development needs for teachers across the division. When patterns of high or low performance emerge, they serve as a resource for identifying and sharing best practices where success has been experienced, and for identifying priorities that should be addressed division-wide to ensure equity of instruction and educational experiences for all students. Data in Exhibit 6-5 reinforce recommendations made in Chapter 5.0 regarding data, vertical curriculum teams, and formalization of procedures for continuous evaluation.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

During the 2004-05 school year, six of 13 special education teachers in the division left. Staff turnover costs the division in terms of administrative and instructional time lost to advertising, checking references, and interviewing as well as in training new staff and enculturating them in the division's practices and beliefs. Three left possibly due to a breakdown in communication during the interview and hiring process; one did not agree with the division's inclusion philosophy; one was asked not to return; and one left because of the workload. One changed jobs within the county, perhaps because of a mismatch between job responsibilities and the person's strengths and abilities. One left for health reasons and another for higher pay in a neighboring division. Staff queried about the high turnover rate did not identify any division process to examine or address high turnover trends. The Director of Pupil Personnel is sometimes, but not routinely, invited to participate in interviews for special education vacancies.

## **RECOMMENDATION**

### **Recommendation 6-5:**

**Include the Director of Pupil Personnel in interviews for special education teachers to improve hiring and retention of special education staff.**

A turnover rate of almost 50 percent among one group of personnel should not be taken lightly. In a division the size of CCPS, normal turnover should not be so high as to preclude the Director of Pupil Personnel from being able to participate in interviews when they arise. Her familiarity with staff in all schools and key role in sustaining the

division's special educational practices and philosophy make her involvement valuable in matching interviewees with vacancies. In her position, knowing the division, the school, the students, and the staff, she can also clearly and effectively communicate the realities of the job to candidates.

## **FINDING**

CCPS has been billing for some but not all eligible reimbursable Medicaid expenses. Data provided for the school years 2002-03 through 2004-05 show that the division has received an average of \$11,000 per year for the services it has billed. It bills for speech and language and occupational and physical therapy services, and is just beginning to bill for psychological services. It does not yet bill for transportation, nursing, or administrative services. CCPS contracts with an external agency for the actual billing, paying 10 percent of revenues for those services. The secretary of pupil personnel compiles records and submits them to the agency for filing for reimbursement.

Medicaid is a federal entitlement program that finances medical services with funds that can be used to improve the delivery and accessibility of health-care systems and resources within school systems. The Medicaid Administrative Outreach Program allows Medicaid reimbursement to local education agencies. The payments to the local education agencies are based on the cost of providing eligible health-related outreach activities. The reimbursement of administrative claims is based on the percentage of students in the total school population who are eligible for Medicaid. The implementation of the Medicaid Administrative Outreach Program can prove to be an invaluable revenue source for expanded health and social services to the students of Clarke County Public Schools. One company that provides an on-line IEP system has a software program to assist with Medicaid reimbursement that may also facilitate filing for those revenues.

The Commonwealth provides projections based on community demographics and economic factors of possible numbers of students eligible for billed services. Although it does not estimate dollars reaped by the division, it does estimate a range of numbers of students. Based on a "penetration rate" of 18.32 percent (per Medicaid 6/30/05), the state estimates that of 23 CCPS's 205 special education students (12/1/04 Child Count), will be Medicaid eligible. It further estimates that somewhere between 30 percent (12) and 60 percent (23) of them will require billable Medicaid services, but reports that most divisions receive funds for close to the 30 percent range due to the requirement for parental consent. CCPS could increase revenues through additional billing.



Exhibit 6-6 shows Medicaid reimbursements received by CCPS and its peer divisions.

**EXHIBIT 6-6  
MEDICAID REIMBURSEMENTS RECEIVED  
PEER DIVISIONS  
2005-06**

<b>DIVISION</b>	<b>STUDENT ENROLLMENT</b>	<b>REIMBURSEMENTS RECEIVED</b>
<b>Clarke County</b>	<b>2,163</b>	Average of \$11,000
Bath County	783	Just began this year with nursing services
Falls Church City	1,898	Not billing
Fauquier County	10,742	Billing for administrative costs, beginning direct services
Goochland County	2,220	Administrative billing
Madison County	1,844	Beginning to bill for speech
Northumberland County	1,477	Not billing
Rappahannock County	1,012	Not billing
Winchester City	3,678	Beginning to bill

Source: Created by MGT of America, March 2006.

**COMMENDATION**

**The Clarke County Special Education Department is commended for the level of Medicaid reimbursements it requests that provide additional funds for division services to students.**

**6.2 Preschool Programs**

The division is fully committed to inclusion in preschool. Students who are neither at-risk nor special needs students are admitted to either class as reverse mainstream students. These students are developing appropriately and are included in the class as role models for the special needs students. They are often paired with a buddy by age.

CCPS's preschool programs take two forms: Early Childhood Special Education (ECSE) and a broader BE-4 ("before" kindergarten) preschool program funded with Title I dollars. The ECSE program serves students from ages two to five. The majority of students enrolled (a maximum of 10 per class) are students with special needs who are identified throughout the year through monthly child find procedures. For consideration, students must demonstrate a 25 percent delay in two or more developmental areas, or 50 percent in one.

Title I funds are channeled to the division's BE-4 preschool classes in support of classroom positions (two teachers and three paraprofessionals). Qualifying students are four-year-olds identified as at-risk for the following reasons:

- falls below the 50<sup>th</sup> percentile on a developmental screening assessment;
- has an IEP;

- has a chronological exception based on interviews with parents and reviewed by the Administrative/Special Education/Preschool Team (ASEP); and
- has experienced a life-altering event (as determined by the ASEP team).

The federal consolidated application shows that 48 students participate, with an additional 20 on the waiting list.

Mock federal review observation documents commended the primary school where preschool programs are housed for the way in which ECSE, BE-4, and K-2 teachers collaborate to plan maximal educational experiences for students. It noted that “ECSE monitors those in the BE-4 programs, observes kindergarten programs in the different schools to help decide placement for students, and conducts monthly home visits with each student.” Other documents note a longitudinal increase in PALS scores and decreased absenteeism as well as a decreased likelihood of referral for special education.

The division’s early integration of special needs and other students epitomizes the intent of federal legislation with its emphasis on inclusion and promises to create an early understanding among all students of individual strengths and needs rather than abilities and disabilities.

#### **COMMENDATION**

**Clarke County Public Schools is commended for extending inclusion to preschool students with its reverse mainstream program.**

### **6.3 Gifted Programs**

#### **FINDING**

The division’s philosophy and commitment to ensuring that all students have opportunities to reach their potential directly impacts services for gifted students in that they rely heavily on differentiation/individualization of instruction within regular classes instead of pull-out programs. As in all gifted programs, students are nominated, identified, and placed using multiple instruments so that no one instrument or criterion either excludes or includes a student. Meetings are held with appropriate personnel, students, and parents to develop a plan for the year with accelerated and intensified learning experiences through differentiation and course selection relating to each student’s academic needs. The breadth of accelerated and advanced courses offered in the division support those opportunities for all students, including gifted. The fluid groupings in reading and math at the elementary level provide intensified learning experiences in multi-age, heterogeneous, and homogeneous groupings.

According to interviews and documents provided to MGT, several provisions of the gifted plan are not fully realized, impairing the level of services the division seeks to provide for both gifted and other students. Many division teachers (17 full-time and 77 part-time identified in the 2004-05 gifted plan) serve identified gifted students in their classes and

are thus expected to have the skills and knowledge to differentiate instruction appropriately to challenge each student. The plan states that all teachers have been trained. The federal consolidated application also specifically budgeted \$5,000 for differentiation training. The district planned to use those funds to engage Carol Tomlinson for training, but was not able to schedule her.

The division's gifted plan states that "Classroom teachers will observe for evidence of, or potential for, creative or productive thinking, problem solving skills, musical, artistic or physical abilities, and higher level thinking skills, use the behavioral characteristics form and to review classroom performance of students not currently in the program." No training has been provided to ensure that teachers are aware of opportunities that will allow these talents to flourish should they identify students and refer them for the program. The plan states that a countywide newsletter and inclusion of such opportunities in school newsletters will disseminate information about them. The reality is that the person responsible for oversight of the gifted program is one of four primary instructional leaders in the division, excluding the superintendent, and has a multitude of other responsibilities that affect her ability to ensure broadcasting of that information.

The plan notes that, for students in grades 6 through 8, a wide array of courses will allow them to explore their special abilities and talents. The plan also states that observations of gifted teachers will be made by the school and county gifted coordinators with post-conferences based on increasing the level of service the teacher provides. In response to a question about the degree to which observations are made by the county gifted coordinators, the answer was that observations are conducted by principals due to multiple responsibilities of district staff; however, principals may or may not be aware of this expectation.

## **RECOMMENDATION**

### **Recommendation 6-6:**

#### **Devise strategies to ensure that provisions of the gifted plan are fully met.**

All of the above-mentioned provisions of the plan are essential for the nurturance and full development of students no matter what their talents or the division's delivery model. They need not, however, be conducted by just one individual. Beginning of year meetings could emphasize to teachers the need to look out for talented students, and inform them of the referral process and enrichment opportunities. School newsletter contacts could be told at that point to solicit information regarding enrichment opportunities to include. Principals could be given checklists of key instructional competencies to specifically observe. Additional consideration could be given to expanding middle school course offerings or at least promoting opportunities for talent development.

Differentiating Curriculum for Gifted Students, ERIC Digest #E510 states that "No matter where they obtain their education, they need an appropriately differentiated curriculum designed to address their individual characteristics, needs, abilities, and interests." Key professional skills and knowledge such as differentiation should be a divisionwide focus and not dependent on school-level decisions. Embedding national staff development best practices into the division's professional development would further ensure that the

skills and knowledge that the division considers critical for actualizing its philosophy for every student will become transparent in the repertoire of all teachers.

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

The division currently has 54 students, or over 30 percent of its senior class, who qualify for Virginia's Early College Scholars Program. To qualify, students must earn at least 15 college credits before graduation. The division has also made plans with James Madison University (JMU) to "re-think the senior year" to give CCPS students the opportunity to experience university life and education under the supervision of university staff. The program also includes:

- the opportunity to take classes co-taught by JMU and CCHS teachers;
- completion of a Senior Year Capstone Project in which students develop expertise on a particular topic;
- a monitored internship with a professional in a field of interest to the student; and
- participation in significant community service learning.

### **COMMENDATION**

**CCPS is commended for creatively working in partnership with a post-secondary educational institution to provide accelerated opportunities for its high school students.**

#### **6.4 English as a Second Language (ESL)**

Because of the small number of students eligible for ESL in CCPS, a single teacher provides education to ESL students as well as outreach to parents so that they can be integrated into the community as fully participating citizens, supportive of the educational system. The CCPS English as a Second Language program is administered by the Coordinator of ESL, Gifted, and Mathematics and supported by one ESL teacher. CCPS currently has approximately 50 English Language Learners (ELL), who are served primarily in a pull-out and push-in delivery model. Students attend all division schools, but are concentrated in their home schools: the primary school, Cooley Elementary, and the high school. Although the population is small, it has been growing in recent years. When students enroll mid-year, they are given the IPT to determine placement. They are then assessed annually for progress using the Stanford English Language Proficiency Test (SELP). The SELP also identifies the ESL instructional level for the following year. The teacher and coordinator work closely together to ensure access on the part of the teacher to students in their classrooms, a balance between push-in in-class instruction

and pull-out, depending on the students' needs, and opportunities for professional growth and dialogue with peers in other divisions. The teacher communicates regularly with teachers via brief hallway encounters and e-mail. She also checks student grades on a regular schedule and provides in-class support when requested. Regular education teachers are given state materials and in-service by the teacher. The graduation rate among ESL students is 99 percent, the same as for non-ESL students. Home visits are made to parents of students in the preschool classes, but, with the program being so small, not much attention has been focused on additional family support mechanisms.

Programs that are effective in integrating students whose primary language is not English provide outreach to parents through communications in their native language, partnership with community organizations that provide social services and services to families who are non-native English speakers, and churches whose congregations serve diverse populations. Nearby Winchester City has experienced far greater growth in ESL populations and has created a communitywide support system for children and their families using parent liaison positions and an evening adult ESL program provided by the Northern Shenandoah Valley Adult Education Program. An outgrowth of the adult ESL program has been the development of citizenship classes, job skills, and child care for classes in the Winchester-Frederick County area. Another easily accessible resource that enhances communication with families speaking other primary languages is the U.S. Department of Agriculture with its provision of Free/Reduced Lunch Forms in 18 languages at [www.fns.usda.gov/cnc/Translations](http://www.fns.usda.gov/cnc/Translations).

## **RECOMMENDATION**

### **Recommendation 6-7:**

**Link with neighboring divisions to identify locally available opportunities that will assist parents of ESL students to become better integrated into the community and learn ways in which to support their children's education.**

Linking with neighboring divisions with faster growing populations and additional community resources to benefit the new ELL families will prevent Clarke from having to "re-invent the wheel." Linking the two divisions will extend the parent network of people with common cultures and backgrounds and help to develop their skills to become more effective parents for their children's educations and more contributing, successful citizens.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources. Communications regarding opportunities can be disseminated through local schools and the ESL teacher. One current federal grant listing for additional funds for a local or joint program is for a Migrant Education Even Start Family Literacy Program (CFDA# 84.214A). Additional information is available at [edinfo@listserv.ed.gov](mailto:edinfo@listserv.ed.gov).

## 6.5 Programs for At-risk Students

### FINDING

Clarke County has developed an extensive array of programs and practices that support at-risk students and contribute to an extremely low dropout rate. Exhibit 6-7 presents comparative dropout rates for peer divisions from 2001 through 2003. It shows that for the last two years for which data are available, the division had the lowest or the second lowest rate among peer divisions.

**EXHIBIT 6-7  
DROPOUT RATES  
PEER DIVISIONS  
2001-03**

DIVISION	DROPOUT PERCENTAGE		
	2001	2002	2003
Bath	0.54	0.56	0.27
Clarke	1.29	0.32	0.10
Fauquier	1.97	1.15	1.02
Goochland	2.41	0.97	0.30
Madison	1.93	2.10	0.55
Northumberland	3.16	1.40	1.94
Rappahannock	0.74	0.75	0.38
Falls Church	0.24	0.44	0.00
Winchester	2.82	1.63	3.09

Source: Virginia Department of Education Web site, 2006.

Several division programs and practices have contributed to the high level of student completion of school. CCPS's alternative education program for secondary students is housed in a former bank building owned by the public schools foundation. It is not considered a separate school, but rather a part of the students' home schools, so they still participate in extracurricular activities with their peers. The coordinator of the program is the former special education chair from CCHS and thus has a plethora of experience with instructional strategies that address varied student learning styles and needs. She is assisted by three teachers/teacher apprentices and a part-time counselor. With no cap on enrollment, the coordinator reports that a lack of space definitely negatively affects program quality and effectiveness, as was evident during the site visit.

Two programs are located at the site. The alternative program is available for middle and high school students for whom traditional school programs have not been successful. The three teachers at the site are responsible for teaching them in the core academic subjects using regular pacing guides and curricula. Students may attend either a morning or afternoon session, with an estimated 90 percent taking electives at their home school, usually the high school, during the second part of the day. Some students spend part of the day in work study instead. Home school counselors continue to work with the students after they are staffed into the program by a committee that has decided that the alternative program is the best placement for them to "re-build" themselves academically and behaviorally. Goals are set in the meeting for re-admission to their home school, so the alternative program is seen as a transitional placement, generally for one semester. High school counselors visit the program and discuss topics such as

SATs, colleges, and college planning. The program is self-paced so students can recuperate credits and accelerate their learning if motivated. Over 90 percent of students are reported to receive diplomas. Students who are extremely far behind can opt to participate in the pre-GED Individual Student Alternative Education Plan.

Also located in the building is the suspension to site program, an alternative to out-of-school suspension that would otherwise be recommended as a result of one serious or several lesser infractions. Students are placed in the program for one to 10 days to allow them to get back on track academically instead of losing suspension time away from academics. Teachers from the home school send assignments on which the students work in a supervised environment.

Summer school is offered to all students as a learning and enriching extension of the school year. Because of its accessibility for all students, few CCPS special education students qualify for an extended school year in their IEP. Interviews revealed that student AYP performance is used as one element of summer school planning.

Each principal provided either testimony or evidence of planning for individualization of instruction for students who are not on target, although each school checks for progress on differing schedules and ties professional development to them with various levels of encouragement. Documents demonstrate careful tracking of the progress of special education students. At the middle school, teachers develop SMART (Specific, Measurable, Agreed upon, Realistic, and Time-framed) goals to target areas of deficiency, which are monitored every nine weeks by departments for success. They may also be tied to professional development. Two schools provided examples of individual remediation/academic plans that very specifically identify student strengths and weaknesses, demonstrate ongoing efforts to provide interventions in class, and provide evidence of tracking of student progress throughout the year. One of the schools tracks progress quarterly. It also strategically targets progress in content areas from a baseline to end-of-year percentage increases in student performance.

## **COMMENDATION**

**Clarke County Public Schools is commended for implementing strategies that focus instruction and result in a remarkably low dropout rate.**

## **FINDING**

Despite a history of success, some of the division's extended learning experiences for students have unfortunately lost funding, thus eliminating those opportunities. The division has offered before- and after-school extended programs for students for almost two decades with additional grant-funded programs sometimes in place. The Learning In Networks of Caring Support (LINCS) after-school program began with a grant and has been run at each school according to each principal's determination of his or her students' needs. Tutoring is also available before school and even takes place at lunch at the middle school. An after-school tutorial program funded by a Darrell Green Foundation grant for at-risk boys in grades 5 through 8 offered them college mentors as tutors and role models from 2001-04, but funds have since dried up.

## **RECOMMENDATION**

### **Recommendation 6-8:**

**Reach out into the community to enlist volunteers to replicate the Darrell Green at-risk program.**

Effective Youth Motivator programs recruit as role models people who have grown up in communities with large populations of at-risk students. Working with students as the college mentors in the former CCPS program did, they broaden expectations and collaborate with parents to keep students focused on positive behavior and academic achievement. Coordination is minimal, and once the first volunteers are recruited and experience success, word of mouth creates momentum for program continuation and expansion. In one school district, a Motivator convinced a School Board not to expel his Mentee, who later successfully graduated from high school.

The magnitude of the challenge of improving achievement for student subgroups highlights the need for concerted efforts to design and implement programs and strategies that will keep youth in school and facilitate successful completion. Additionally, the costs to students who drop out in terms of lower wages and higher unemployment rates and the costs to society in terms of lost revenue and increased dependence on social programs necessitate effective solutions to the problem of dropout.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources. Coordinators of existing LINC'S programs and/or guidance counselors could recruit volunteers and organize the program.

## **FINDING**

Like some after-school programs, an effective collaborative family support program between CCPS and the Department of Social Services faces a loss of funding next year. Since 2001, the two entities have partnered to divert children from foster care, juvenile detention, and other forms of out-of-home placement with state funds. The partnership created a Family Support Program to maintain family unity and bolster each child's individual needs. It taught families positive parenting skills and interactions, focused on child readiness to learn with family support and literacy skills, helping families to recognize the strengths they had to build on. Family Support Workers linked families with community agencies. Exhibit 6-8 shows state revenues received to support the program since its inception. Since funds were cut in the spring of 2005, CCPS has continued funding the program, but funds are not budgeted for the 2006-07 school year.



**EXHIBIT 6-8  
FAMILY SUPPORT PROGRAM REVENUES  
2001-2005**

YEAR	REVENUES
2001-02	\$164,000+
2002-03	\$221,000+
2003-04	\$215,000+
2004-05*	\$81,000

Source: Clarke County Public Schools, Special Programs, 2006.

\* State reimbursement rate was factored down by 50 percent and reimbursements were received three of four quarters.

**RECOMMENDATION**

**Recommendation 6-9:**

**Seek alternative grant funds to continue the effective support system that the Family Support Program has provided for students and their families.**

The program has targeted the neediest families and linked them with agencies that can assist in addressing survival needs, thus enabling them to focus on supporting their children's education. Such community support and links are vital to equipping families to help their children learn. Possible grant sources should be sought to continue a program that is so fundamental to the creation of effective families.

After pilot periods such as the years of previous state funding in Clarke County, leaders of other communities in the nation have contributed resources toward continuation of such effective programs. They have joined forces in councils of social service agencies that have resources and expertise in supporting families within each community, providing families services for needs that detract attention from education. With those needs addressed, families can more successfully attend to their children's educational needs. The networks create a seamless delivery of services, fill gaps, and reduce duplication among agencies. Some have even reached the sophistication of collaborative problem-solving around the needs of individual students.

## **7.0 FACILITIES USE AND MANAGEMENT**

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## **7.0 FACILITIES USE AND MANAGEMENT**

This chapter presents the findings and recommendations for facilities use and management. The major sections of the chapter include:

- 7.1 Organizational Structure
- 7.2 Facilities Planning and Construction
- 7.3 Maintenance
- 7.4 Operations and Custodial Services
- 7.5 Energy Management

Well-planned facilities are based on educational programs and accurate student enrollment projections. 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 programs, and efficiently utilizes the school system's resources.

### **CHAPTER SUMMARY**

Clarke County Public Schools (CCPS) operates one primary school, two elementary schools, one middle school, and one high school. In addition, the division has an alternative program which is located in a downtown setting.

The buildings are well maintained, and every effort is made to keep them in good working order within the budget available. Custodial and maintenance staff work diligently to provide a safe and clean environment for the students of CCPS.

The director of maintenance/transportation is the primary individual responsible for the facilities. The superintendent is responsible for submitting the facility budget to the school board, which then submits the budget proposal to the County Board of Supervisors for approval and funding. The building principals supervise the custodians in each building, and are responsible for the general appearances, cleanliness, and safety.

The key findings of this facility review include the following:

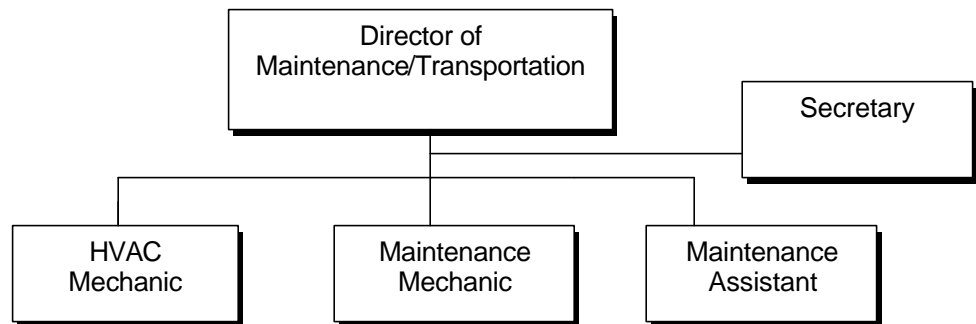
- A strained relationship between the board of supervisors and the school board which has impacted the development and funding of new school projects, and has been a detriment to the students and citizens of the county.
- CCPS needs a master's facility plan that contains a physical assessment of division buildings.
- Time and task standards must be developed for the custodian and maintenance staff.
- Additional staff is needed in the maintenance area.

- Additional facilities are needed to accommodate the students currently housed in 25 trailers and potential new growth for the division.

### **7.1 Organizational Structure**

The major facilities management functions in CCPS are administered by the director of maintenance/transportation, who according to his job description, reports directly to the superintendent of schools. (In Chapter 2.0 of this document, it is recommended that the director of maintenance/transportation should report directly to the proposed assistant superintendent for administrative services rather than the superintendent.) Exhibit 7-1 illustrates the current organizational structure for those individuals with facilities management responsibilities.

**EXHIBIT 7-1  
CLARKE COUNTY PUBLIC SCHOOLS  
FACILITY USE AND MANAGEMENT  
CURRENT ORGANIZATIONAL CHART  
2005-06 SCHOOL YEAR**



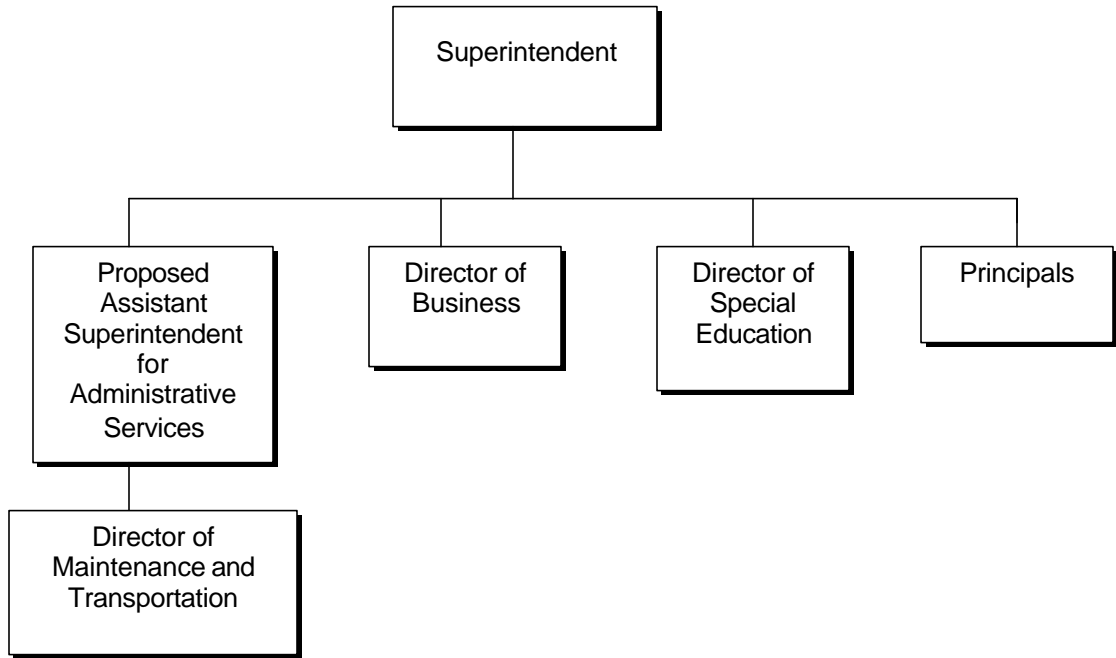
Source: CCPS organizational chart, 2006.

### **FINDING**

The clear lines of communication and the roles various individuals play in relationship to facility management are blurred. The current organizational structure has the director of maintenance/transportation reporting directly to the director of administrative services, as shown in Exhibit 7-2. As stated previously, the director of maintenance/transportation expressed that he reports directly to the superintendent.

CCPS operates with a tradition of each school as an independent unit. The building principals are charged with the role of proper maintenance and custodial service in their facility. The building principals report to the superintendent. In addition, the budget for custodial services is included in the maintenance budget, and is not allocated to the various schools. Standardization of operations and policies that guide the principals are nonexistent.

**EXHIBIT 7-2  
CLARKE COUNTY PUBLIC SCHOOLS  
ORGANIZATIONAL CHART**



Source: CCPS Organizational Chart, 2006.

The maintenance and custodial support staff have multiple responsibilities and the expectation is that everyone just “pitches in” if something needs to be done. Many times the building principals are left out of the communication loop and are not aware of maintenance projects that may impact their facilities.

**RECOMMENDATION**

**Recommendation 7-1:**

**Align the director of maintenance/transportation position to clearly report to the proposed assistant superintendent for administrative services.**

This change would establish a clear understanding of the duties and responsibilities of the director of maintenance/transportation and enhance the communication between the principals and the maintenance department.

**FISCAL IMPACT**

This recommendation can be completed with existing resources.

## **7.2 Facilities Planning and Construction**

Addressing the need for school facilities was expressed by all individuals interviewed as the top priority for CCPS. Planning for facilities to accommodate projected growth in Clarke County has been and continues to be a significant task for the school division. Numerous studies have been conducted and plans developed to expand school facilities to meet the current and future needs for an increase student population. Agreement as to how to resolve the issues of growth and facilities has not been resolved by all of the stakeholders.

### **FINDING**

A significant difference of opinion exists between the school board and the County Board of Supervisors in relationship to the estimated growth and future needs of facilities use and management. This difference of opinion has escalated to the point that the community is significantly divided on these issues.

The strong differences of opinion in relationship to the facilities needs and the amount of funds needed to address those needs are not easily resolved. The board of supervisors and the school board appear to have drawn a line in the sand, and thus are preventing any significant compromise in relationship to school facilities. This difference of opinion has permeated the community and has caused community members to try and develop their own data to justify their personal opinions.

This has been an ongoing issue in Clarke County as shown by the following chronological listing of various events and activities that have been developed to address the schools facilities needs. Numerous plans have been written to address the current facilities needs and estimated student growth in the future. This is not an all-encompassing list, nor does it try to identify all of the various documents that have been produced in relationship to this issue.

- Discussions concerning a new high school started with the school board in the fall of 1999.
- In the 2001 budget, three scenarios for facilities were included to address an estimated student population in the high school of 800 students in the near future.
- In the spring of 2001, the school board established the Committee on Growth. This committee included parents, community members, school board members, and members of the County Board of Supervisors.
- The Committee on Growth was involved in numerous reports and activities that included a study by architects on what a typical high school looks like, construction companies addressing the issues of construction techniques and costs, demographers discussing demographic changes in the region, and trips to high schools in the

area to evaluate their design and how they address programmatic issues.

- From June 2001 until January 2003, the Committee on Growth met six or seven times and made the recommendation to build a new high school. The two members of the County Board of Supervisors who were committee members abstained.
- In April 2003, the school board and the board of supervisors established a joint task force to estimate enrollment projections. An analysis of past community and school growth, and the awarding of building permits within Clarke County were two of the statistics that were evaluated.
- In July 2003, the County Board of Supervisors approved an architectural firm to complete a needs assessment. Three architectural firms applied, and Mosley Architects was selected.
- The County Board of Supervisors undertook a process to develop a maximum amount of debt that the county could accommodate.
- In September 2003, the architectural firm evaluated costs for renovation versus new construction of a high school and elementary school. They prepared cost estimates of \$36 - \$37 million dollars to renovate the high school and build a new elementary school.
- In October 2003, the school board adopted a joint resolution. The resolution was adopted by the board of supervisors concerning the renovation of the high school and a new elementary school in January 2004.
- The County Board of Supervisors developed a financial model that established the parameters and determined that the county could afford \$25 million in debt.
- On March 1, 2004, a plan was developed on how to spend the \$25 million and it involved a conceptual plan for the high school and elementary school.
- On February 25, 2004, Mosley Architects presented a plan for a \$25 million, 800 student new high school.
- The board of supervisors did not approve the plan because it did not allow for the purchase of land and its infrastructure.
- In the spring of 2004, the school board evaluated the use of a PPEA to try to access state resources for facility needs. In the summer of 2004, Concorde Eastridge Inc. contacted the school and proposed a PPEA.

- The school board approved Concorde Eastridge Inc., and negotiations started with them.
- The issue of the site for a new high school was still unresolved and discussions included the use of 50 acres of park land owned by the county, property owned by the Salvation Army that could be donated to the school, and land directly across from the high school.
- In April 2005, the board of supervisors voted against the PPEA proposal and refused to ratify the agreement.
- The school board decided that they should approach this issue by introducing a referendum for a vote by the citizens of Clarke County.
- The school board solicited additional PPEA proposals in the summer of 2005. Three firms responded with conceptual plans. These three conceptual plans were evaluated internally and two were asked to go into the detail phase.
- In July 2005, a revised estimate of \$44 million was submitted to address the facility needs of a new high school and renovate the existing high school into an elementary school.
- In the fall of 2005, a referendum was presented to the taxpayers. The referendum was for \$55 million for school facilities. There was confusion concerning the \$55 million amount versus the \$44 million amount. The referendum was soundly defeated.
- The Clarke County Board of Supervisors has approved \$33 million for school facilities.
- The issue of a building site is still unresolved.
- The issue of funding an architect to develop working drawings is still being debated and has not been decided upon between the board of supervisors and the school board.

## **RECOMMENDATION**

### **Recommendation 7-2:**

**Develop a comprehensive written facilities master plan for the next 10 years for CCPS.**

In order for the differences of opinion to be resolved, and the trust and respect reestablished between the various parties, it is imperative that all entities share the same common vision and objectives for accomplishing that vision. This can only be accomplished by the development of a comprehensive facility master plan that utilizes numerous sources of data, considers the fiscal implications, and is focused on the educational programming and the student's needs of CCPS. MGT consultants believe



that this plan should be compiled by an independent, unbiased third party. As with any plan, it must be a document that is not stagnant and evolves based on changing factors and circumstances; therefore, a periodic update is essential.

The facilities master plan needs to address the following:

- **Building Capacity and Utilization**

Perceptions expressed from community members indicate that they are not convinced that the current school facilities are fully utilized. The question of vacant classrooms during certain times of day in the high school, and the perception that every teacher has an individual classroom or trailer must be addressed.

The division currently uses 27 out of a total of 28 trailers housed at the various schools to accommodate the current student population and their educational programming. A trailer at Berryville Primary and D.G. Cooley Elementary are used as resource/computer rooms. One trailer at Clarke County High School was taken out of service this year due to water damage. This immediate need for space is apparent and must be addressed in the facilities master plan. The utilization of trailers in the primary and elementary grades may be a safety issue and their use overloads the core facilities in the permanent buildings.

Exhibit 7-3 shows the number of trailers and students accommodated in those trailers by school.

**EXHIBIT 7-3  
TRAILER POPULATION BY SCHOOL  
2005-06 SCHOOL YEAR**

<b>SCHOOL</b>	<b>TRAILERS</b>	<b>STUDENTS HOUSED</b>
Berryville Primary	3	30
Boyce Elementary	2	44
Clarke County High School	12	192
D.G. Cooley Elementary	11	155
<b>Total</b>	<b>28</b>	<b>421</b>

Source: CCPS occupancy table, 2006.

- **Enrollment Projections**

Over the last five years numerous documents have been produced estimating the growth for Clarke County and the enrollment growth for the school division using various methods. These estimates have been compiled by demographers as well as school personnel. Many of the enrollment projections have taken into consideration past enrollment trends, increases in the population due to new housing

developments, and data provided by Loudoun County. Many of these projections have been amended, modified, or changed in short periods of time. Individuals have questioned the validity of the projections in relationship to the actual school growth. These factors have eroded the trust and belief that the projections are accurate which has complicated the decision-making process for school facilities. CCPS has started within the past year to consider the historic average growth of two percent modified to account for the significant net immigration resulting from the addition of approximately 700 new homes in a 2 1/2 to 3 years time span. CCPS watches building permits very closely and predicts new enrollments. Current enrollment compared to projected enrollment is summarized in Exhibit 7-4.

**EXHIBIT 7-4  
ACTUAL SCHOOL MEMBERSHIP  
VERSUS PROJECTED SCHOOL MEMBERSHIP**

SCHOOL YEAR	2% GROWTH IN MEMBERSHIP	3% GROWTH IN MEMBERSHIP	ACTUAL MEMBERSHIP
2005-06	2,395	2,514	2,253

Source: Extracted by MGT of America from CCPS summary of membership, utilizing data prepared by the Weldon-Cooper Center for public service at the University of Virginia, 2006.

A facilities master plan should include enrollment projections that take into consideration cohort survival rates, development of housing units, and average percentage increases in enrollment over time. This projection should be compared to actual enrollment data on a yearly basis.

■ **Building Condition**

An assessment of the physical conditions should be conducted to ensure the physical condition of the buildings is satisfactory. This physical assessment of all division buildings should include structural, electrical and mechanical systems, safety issues, and accessibility issues. By conducting a physical assessment of all buildings, CCPS will be able to create a ranked list of those schools most in need of repair, renovation or replacement.

■ **Educational Suitability**

The educational programs should drive the design and functionality of the school facility. The facilities master plan should include an educational suitability assessment of all school buildings which includes general classrooms, special learning spaces, and support spaces. By conducting an educational suitability assessment, CCPS will be able to create a rank list of those schools most in need of renovation or replacement based on their ability to meet facility requirements based on the educational programs. The assessment

should provide information regarding the appropriateness of room size, adjacencies, utilities, storage, and equipment.

- **Attendance Zones**

As new housing additions continue to develop in Clarke County student populations easily can shift and overcrowding of elementary schools can occur rapidly. The facility master plan should consider alternatives to the attendance boundaries based on current and projected growth. Integration of the CCPS student database with the county GIS system will enable attendance zones to be explored more easily.

- **Building Sites**

Schools are an important aspect of every community. As new growth continues due to the rapid expansion of housing developments future sites for schools must be determined. The costs associated with those sites must be identified as part of the facilities master plan.

- **Community Involvement**

The lack of trust and the perception that the data are skewed must be addressed. The engagement of all division stakeholders in a comprehensive, data-driven, thoroughly researched, and well documented facility study will provide the division with the information and support that will be necessary to implement meaningful facility improvements. In addition to an analysis of needs, the study should engage staff and the community in establishing facilities priorities for the division. In order for this process to succeed, all parties must be willing to reevaluate their perception in relationship to facility needs and take a fresh look at how best to address those needs.

- **Costs**

School facilities are expensive. Based on limited resources, all entities must strive to ensure the construction of facilities that provide sound educational programs in the most cost effective manner. In order to accomplish this goal, compromise often is the rule and facing may be necessary. The facilities master plan, when completed, presents the vision and the process for reaching that vision based upon sound data and information in the most cost effective manner.

## **FISCAL IMPACT**

The division, through numerous studies, has compiled significant amounts of data in relationship to facilities planning and needs. In order for this information to have the credibility that is needed, it is recommended that a consulting or architectural firm that

specializes in school facilities master plans be hired to implement this recommendation. It is estimated the cost will be between \$10,000 and \$20,000.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Develop a Facilities Master Plan	(\$15,000)	\$0	\$0	\$0	\$0

**FINDING**

CCPS does not have standard sets of educational specifications to assist design professionals as they design new construction projects or renovation projects. These proto-typical educational specifications are a set of concisely written, organized objectives that describe the educational facility needs of students, educators, and the community. They collectively outlined what these groups want to achieve for students, educators, the community, and their activities and relationships.

These proto-typical educational specifications serve as written communication between the educators and the design professionals.

**RECOMMENDATION**

**Recommendation 7-3:**

**Develop proto-typical educational specifications for each school level.**

Developing educational specifications provides an effective means of communication between the school division and the design team. Having proto-typical educational specifications will ensure efficiencies in design and construction for future schools.

The implementation of this recommendation should have several beneficial results including:

- functional adequacy of the building as it relates to educational programs;
- a reduction in the number of change orders as a result of standardization;
- standardization that contributes to the greater overall efficiency and construction; and
- greater efficiencies in maintenance and custodial services.

Proto-typical educational specifications do not have to have identified exterior/interior appearances. A wide variety of interior/exterior finishes, exterior trim, and covered walkways, permit tailoring schools to neighborhood areas while capitalizing on the advantages of proto-typical specifications. These educational specifications should be developed by a users group of staff as a committee function.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

When renovation or new construction projects are completed for CCPS, feedback on the project is not formally gathered or used to improve similar projects in the future. Therefore, at least two important questions are not addressed:

- How might the building be better designed and constructed to meet the educational specifications?
- How might the educational specification be revised to better meet program requirements?

## **RECOMMENDATION**

### **Recommendation 7-4:**

**Conduct post-occupancy reviews of major facility renovations or new construction projects upon completion.**

The information gathered by a post occupancy review team should be compared to the original educational specification. In addition, the educational specification should be examined as to its accuracy in describing the facility needs of the educational program. A post occupancy evaluation team should include three types of individuals:

- an architect with school design experience;
- an engineer with school design experience; and
- an educator with experience in the development of educational specifications.

## **FISCAL IMPACT**

The implementation of this recommendation will be beyond the five-year fiscal impact window addressed by this study.

## **FINDING**

School board policies or written administrative procedures regulating change orders could not be identified. Interviews with Clarke County school personnel indicated the change order procedures have not been used recently due to limited construction projects that require change orders. Policy and written administrative procedures should be in place to help control project cost increases due to change orders.

## **RECOMMENDATION**

### **Recommendation 7-5:**

#### **Develop and adopt policy and procedures governing construction change orders.**

The implementation of this recommendation should result in more effective school board and executive administrative control over construction change orders. When a situation arises that reduces or increases the project cost or scope of work, construction management personnel should prepare a change order. Specifically, the owner's representative for the construction project must authorize a change order request. Change order requests are then taken to the school board at their next regularly scheduled meeting for their approval.

Such policies and procedures make it easier to detect abuses that could occur, and this recommendation will result in provisions that should minimize those opportunities. Exhibit 7-6 provides a sample set of policies and procedures for construction change orders.

### **EXHIBIT 7-6 SAMPLE CONSTRUCTION CHANGE ORDER POLICY**

The superintendent or administrative designee it is authorized to approve construction change orders that will not increase the contract amount more than twenty-five thousand dollars (\$25,000) over the original contract amount or the last contract amount (increase or decrease) approved by the school board and recorded in its minutes.

1. All requests to change orders must be in writing and must be approved in writing before the work is done.
2. Request to change orders concerning the same subject shall not be split in the event that the sum total of the initial request increases the contract amount by more than twenty-five thousand dollars (\$25,000).
3. Under no circumstances shall subcontracted construction management firms or personnel approve construction change orders.
4. Copies of all approved change orders shall be provided to the school board at its first regular or special meeting following the approval date of the change order.

Source: MGT of America, Inc. 2006.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The critical space needs for the central office administration and the maintenance/transportation department should be addressed. Currently, the administration offices are housed in an old house with a trailer attached. The office spaces are small and inadequate for the majority of the staff. Public access to the building is through the back door.

The maintenance/transportation departments are housed in a joint facility shared with the Clarke County Maintenance Department. The space is not adequate for the transportation department. There is space for only one bay for the bus mechanic; the building does not have any warehousing facilities for supplies and materials; and the maintenance/transportation building was built recently and could be expanded in order to provide the additional space needed.

## **RECOMMENDATION**

### **Recommendation 7-6:**

**Ensure the facilities master plan addresses the space needs for the central office and the maintenance/transportation department.**

As a result of this recommendation, space needs should be addressed for the administrative offices, maintenance and transportation departments.

## **FISCAL IMPACT**

The costs associated with evaluating and developing specific plans to address these facility needs should be incorporated into the cost of the facilities master plan. Refer to Recommendation 7-2.

### **7.3 Maintenance**

The Clarke County school buildings are well-kept, clean, and maintained by a dedicated staff.

The maintenance of facilities is critical to ensuring an effective instructional program. Appropriate heating and cooling levels, building and room appearances, condition of restrooms 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 provisions leads to increased costs for facility operations by shortening the useful lifespan of equipment and buildings.

The maintenance of Clarke County schools is a joint endeavor between the director of maintenance/transportation, the maintenance staff, and the principals of each building. The principals of each school and the custodial staff identify and communicate maintenance needs on a weekly basis. These maintenance requests are faxed to the director of maintenance/transportation weekly, and then a maintenance staff member visits each school facility one day a week to perform the requested maintenance tasks.

Once the maintenance is completed the list of requested items from the principal is returned to him/her indicating the status of each item.

The director of maintenance/transportation serves as a member of the superintendent's cabinet and is responsible for developing budget requests, not only for the maintenance department but also for capital improvement.

**FINDING**

The maintenance staff lacks sufficient personnel to keep up with the repair demands the older buildings require. During the MGT interview process, complaints were expressed about projects being started and never completed. The maintenance staff indicated that their primary role and function is to put out fires as they arise. The number of maintenance personnel employed by CCPS is significantly lower than that found on a national average.

Exhibit 7-7 shows that there are only three maintenance personnel who are performing maintenance functions in the school facilities on a daily basis.

**EXHIBIT 7-7  
CLARKE COUNTY PUBLIC SCHOOLS  
MAINTENANCE STAFF FTE  
2005-06 SCHOOL YEAR**

<b>POSITION</b>	<b>FTE</b>
Director of Facilities/Transportation	.5
Maintenance Mechanic	1.0
HVAC Technician	1.0
Maintenance Mechanic Assistant	1.0
<b>Total</b>	<b>3.5</b>

Source: CCPS, 2006.

Exhibit 7-8 indicates that the grand total of square feet that the maintenance department is maintaining equals 300,064 square feet. The American School and University Magazine, in their April 2005 edition, reported that the average square feet per maintenance employee in school divisions in the size range of CCPS is 85,572 square feet. With a total square footage in CCPS of 300,064 square feet the total square-feet per maintenance employee is 100,021 square feet which is 17 percent higher than recommended.



**EXHIBIT 7-8  
CLARKE COUNTY PUBLIC SCHOOLS  
BUILDING SQUARE FEET  
2005-06 SCHOOL YEAR**

SCHOOL	SQUARE-FOOTAGE OF BUILDINGS	SQUARE FOOTAGE OF MODULAR CLASSROOM	TOTAL FACILITY SQUARE FOOTAGE
Clarke County High School	77,500	10,728	88,228
Johnson -- Williams Middle School	90,040	0	90,040
DG Coolly Elementary School	31,932	9834	41,766
Boyce Elementary School	52,000	1788	53,788
Berryville Primary School	24,100	2682	26,782
<b>Total</b>	<b>275,932</b>	<b>25,032</b>	<b>300,604</b>

Source: CCPS, 2006.

**RECOMMENDATION**

**Recommendation 7-7:**

**Hire an additional maintenance mechanic.**

By hiring an additional maintenance mechanic, CCPS will become more in line with the number of maintenance staff needed based on the national average utilizing a square foot basis and will enable the division to do more preventative maintenance. The impact of hiring a new maintenance mechanic will be to lower the square footage per maintenance worker to 75,151.

**FISCAL IMPACT**

The new maintenance mechanic position using the current salary schedule would cost \$30,000 plus 37 percent and fringe benefits as well as an estimated 4 percent increase from fiscal year 2006. Total cost including fringe benefits equals \$42,740 for fiscal year 2007.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire One Maintenance Mechanic	(\$42,740)	(\$42,740)	(\$42,740)	(\$42,740)	(\$42,740)

**FINDING**

The preventative maintenance program is not scheduled in an organized and efficient manner and integrated as part of the maintenance program. The preventative maintenance program for the HVAC systems, to include the changing of filters, is haphazard at best. The system for preventative maintenance was described as "unwritten, with the goal of trying to replace components before they break down."

School systems that follow preventative maintenance schedules are able to extend the life of the major facility systems (e.g., heating systems, plumbing systems, water systems, etc.). Over the life of the systems, fewer monies are spent on crisis repairs.

## **RECOMMENDATION**

### **Recommendation 7-8:**

#### **Develop and utilize a monthly HVAC preventative maintenance schedule.**

The utilization of a monthly HVAC preventative maintenance schedule ensures consistent preventative maintenance all HVAC equipment and systems. Sound preventative maintenance will increase the efficiency and life expectance of the equipment.

Exhibit 7-9, Sample Monthly Preventative Maintenance Schedule, can serve as a guide.

## **FISCAL IMPACT**

This recommendation can be implemented using existing resources.

## **FINDING**

CCPS outsources numerous preventative maintenance services. The CCPS maintenance department is in the process of purchasing a service agreement for the changing of all filters and belts on all heating and cooling equipment. The division currently has a service agreement on the chiller at the Clarke County High School, and is negotiating agreements on other equipment within the system.

Exhibit 7-10 shows the current purchased services and maintenance service contracts for the 2006 fiscal year.

**EXHIBIT 7-9  
MONTHLY PREVENTATIVE  
SAMPLE MAINTENANCE SCHEDULE**

<b>MAINTENANCE MONTHLY ROUNDS:</b>	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June
Measure fuel and send Fuel Reports and fax in												
Send in Water Sample and fax in												
Complete Generator Report and fax in												
<b>AIR HANDLING UNITS:</b>												
Inspect and clean air filters or replace												
Check all controls—at proper settings												
Check fan motor & belt tension—should have 1/2 to 1" play												
<b>GENERATORS:</b>												
Test glycol    ADD GLYCOL												
Start generator and run with full load for 4 hours or more												
<b>FIRE ALARM SYSTEM:</b>												
Notify Principal, test Fire Alarm												
Turn over fire extinguishers and shake to loosen powder												
Inspect all fire extinguishers for proper operation												
<b>FURNACE:</b>												
Test flame for proper combustion; adjust as needed												
Inspect combustion chamber for cracks; repair as needed												
Inspect photo cell;-clean as needed												
<b>WATER HEATER: (GUN FIRED)</b>												
Test flame for proper combustion; adjust as needed												
Inspect combustion chamber for cracks; repair as needed												
Inspect burner assembly; clean as needed												
Inspect photo cell; clean as needed												
Test pressure relief valve												
Drain accumulated rust from bottom of water tank												
<b>BOILERS:</b>												
Test flame for proper combustion; adjust as needed												
Inspect combustion chamber for cracks; repair as needed												
Inspect burner assembly; clean as needed												
Test boiler relief valve												
Blow down low water cut-off control												

Source: MGT of America, 2006.

**EXHIBIT 7-10  
PURCHASED SERVICES AND MAINTENANCE CONTRACTS  
FISCAL YEAR 2006**

DESCRIPTION	AMOUNT BUDGETED
Purchased services	\$151,000
Maintenance service contracts	12,550
<b>Total</b>	<b>\$163,550</b>

Source: CCPS fiscal year 2006 published budget.

**RECOMMENDATION**

**Recommendation 7-9:**

**Reduce purchased services by assigning the HVAC technician to duties associated with the maintenance and preventive maintenance of HVAC equipment and systems.**

By performing preventative maintenance with in-house staff and ensuring that the filters and equipment are well-maintained, there will be increased longevity of equipment and building systems. The increased longevity of the equipment and the building systems will lengthen the practical use of the buildings and create a more efficient maintenance program. A more efficient maintenance program will improve the status of the entire maintenance department in the eyes of the community.

**FISCAL IMPACT**

MGT estimates the purchased services and the maintenance service contracts could be reduced by 10 percent on an annual basis. Based on the information in Exhibit 7-10, that would equate to \$16,355.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Reduce Purchased Services and Maintenance Contracts	\$16,355	\$16,355	\$16,355	\$16,355	\$16,355

**FINDING**

Maintenance personnel are required to serve in the role as substitute bus drivers. This prohibits them from doing maintenance work during those time periods.

Exhibit 7-11 shows the estimated total hours spent by maintenance personnel driving buses for the current school year and the costs associate with those hours. Furthermore, the exhibit shows the net savings if the division uses bus driver positions and wages. This chart was developed using the actual number of hours from the start of school in the fall of 2005 through March 15, 2006 and then prorated until the end of the school year.

**EXHIBIT 7-11  
NUMBER OF CLOCK HOURS SPENT DRIVING BUSES BY MAINTENANCE  
PERSONNEL 2005-06 SCHOOL YEAR**

<b>POSITION</b>	<b>ACTUAL HOURS DRIVING A BUS THROUGH MARCH 15, 2006</b>	<b>ESTIMATED NUMBER OF HOURS FOR THE 2005-06 SCHOOL YEAR</b>	<b>HOURLY SALARY AND BENEFITS</b>	<b>TOTAL COSTS</b>	<b>BUS DRIVER SALARY AND FRINGE BENEFITS</b>	<b>NET SAVINGS</b>
Director of Maintenance/Transportation	11.5	15	\$42.05	\$630.88	179.10	451.78
HVAC Technician	44.5	59	\$27.40	\$1,616.60	704.46	912.14
Maintenance Mechanic	24	32	\$20.41	\$653.22	382.08	271.14
Maintenance Mechanic Assistant	128	170	\$13.23	\$2,249.104	2,029.80	219.30
<b>Total</b>	<b>208</b>	<b>276</b>		<b>\$5,149.80</b>	<b>3,295.44</b>	<b>1,854.36</b>

Source: CCPS Maintenance/Transportation Department, 2006.

The total of 276 hours of maintenance personnel's time being spent driving buses instead of performing maintenance equates to seven weeks of time for one maintenance person driving a bus. This practice diminishes the effectiveness of the maintenance department and makes the maintenance of the buildings and grounds even more difficult.

**RECOMMENDATION**

**Recommendation 7-10:**

**Assign maintenance personnel to maintenance tasks and not as substitute bus drivers, except on an extreme emergency basis.**

School systems with efficient and effective maintenance departments are staffed adequately and have all personnel efforts aimed at the maintenance mission. They do not have personnel working in other departments in unplanned activities.

**FISCAL IMPACT**

The fiscal impact for this recommendation is estimated at \$1,854 per year, as shown in Exhibit 7-11 above, by using bus driver positions and wages.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Assign Maintenance Personnel to Maintenance Tasks	\$1,854	\$1,854	\$1,854	\$1,854	\$1,854

## **FINDING**

CCPS does not have written maintenance standards as part of their school board policy manual, or guidelines for expenditures of maintenance funds. This has a negative impact on the overall maintenance of the school division because economies of scale are lost in the process and principals have no gauge to determine quality.

The school division should have maintenance standards which apply to all facilities and help guide the maintenance program. Without the standards to guide the maintenance department and its budget the levels of repair at the different schools will vary according to the wishes and desires of the building principal.

## **RECOMMENDATION**

### **Recommendation 7-11:**

**Create maintenance standards that define the expectations for the maintenance of school buildings.**

Maintenance standards will create the same level of expectations, and thus internal consistencies, across the school division. This will improve the quality of repairs and preventative maintenance activities.

Exhibit 7-12 illustrates a sample set of useful maintenance standards.

### **EXHIBIT 7-12 SAMPLE MAINTENANCE STANDARDS**

#### **Maintenance Service - STANDARD**

- Recommended level based on professional engineering, architectural, and journeyman trade practices. RS MEANS standards used as a baseline reference for schedules and costs.
- Minimum life cycle cost resulting in maximum return on investment of maintenance expenditures.
- All major systems are inspected on a weekly basis.
- Preventative maintenance constitutes more than 80 percent of all maintenance activities.
- Comfort control breakdowns responded to within one working day.
- Level of maintenance for institutional and educational buildings satisfies all code and regulatory requirements.

Source: Created by MGT of America, Inc., 2005.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

An opportunity exists for a partnership between the maintenance department and the Clarke County High School horticulture program for a work experience program. Clarke County High School is fortunate to have a comprehensive horticulture program. Career-based programs allow students to benefit from hands-on activities that allow students to learn while actually performing the tasks. Horticulture is a low-risk activity and should not present a high exposure to liability for the division. Furthermore, opportunities could exist for linking the horticulture program to similar programs at professional technical or community colleges by either tech prep or dual enrollment educational opportunities.

## **RECOMMENDATION**

### **Recommendation 7-12:**

**Organize the horticulture program so that CCHS students can work with the maintenance department for work experience programs in landscaping functions that would enhance the students' educational experience under the teacher's supervision.**

By working together, the maintenance department and the Clarke County High School can provide a living lab for horticulture students to have hands-on training in a true work experience setting. Both parties would benefit from this joint venture—the students would gain valuable work experience in a life-like setting, and the maintenance department would gain expertise in the landscaping function.

## **FISCAL IMPACT**

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

## **FINDING**

CCPS lacks a systematic training program for its maintenance employees that would ensure that they are aware of current best practices and provide access to information that will improve their services. With this periodic training, employees become more aware of new methods and products to provide efficiencies. In addition, the risk of injury decreases when employees are trained in the latest methods and the hazards of certain products currently in wide use.

Ongoing training that focuses on board policy and state and federal laws (e.g. sexual-harassment and discrimination) is not provided. These training programs should be incorporated into the staff development activities of each employee to ensure that the risk associated with these policies and laws are diminished as much as possible.

## **RECOMMENDATION**

### **Recommendation 7-13:**

#### **Implement an ongoing staff development program for maintenance personnel.**

Systematic training helps employees increase productivity, and improves the safety record of the school division. Formal training programs for facility maintenance personnel may be sufficient to reduce liability insurance premiums.

Training topics that should be considered include:

- time management;
- professional skill development;
- affect the work scheduling;
- quality control;
- personnel management strategies;
- interdepartmental communication skills;
- customer communication skills; and
- work habits.

Training in relationship to board policy and state and federal statutes significantly reduces the risk associated with possible litigation. Topics that should be considered for staff development activities include:

- sexual harassment;
- discrimination;
- Family Medical Leave Act;
- HIPAA;
- fringe benefits; and
- laws associated with the Fair Labor Standards Act.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources. Training by vendors is often a no-cost form of implementing this recommendation.

## **FINDING**

CCPS has, in recent years, increasingly outsourced maintenance and repair work to companies with expertise in major technical areas. While outsourcing of major maintenance and repair work has been a good experience overall for the division, there are risks associated with the quality, reliability, and track records of some potential contractors.



## **RECOMMENDATION**

### **Recommendation 7-14:**

**Develop an evaluation instrument with criteria for the services provided by all subcontractors.**

Response time, quality of work, cost, and overall reliability of subcontractors is extremely important. By developing an evaluation process that tracks these issues, as well as others, cost effectiveness and efficiency is assured. In addition, CCPS can gain important information that may help them make judgments about whether it's best to have subcontractors perform the services or whether it's best to have the division's maintenance department assume those responsibilities.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources. The potential savings to the division are not easily estimated; however, increased efficiencies, response times, and quality of work can be expected.

## **FINDING**

CCPS has a high-quality, five-year maintenance plan. This plan identifies a five-year schedule for repainting all school facilities, carpet replacement, and replacement and preventative maintenance of HVAC equipment and systems. This maintenance plan enables the division to better plan ahead for the use of its maintenance personnel, budgeted resources, and the time necessary to perform the maintenance activities. This type of maintenance plan is found in some of the highest quality maintenance departments around the country and is required in some states for funding.

## **COMMENDATIONS**

**CCPS is commended for having a maintenance plan as part of each year's budget.**

**CCPS is commended for having a periodic rotation process for painting all facilities and replacement of specific HVAC equipment.**

## **FINDING**

Work orders, the scheduling of preventive maintenance, and maintenance reports are generated and developed without the assistance of a comprehensive maintenance management software system. A formalized system for tracking work orders and their status does not exist. Communications were identified as a concern between the maintenance staff and facility personnel in relationship to the status of work orders and their completion.

The current process of principals faxing the request for maintenance items at least 24 hours in advance and on a weekly basis is viewed as fairly effective. Once the maintenance personnel have been to the school each week, a faxed copy is returned to the principal indicating the status of each project. Criticisms from building principals concerning this process involved the time demands associated with preparing the list on a weekly basis, and not knowing the time frame when projects will be completed.

By utilizing a computerized recorder system routine and preventative maintenance schedules can easily be developed and implemented. This puts the responsibility of those tasks on the maintenance staff versus building principals.

A common theme expressed was of a lack of communication between the various entities of the school division, and a lack of sound business practices in numerous areas. This computerized software will enhance communication allowing individuals to know the status of all work orders. Reports can be generated showing the job costs.

**RECOMMENDATION**

**Recommendation 7-15:**

**Implement a computerized maintenance management system.**

By purchasing the computerized maintenance management system the division will have the capability to automatically generate work orders, track work orders, evaluate the ongoing costs associated with work orders, and establish work orders for preventative maintenance. The system will enhance communication between the maintenance staff, as well as the individuals who originate the work orders. This system will allow all parties to see the status of their work order along with estimated times for completion.

**FISCAL IMPACT**

The cost for a computerized maintenance management work order system is estimated at \$4,500. The system would also have the capability of automatically generating work orders for preventative maintenance. Increased efficiencies for building principals and maintenance workers and a comprehensive preventative maintenance program should offset the purchase price over time.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Implement a Computerized Work Order System	(\$4,500)	\$0	\$0	\$0	\$0

**FINDING**

CCPS building blueprints are stored in cabinets that are located in the transportation shop in a non-secured area. The drawings are used by the maintenance department and by subcontractors. The original division's blueprints have been digitized and copies are stored off-site in case of a catastrophic loss.

However, the modified blueprints are still at risk of a catastrophic loss. Digitizing the remaining the modified blueprints and storing copies of the blueprints in a secure location is extremely important since these blueprints are irreplaceable.

**RECOMMENDATION**

**Recommendation 7-16:**

**Digitize the modified blueprints and store them off-site or in a secure, fireproof cabinet, thus preventing a catastrophic loss.**

By digitizing the blueprints, off-site storage is simplified. Digital blueprints can provide easy access for existing facilities for contractors, architects and maintenance personnel. In case of fire or other catastrophic loss, having a copy of the blueprints with city and county emergency personnel may allow a quicker and more effective response in an emergency situation.

**FISCAL IMPACT**

The fiscal impact for digitizing the blueprints and storing them off-site is estimated to cost the division \$2,000 per site plus \$1,000 for a fireproof cabinet. Total cost is estimated at \$5,000.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Digitize Blueprints	(\$4,000)	\$0	\$0	\$0	\$0
Purchase Fire Proof Storage Cabinet	(\$1,000)	\$0	\$0	\$0	\$0
<b>Total</b>	<b>(\$5,000)</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

**7.4 Operations and Custodial Services**

The buildings of any school district 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 materials to keep the building in a clean and attractive state. The workloads 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, and energy conservation are among the tasks assigned to most custodians in a modern school district.

The custodians are dedicated to their jobs and the building appearances exemplify that dedication.

## **FINDING**

Confusion exists between the building principals and the maintenance department in relationship to the reporting structure of the custodians. Custodial services within each building are supervised by the building principals or their designee. However, some of the technical aspects of the custodian role are better understood by the maintenance department supervisors, such as the most efficient applications of cleaners and safety precautions when using organic acids. The evaluation, hiring, and termination of custodial staff and the roles the principals play is not well defined. Retirement of custodial staff is a concern. Many of the staff have reached retirement age, and in one case, a staff member is in his 80's.

## **RECOMMENDATION**

### **Recommendation 7-17:**

**Establish policies and procedures that clearly define the reporting structure of the custodians and the role building principals are to assume regarding evaluation, supervision and employment of custodians.**

When clear reporting relationships are defined, both custodians and building principals better understand the role that each assumes. CCPS can expect clarification in the reporting and evaluation process for building custodial services. Communications will be enhanced and the role of the maintenance director can also be clarified, especially in those areas requiring technical expertise beyond what a building principal might be expected to know.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

Custodial staff and principals do not have an established set of policies and guidelines explaining the expectations of the division in relationship to cleanliness standards for the facilities. There is a distinct difference between the cleanliness of some schools compared to other schools in the division. For example, the high school floors, locker rooms and restrooms are not kept at the same level of cleanliness as seen throughout the remaining facilities within the division. Faculty members expressed frustration with the level of cleanliness in their classrooms and the physical education facilities. Overall, the quality of custodial service in the remaining facilities is adequate.

**RECOMMENDATION**

**Recommendation 7-18:**

**Establish policies and guidelines that denote the expectations of the division in relationship to cleanliness standards for the facilities.**

Exhibit 7-14 provides examples of cleanliness levels. CCPS, based upon available resources, and the philosophy of the division in relationship to custodial services, should establish a common level of cleanliness for all educational facilities. This provides supervisors and custodians with a common statement of expectations.

**EXHIBIT 7-14  
THE ASSOCIATION OF HIGHER EDUCATION FACILITIES OFFICERS  
CLEANLINESS SCALE**

Level 1: Ordinary Spotlessness - Only small amounts of litter and ashes in containers. Floor coverings are kept bright and clean at all times. No dust accumulation on vertical surfaces, very little on horizontal surfaces. All glass, light fixtures, mirrors, and washbasins are kept clean. Only small amounts of spots visible.
Level 2 Ordinary Tidiness - Only small amounts of litter and ashes in containers. Floor coverings show periods of peak and valleys in appearance. Dusting is maintained at a high level. All glass, light fixtures, mirrors, and washbasins show evidence of spots and dust.
Level 3: Casual Inattention - Only small amounts of litter and ashes in containers. Floor coverings show periods of peak and valleys in appearance. Dust accumulation on vents, vertical, and horizontal surfaces. All glass, light fixtures, mirrors, and washbasins show accumulations of dust, spots, and prints.
Level 4: Moderate dinginess - Waste containers are full and overflowing. Floor coverings are normally dull, marked, and spotted with infrequent peaks. Dusting is infrequent and dust balls accumulate. All glass, light fixtures, mirrors, and washbasins are dirty and spotted.
Level 5: Unkempt Neglect - No trash pickup. Occupants of building are responsible. Regular floor care is eliminated. Dusting is eliminated. All glass, light fixtures, mirrors, and washbasins are very dirty.

Source: Higher Education Facilities Officers, 1998.

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

Interviews with the building principals indicated daily and weekly custodial duties differed from building to building and were not consistent. Many of the principals convey their expectations for custodial services verbally. Custodial absences and resignations force principals or other custodial staff to assist substitutes or new hires in identifying the tasks they are to complete on a daily and weekly basis. The inconsistency of custodial expectations from building to building results in various levels of building cleanliness.

## **RECOMMENDATION**

### **Recommendation 7-19:**

**Establish time and task expectations that tie directly to the desired level of cleanliness.**

The list of custodial duties will assist principals in communicating their expectations to the building custodians and provide a tool to assist in the custodian evaluations. Consistency in building cleanliness should be enhanced.

Three major components of the time and task standards are identified by the Association of Higher Education Facilities Officers or the APPA Standards:

- Appearance Levels must be defined and described in some detail. (The APPA handbooks provide descriptions for five levels of cleanliness as summarized in Exhibit 7-14.)
- Standard Spaces must be identified to ensure that the difference in the types of spaces and the cleaning effort required for those spaces is clearly distinguished. (The APPA handbooks identify 33 different types of spaces.)
- CSF (Cleanable Square Feet) is an industry standard that is used to measure and compare data.

Exhibit 7-15 is an example of a time and task sheet that could be used or adapted for Clarke County Public Schools.

## **FISCAL IMPACT**

This recommendation can be implemented with existing funds.

**EXHIBIT 7-15  
SAMPLE CLEANING GUIDELINES  
PER CLEANING STANDARDS**

Custodial Evaluation											
School: _____											
Date: _____											
	Level 1	Level 2	Level 3	Level 4	Level 5	Daily	Weekly	Monthly	Annually	Notes	
<b>Classrooms, labs, gyms, offices</b>											
<b>Routine Activities</b>											
1											
2											
3											
4											
5											
6											
7											
8											
<b>Project Activities</b>											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
<b>Hallways, foyers</b>											
<b>Routine Activities</b>											
1											
2											
3											
4											
5											
<b>Project Activities</b>											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
<b>Restrooms, lockers</b>											
<b>Routine Activities</b>											
1											
2											
3											
4											
5											
6											
7											
8											
9											
<b>Project Activities</b>											
1											
2											
3											
4											
5											
6											

Source: MGT of America, 2006.

**FINDING**

CCPS is staffing its custodial services at below a best practice level and still maintaining clean schools. In previous performance audits, MGT has seen school systems assign an average of between 12,600 square feet and 23,000 square feet per custodian. Based on these averages, MGT has determined that the best practice for custodial cleaning staff is approximately 19,000 gross square feet per custodian plus .5 FTE for elementary schools, .75 FTE for middle schools, and 1.0 FTE for high schools.

Exhibit 7-16 presents a comparison of CCPS staffing formula with this best practice.

**EXHIBIT 7-16  
CLARKE COUNTY PUBLIC SCHOOLS  
COMPARISON OF CUSTODIAL STAFFING FORMULAS  
2006**

<b>SCHOOL</b>	<b>TOTAL GROSS SQUARE FEET</b>	<b>ASSIGNED FTE CUSTODIANS</b>	<b>GSF PER CUSTODIAN</b>	<b>NUMBER OF CUSTODIANS PER BEST PRACTICE</b>	<b>OVER / (UNDER) BEST PRACTICE</b>
<b>Elementary Schools</b>					
Berryville Primary School	26,780	1.5	17,853	1.9	(.4)
Boyce Elementary School	53,788	2.0	26,894	3.3	(1.3)
D. G. Cooley Elementary School	41,766	2.0	20,883	2.7	(.7)
<b>Middle Schools</b>					
Johnson –Williams Middle School	90,040	4.0	22,510	5.5	(1.5)
<b>High Schools</b>					
Clarke County High School	88,228	5.0	17,645	5.64	(.6)
<b>Totals</b>	<b>300,602</b>	<b>14.5</b>	<b>20,731</b>	<b>19.04</b>	<b>(4.5)</b>

Source: CCSP Information and MGT of America, 2006.

Based on current data, CCPS is 4.5 custodians below what would be considered best practices.

**RECOMMENDATION**

**Recommendation 7-20:**

**Employ one additional custodian each year for the next four years.**

By employing an additional custodian each year for the next four years, CCPS will become more aligned to what would be best practices based upon the square-footage of their existing facilities. Increasing the number of custodians and providing specific standards for cleanliness should ensure that the buildings are well kept. By employing the additional custodian, the schedules could be rotated so the custodial services would be available on the weekends when activities are occurring within the facilities.



**FISCAL IMPACT**

The fiscal impact of this recommendation is estimated to cost the division \$25,290 (the beginning custodial salary of \$18,193 plus 37 percent for fringe benefits).

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Employ Four Additional Custodians	(\$25,920)	(\$25,920)	(\$25,920)	(\$25,920)	(\$25,920)

**FINDING**

Each school is using chemical dispensers as a money-saving technique. Chemical dispensers are devices that meter out the amount of cleaning chemicals according to manufacturers recommendations. Custodians are trained in their use thus reducing the amount of chemicals used by custodians. Divisions that do not use dispensers often use significantly more chemicals than are necessary, thus adding undue expense to the custodial supply budget.

**COMMENDATION**

**The division is commended on ensuring that chemical dispensers are used in each facility and the custodians are properly trained in their use.**

**FINDING**

The custodial staff for CCPS does not receive ongoing and systematic training in those skill areas necessary to be highly efficient and effective. Some training is provided by vendors of products in areas related to product use, but a number of other areas are not included in the training schedule. Many of the staff have not had training concerning specific board policies, state and federal laws in relationship to sexual-harassment and discrimination. Concerns were expressed by the custodial staff in relationship to ongoing staff development. School systems with comprehensive custodial training programs have a wide variety of training topics and go beyond vendor training.

**RECOMMENDATION**

**Recommendation 7-21:**

**Implement an ongoing comprehensive staff development program for all custodial personnel.**

Systematic training helps employees increase productivity and improves the safety record of the school division. Having a wide variety of training topics usually requires custodians to participate in training activities with other staff members. This allows them to interact more with staff at a professional level and improves their status within the staff.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources. This type of training is often conducted for teaching staff and should be available at no additional cost for custodians who need to participate along side other staff. Joint training with the maintenance staff should be considered.

### **7.5 Energy Management**

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 not 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 load shedding controls help lower the peak load by phasing or smoothing the energy demands. Rebuild America, a free U.S. Department of Energy program, helps school divisions 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 hot water heating 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 managers (RCMs) are trained in energy and utility conservation and management. They are often employed by school systems to implement conservation strategies and also to encourage behavioral change in staff and students. Schools who have participated in energy and utility conservation programs report no decrease in comfort levels as a result of the programs.

Additional energy conservation practices need to be considered for new construction and remodeling projects. The division should implement an energy conservation program for all facilities.

## **FINDING**

In CCPS, there are a number of areas where energy and utility efficiency can be improved. Light switches in the buildings did not have occupancy sensors, sinks did not have motion activated water faucets, and urinals and toilets lack motion activated flush valves.

CCPS performed a comprehensive energy performance study utilizing TAC-Americas located in Gaithersburg, MD. Based on that study the school division is installing a comprehensive direct digital control (DDC) system for their heating ventilation and air-conditioning equipment. They have replaced obsolete lighting with T-8 bulbs and electronic ballasts.

The TAC-Americas study evaluated lighting retrofits, water measures, boiler conversion, chiller and boiler replacements, and general energy conservation practices. TAC-Americas provided CCPS with a comprehensive multi-year energy plan. If it is implemented it is estimated to cost \$653,000 with an annual savings of \$75,450 and a savings payback of 8.6 years.

**COMMENDATION**

**CCPS is commended for conducting a comprehensive energy management review and entering into a performance contract with TAC-Americas for energy conservation.**

**FINDING**

The employees of CCPS are not involved in energy conservation. None of the school facilities have a comprehensive energy conservation program that emphasizes the behavioral aspects of energy conservation. If the awareness of energy conservation practices were increased and a comprehensive energy conservation program implemented, additional savings could be realized. A number of model energy conservation programs in schools started with the behavior change component and followed with other measures (i.e., performance contracting, control upgrades, etc.).

The current expenditures for CCPS for utilities and the cost per square foot for all utilities are detailed in Exhibit 7-17.

**EXHIBIT 7-17  
UTILITY COSTS AND BUILDING AREA  
JUNE 2005**

<b>UTILITY</b>	<b>COST</b>
Electricity	\$250,539
Heating Fuel	\$154,562
Water and Sewer	\$64,959
Total Utility Costs	\$470,060
Total Square Feet	300,604
<b>Utilities cost per square foot</b>	<b>\$1.56</b>

Source: CCPS expenditure summary report fiscal year 2005.

**RECOMMENDATION**

**Recommendation 7-22:**

**Implement a divisionwide, behavior-based energy conservation program.**

By developing a continuous awareness plan and educating individuals of sound energy conservation practices significant cost savings to the division can be realized. Motivation for individuals to become actively involved in energy conservation techniques should result in the schools receiving a percentage of the savings for additional needed equipment or supplies.

**FISCAL IMPACT**

The development of a divisionwide energy conservation program can be developed with existing resources. The potential savings of five percent of the total utility costs are estimated to equal \$25,851 for the 2006-07 year. Exhibit 7-18 shows the potential savings for the division.

**EXHIBIT 7-18  
POTENTIAL ENERGY COST SAVINGS**

UTILITY	ACTUAL COST FY 2005	10% INCREASE FY 2007	5% ESTIMATED SAVINGS	ESTIMATED TOTAL SAVINGS FY 2007
Electricity	\$250,539	\$275,592	\$13,779	\$13,779
Heating Fuel	\$154,562	\$170,018	\$8,500	\$8,500
Water and Sewer	\$64,959	\$71,454	\$3,572	\$3,572
<b>Total Utility Costs</b>	<b>\$470,060</b>	<b>\$517,064</b>		<b>\$25,851</b>

Source: CCPS expenditure summary report fiscal year 2005.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Implement a Divisionwide, Behavior-Based Energy Conservation Program	\$25,851	\$25,851	\$25,851	\$25,851	\$25,851

## **8.0 TRANSPORTATION**

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## **8.0 TRANSPORTATION**

Among the most important functions and responsibilities of any school division is transporting our nation's children. The nation's 450,000 school buses make 8.8 billion to-and-from school trips and approximately 1.2 billion activity trips a year, carrying 24 million children. School systems collectively operate one of the safest forms of transportation in the country, better than any other form of mass transit and nearly 94 times safer than a family car.

Yet, in the face of growing public expectations and ever-shrinking public dollars, this superior national achievement is at a crossroads in many schools districts and many states. School system budgets continue to shrink while public expectations continue to rise. Parents expect door-to-door, timely service, while transportation directors struggle with employee absenteeism and buses that are in service from before dawn until past dusk, with few spares in their lots. Meanwhile, in their efforts to improve student achievement, school boards across the country are pressuring transportation departments to do more with less and achieve ever-greater efficiencies so that saved dollars can be spent in the classroom.

Among the most important functions and responsibilities of any school division is transporting our nation's children. Each day during the school year, the nation's school buses move millions of students from hamlets, towns, cities and rural areas to and from school. There is no safer way to transport a child than in a school bus.

This chapter presents the major findings, commendations, and recommendations for the transportation function in the Clarke County Public Schools (CCPS). The five major sections of this chapter are:

- 8.1 Organization and Staffing
- 8.2 Planning, Policies and Procedures
- 8.3 Routing and Scheduling
- 8.4 Training and Safety
- 8.5 Vehicle Maintenance

### **CHAPTER SUMMARY**

Overall, the CCPS transportation department provides effective and efficient student transportation services. The department is in compliance with most VDOE policies and procedures. The department does an effective job controlling costs, training drivers, maintaining buses, maintaining its commercial fleet, and delivering students to and from their destinations. MGT found some areas that could be improved. Making recommended improvements outlined in this chapter will increase efficiency, personnel retention, and operational integrity.

Notable accomplishments of the transportation department in the areas of operations and staff development are:

- The department has an effective training program for the transportation operations and management processes and procedures.

- The department works with the building administration to use staggered bus scheduling to make efficient use of transportation resources and decrease supervision time for students before and after class.
- The transportation department has organized itself so that it places transportation personnel into close contact with its customers. Bus drivers know their student riders.
- Bus ride times have been kept to one hour or less with few exceptions.

MGT found that the division needs to improve in the areas of its bus replacement policy, transportation software technology determining bus routing and scheduling; and substitute bus driver recruitment. Specifically:

- CCPS has made an investment in Smartr routing software to help improve routing and scheduling of bus routes to reduce costs; however, the current practices in Smartr implementation have led to less than full realization of the system's potential.
- The department has more vehicles that can be reasonable serviced by one mechanic.
- A number of transportation policies in the school board manual need to be added.
- A vehicle maintenance information system and an annual report card on the department need to be established to determine areas for improvement, both in services and in vehicle efficiency.
- Initial planning steps need to be taken to improve deficiencies in both the transportation facility and the fueling station.
- CCPS transportation department has serious challenges providing substitute bus drivers and developing an effective substitute bus driver program. Consequently, when there is shortage of bus drivers and replacements are needed, it is common practice to take personnel away from other critical division functions and have them drive buses.

## **INTRODUCTION**

CCPS's geographic configuration is mostly rural with a moderate level of growth and development. With a 2005-06 student population of 2,174 students, the CCPS School Board anticipates steady student growth over the next 10 years.

The division is providing transportation on a daily basis for most of the students in the division who travel to and from five schools, attending field trips, after school activities and shuttles to other locations. Among those served are exclusive students, who,

because of their varying disabilities or special needs, require special arrangements to school sites throughout the county and in some cases to neighboring school divisions.

As shown in Exhibit 8-1, the division's transportation department had 38.6 FTE personnel in school year 2003-04. These personnel were categorized as administrative, technical and clerical, other professional, or trade, operatives and service. The exhibit details how the CCPS transportation personnel were spread across the four categories.

**EXHIBIT 8-1  
TRANSPORTATION PERSONNEL  
PEER SCHOOL DIVISIONS  
2003-04 SCHOOL YEAR**

SCHOOL DIVISION	TRANSPORTATION			TRADES, OPERATIVES AND SERVICE
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	
<b>Clarke County</b>	<b>0.0</b>	<b>4.9</b>	<b>0.0</b>	<b>38.6</b>
Madison County	0.0	1.0	0.0	45.0
Northumberland County	0.0	0.0	0.0	42.0
Rappahannock County	0.0	0.0	0.0	24.0
Bath County	0.0	0.0	0.0	17.0
Goochland County	0.0	2.0	0.0	63.0
Falls Church City	0.0	2.3	1.0	10.2
Winchester City	1.0	0.0	0.0	25.0
Fauquier County	1.0	16.5	0.0	231.5
<b>Division Average</b>	<b>0.2</b>	<b>3.0</b>	<b>0.1</b>	<b>55.1</b>

Source: 2003-04 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

Transportation is provided between the home and educational facilities operated by CCPS in which the student is enrolled. Students may be required to meet a bus at an assigned stop a distance up to one-half mile from his/her residence on a state maintained road. CCPS is in compliance with the *Code of Virginia*, Section 22.1-176 which states, in part, "County School Boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring such transportation."

MGT conducted a survey of CCPS administrators, principals, and teachers as part of this efficiency review. MGT did not receive a statistically accurate response needed to show a valid opinion from the administrators and teachers; therefore, MGT cautions the reader when drawing conclusions of these survey results. Participants were asked to rate the program as whole. Exhibit 8-2 provides the survey results. As the exhibit shows, 22 percent of administrators and principals and 32 percent of teachers stated that the transportation function needs some improvements or needs major improvements. Conversely, 77 percent of administrators and principals and 45 percent of teachers stated that transportation services are adequate or outstanding.



**EXHIBIT 8-2  
TRANSPORTATION COMPARISON SURVEY  
RESPONSES OF ADMINISTRATORS, PRINCIPALS AND TEACHERS  
CLARK CITY COUNTY PUBLIC SCHOOLS**

<b>RESPONDENT GROUP</b>	<b>PERCENT INDICATING NEEDS SOME OR MAJOR IMPROVEMENT</b>	<b>PERCENT INDICATING ADEQUATE OR OUTSTANDING</b>
CCPS Administrators and Principals	22%	77%
CCPS Teachers	32%	45%

Source: MGT Survey, 2006.

When compared to administrators in other divisions that MGT has surveyed, 33 percent of administrators and principals stated that the transportation function *needs some improvement* or *needs major improvement*. Conversely, 60 percent of administrators and principals in the comparison divisions stated that transportation services are *adequate* or *outstanding*. The Clarke County Public Schools transportation department compared very favorably to its comparison divisions in this regard. Exhibit 8-3 details the comparative information.

**EXHIBIT 8-3  
TRANSPORTATION COMPARISON SURVEY  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS AND  
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

<b>SCHOOL DISTRICT/PROGRAM FUNCTION</b>	<b>% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT</b>	<b>% ADEQUATE + OUTSTANDING</b>
	<b>CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS</b>	<b>OTHER SCHOOL DISTRICTS ADMINISTRATORS</b>
Transportation	22/77	33/60

Source: MGT Survey, 2006.

The cost per mile is shown in Exhibit 8-4. The diversity among peer selections makes it difficult to interpret the data. Falls Church City and Winchester City reported extremely high costs per mile, which are likely not valid comparisons to CCPS.

**EXHIBIT 8-4  
COST PER MILE FOR REGULAR AND EXCLUSIVE STUDENTS  
COMPARED TO PEER DIVISIONS  
CLARKE COUNTY PUBLIC SCHOOLS  
2002-03 SCHOOL YEAR**

SCHOOL DIVISION	REGULAR STUDENTS COST PER MILE	EXCLUSIVE STUDENT COST PER MILE
<b>Clarke County</b>	<b>\$2.16</b>	<b>\$2.98</b>
Madison County	\$1.43	\$1.43
Northumberland County	N/A	NA
Rappahannock County	\$1.78	\$2.16
Bath County	\$2.81	NA
Goochland County	\$2.23	\$2.23
Falls Church City	\$4.56	\$7.49
Winchester City	\$1.11	\$19.26
Fauquier County	\$1.57	\$1.88
<b>PEER SCHOOL DIVISION TOTAL</b>	<b>\$17.65</b>	<b>\$37.43</b>
<b>PEER SCHOOL DIVISION AVERAGE</b>	<b>\$2.21</b>	<b>\$5.35</b>

Source: Commonwealth of Virginia, Department of Education, 2005.

Exhibit 8-5 shows that CCPS for the 2005-06 school years 37 school buses with three being designated as spare buses, or eight percent of its entire fleet.

**EXHIBIT 8-5  
SCHOOL BUS INVENTORY  
CLARKE COUNTY PUBLIC SCHOOLS  
2005-06 SCHOOL YEAR**

BUS TYPE	REGULAR	SPARES
Regular	25	2
Handicapped	3	1
Activity	4	0
Head Start	2	0
<b>Total</b>	<b>34</b>	<b>3</b>

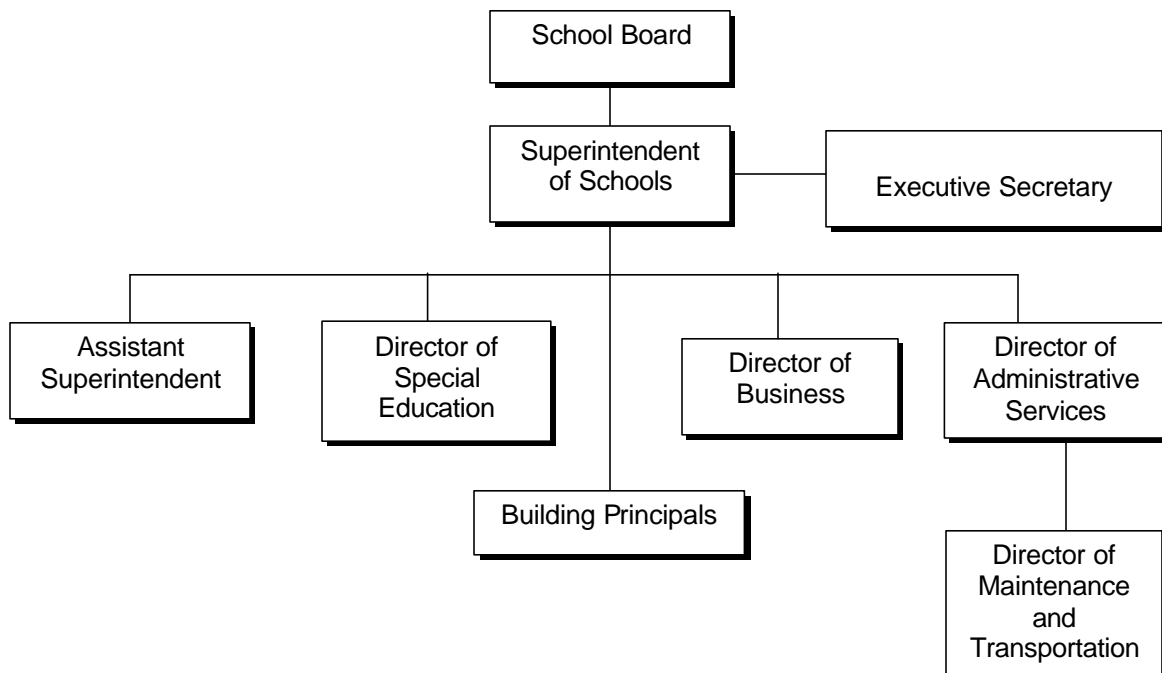
Source: CCPS, Department of Transportation, March 2006.

**8.1 Organization and Staffing**

It should be the objective of all transportation departments to deliver their services efficiently and effectively. Greater efficiencies will potentially return dollars to the classroom and greater effectiveness will lead to higher quality transportation services. An efficient and effective transportation department will directly and indirectly support the educational goal of the division.

Exhibit 8-6 shows how the CCPS transportation department is currently structured to accomplish daily operations. According to the organizational chart provided MGT, the transportation director reports to the director of administrative services. However, on-site interviews indicated there was uncertainty about whether or not the transportation director reported to the superintendent.

**EXHIBIT 8-6  
ORGANIZATIONAL STRUCTURE - TRANSPORTATION DEPARTMENT  
CLARKE COUNTY PUBLIC SCHOOLS DIVISION  
2005-06 SCHOOL YEAR**



Source: CCPS, Department of Transportation, March 2006.

The staffing levels are based on division precedent and are not the result of a staffing formula. There are 29 drivers for 28 routes. The department has a recruiting program, and has enough regular drivers for its planned routes and other transportation activities.

**FINDING**

There is a lack of staff-line clarity with the transportation director and his direct supervisor. The organization chart shows the transportation director reporting to the director of administrative services (the recommended assistant superintendent for administrative services). However, in interviews with both the transportation director and the superintendent, they both said that the transportation director reported to the superintendent. This conflict regarding the organization structure of the division creates an inefficient administrative structure.

In high performing divisions, each employee in the organization has a clear understanding of who reports to whom. Each employee in the division has one, and only one, supervisor. Supervisors in high performing divisions redirect employees back to line administrators when the employees mistakenly circumvent their supervisor.

**RECOMMENDATION**

**Recommendation 8-1:**

**Reinforce the concept of staff-line relationships with administrators.**

By reviewing and reinforcing the staff-line relationships within the administrative team, the efficiency of the team will be improved. Communications will improve and administrators will tend to solve problems at the correct level of responsibility within the system.

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

The CCPS vehicle maintenance section has an insufficient number of mechanics. The current fleet inventory consists of 37 school buses and five other vehicles for a total of 42 vehicles. There is one full-time mechanic. Therefore, CCPS has an effective mechanic to vehicle ratio of 1:42.

The transportation industry and majority of school divisions nationwide have a common ratio of one mechanic per 20 to 30 vehicles with the average being approximately 1:25. The CCPS mechanic to vehicle ratio is above the national average of 1:25. Despite factoring the age of the fleet, the expertise of the mechanic, the maintenance facility, and the level of maintenance performed, the mechanic to vehicle ratio is inadequate.

**RECOMMENDATION**

**Recommendation 8-2:**

**Hire a half-time transportation department mechanic.**

The addition of a half-time mechanic will improve the ability of the division to perform preventative maintenance on the vehicles. Although it is not possible to project, some contracted services for repair may be reduced.

**FISCAL IMPACT**

MGT estimates a half-time mechanic will cost \$27,400 (\$20,000 salary plus 37 percent benefits).

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Hire a Half-Time Mechanic	(\$27,400)	(\$27,400)	(\$27,400)	(\$27,400)	(\$27,400)

## **FINDING**

The transportation department is in short supply of qualified substitute bus drivers. When sufficient substitute drivers cannot be found, the maintenance director, the transportation mechanic, or maintenance personnel who have approved CDL training are pulled from their regular duties to drive buses. Interviews with the director and other key staff reveal that not having sufficient, reliable substitute drivers adversely affects the overall transportation operation. In addition, the maintenance department's services and the transportation department's mechanic services are adversely affected because their personnel are pulled from their tasks to be substitute drivers. Because the division has a "no overtime" policy, the maintenance and transportation mechanic personnel simply do no complete key tasks related to their department. Key staff indicated that maintenance personnel or the transportation mechanic, including the transportation director, might substitute two to three times during some weeks. This departmental practice results in a loss of efficiency and effectiveness.

In other school districts, this problem has been solved by creating "permanent" substitute driver positions. These drivers, unlike typical substitute drivers, are contracted for approximately 17.5 hours per week at the lowest pay scale, but they receive benefits. They are required to learn multiple routes, and if they are not needed as a substitute driver on a given day, they ride routes as assistants or perform other tasks as directed, such as washing and cleaning the buses.

## **RECOMMENDATION**

### **Recommendation 8-3:**

#### **Hire two permanent substitute bus drivers.**

Employing at least two permanent substitute bus drivers at the lowest pay scale plus health insurance benefits at the school board approved rate (presently \$372.50 per month) for 17.5 hours per week will improve the efficiency of the transportation department and, as an indirect consequence, improve the maintenance of the division's facilities as well. The director of transportation should prepare a detailed job description for these drivers and minimize the use of other key staff as substitute drivers.

To implement this recommendation, the director of transportation should obtain approval of the superintendent through the proposed assistant superintendent for administrative services to hire two permanent substitute bus drivers to begin work in the 2006-07 school year.

## **FISCAL IMPACT**

A contracted permanent substitute bus drivers paid for 17.5 hours per week at the lowest scale and with benefits would cost \$12,965 per school year (183 days time 3.5 hours per day times \$13.26 plus twelve months of health insurance benefits at \$372.70 per month). Two permanent substitute bus drivers could be hired at an annual cost of \$25,930.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2009-11</b>
Hire "Permanent" Substitute Bus Drivers	(\$25,930)	(\$25,930)	(\$25,930)	(\$25,930)	(\$25,930)

**FINDING**

During the on-site review, MGT found that the up-front cost for obtaining a Commercial Driving License, approximately \$500, is a disincentive for potential applicants. The transportation director and other transportation personnel reported several anecdotes of potential bus drivers declining to proceed in the application process when confronted with the training costs. This negatively affects the applicant pool and ultimately may reduce the quality of drivers.

A number of school systems facing similar situations have created an incentive for driver applicants by establishing a CDL cost reimbursement, or bonus, system that takes effect at the end of one year of successful driving experience. Applicants were more likely to apply and stay with the division in order to obtain their reimbursement. Retention of the employees for more than the one year period also increased.

**RECOMMENDATION**

**Recommendation 8-4:**

**Reimburse bus drivers for CDL training.**

By improving the applicant pool for bus drivers and the retention of the existing personnel, the transportation department will experience greater stability and have a work force with higher morale.

**FISCAL IMPACT**

This recommendation is estimated to cost \$5,000 the first year for 10 new applicants (assuming a year-end bonus of \$500 per driver) and \$2,000 per year for the next four years for four new applicants per year.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2009-11</b>
Reimburse Bus Drivers for CDL Training	(\$5,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)

**8.2 Planning, Policies and Procedures**

The CCPS transportation department has an experienced staff. There are published CCPS policies and procedures for transportation, including a clear statement of mission and goals, and a Transportation Department Drivers Manual.

Some special education students are transported by non-bus vehicles that are part of the total transportation fleet. CCPS allows drivers to take buses home if they are closer

to their first pickup point than they would be if they parked in a bus lot. This policy reduces deadhead miles and enhances the timely start of routes in the morning.

Transportation drivers know most of the families they serve and know nearly all the students by name. It is just the opposite of a highly centralized, impersonal organization. Buses are parked throughout the transportation zones, primarily due to distances and a desire to reduce route costs. The effect of this lack of centralization is to place buses and drivers into greater contact with the students and schools that they serve. The overall effect is an organization that is able to be highly responsive to the needs of its customers and the schools it serves.

The internal procedures for the department are developed by applying new learning from operations or adapting to directed policy changes. *The Transportation Department Drivers Manual* is updated periodically. MGT found this manual to be complete and user friendly. Staff and drivers (new and old) are kept knowledgeable about changes in procedures through in-service training that occurs before school and periodically throughout each year. Attendees at the training sessions are paid for their time. The safety coordinator is responsible for the training, but the transportation director participates and contributes.

## **FINDING**

The CCPS School Board Policy Manual has an inadequate student transportation section. Most of the policy language deals with student rules. Additional policies are needed in the areas of transportation (e.g., school bus replacement, school bus inspections, school bus maintenance, bus driver training and certification, school bus route development, school bus driver drug and alcohol testing, etc.). Without these policies, the transportation department must rely on state policies or the judgment of the administration. This may create an undue liability risk for the transportation department. School systems with comprehensive policies and procedures are able to significantly reduce risk and improve both internal and external communications.

## **RECOMMENDATION**

### **Recommendation 8-5:**

**Strengthen the transportation section of the school board policy manual by adding additional policies that provide guidance to the transportation department.**

By improving and adding additional critical policies to the school board manual, the transportation department will reduce its liability risk, improve internal and external communications, and have an improved set of guiding policies to set their procedures.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

Many high-performing school systems 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 scarce funds to the most critical needs. They also provide assurances to the central office, the school board, and the public that the department of transportation is using its resources in the best possible manner.

Some of the transportation performance indicators typically used by school systems are shown in Exhibit 8-7. Indicators can assist the department in consistently tracking and monitoring performance. The department can then compare these statistics to those of peer school systems and its own past history. Ideally, the transportation department would annually select a target goal for each indicator and track its progress towards that goal.

**EXHIBIT 8-7  
OVERVIEW OF POSSIBLE CCPS STANDARDS AND  
TRANSPORTATION PERFORMANCE INDICATORS**

PERFORMANCE AREA	PERFORMANCE INDICATOR
Safety	<ul style="list-style-type: none"> <li>■ Accidents per 100,000 miles</li> <li>■ Incidents per 100,000 miles</li> <li>■ Number of first, second, and third student discipline referrals</li> </ul>
Cost Efficiency	<ul style="list-style-type: none"> <li>■ Operation cost per route mile</li> <li>■ Annual operation costs per route</li> <li>■ Operation costs per student for regular education, special education, magnet, and diversity busing</li> </ul>
Cost Effectiveness	<ul style="list-style-type: none"> <li>■ On-time performance</li> <li>■ Open routes due to unfilled positions</li> <li>■ Driver absentee rate</li> <li>■ Percent of routes driven by team leaders</li> <li>■ Average rider trip time in minutes</li> <li>■ Average bus occupancy</li> </ul>
Maintenance Performance	<ul style="list-style-type: none"> <li>■ Miles between road calls</li> <li>■ Percent of preventive maintenance completed on time</li> <li>■ Turnover time per bus repair</li> <li>■ Operational rate for regular buses</li> </ul>

Source: Created by MGT of America, 2006.

Currently, the CCPS transportation department does not regularly track, compile, or publish its findings on these types of performance indicators. The Department does collect a portion of these statistics, as required by the State for funding reasons, but does not report them in an open forum, such as a board meeting.

The recent survey in North Carolina included a question of parents regarding their perception of the safety of various modes of transporting students. According to the parents who responded, the safest mode of transporting students is in the parent's car. The school bus was ranked the second safest form of transportation. If the CCPS



transportation department regularly tracked and published its performance statistics, it is possible that parents would become better informed and elect to have their children ride the bus.

## **RECOMMENDATION**

### **Recommendation 8-6:**

**Implement an annual report card using performance indicators to measure the efficiency and effectiveness of the CCPS transportation department.**

Such an annual review of its operations should provide assurances that the department is performing up to standards, both in comparison to its past and in comparison to its peers. The report card will serve to highlight solid performance and areas in need of improvement.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources. However, it is possible that the transportation department could achieve some cost savings as it works to achieve the goals identified by the report card.

### **8.3 Routing and Scheduling**

An effective and efficient routing and scheduling program is absolutely essential for a school transportation program. Virginia School Review Procedures for Transportation state that “an effective routing and scheduling system not only will help the division control costs, but can maximize the state’s reimbursement for miles driven.”

Effective routing and scheduling systems can impact:

- efficiencies pertaining to student start and end times in coordination with bell times;
- bus routes’ average ridership and miles driven;
- key components of the division’s routing and scheduling software and processes;
- ride times for regular students and special education (exclusive) students;
- efficiency and effectiveness of regular routes; and
- efficiency and effectiveness of special education routes.

**FINDING**

The current staggered opening and closing schedules work efficiently and effectively, and the CCPS transportation department is perceived as providing punctual services to students. CCPS has a staggered bus schedule system in place to meet school opening and closing times. Student supervision time before and after school is minimized by having this staggered schedule. The schedule for CCPS was developed over time and is adjusted when it becomes necessary.

MGT visited with school principals at the elementary, middle, and high school levels and held discussions with principals about transportation operations. They had high praise and commendations for the on-time delivery of students to meet opening and closing times. In addition, MGT conducted a survey of CCPS administrators, principals, teachers as part of this efficiency review. They were asked to rate punctuality of student arrival and departure to and from school. Of the district and building administrators surveyed, 89 percent disagreed or strongly disagreed with the statement, "Students are often late arriving to and/or from school because the buses do not arrive to school on time." Teachers, at a rate of 78 percent, disagreed or strongly disagreed with the statement as well. There was no comparative data for administrators in the comparison divisions, but 60 percent of teachers in other school divisions MGT has audited disagreed or strongly disagreed with the statement. Exhibit 8-8 provides the survey results.

**EXHIBIT 8-8  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS AND  
TEACHERS WITH ADMINISTRATORS AND TEACHERS  
IN OTHER SCHOOL DIVISIONS**

<b>Statement:</b> Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	(% A+ SA) / (% D + SD)	
	CLARKE COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DIVISIONS
Clarke County Public Schools Administrators and Principals	0/89	n/a
Clarke County Public Schools Teachers	3/78	17/60

Source: MGT Survey, 2006.

**COMMENDATION**

**Clarke County Public Schools is commended for using staggered bus scheduling to make efficient use of transportation resources and decrease supervision time for students before and after class.**

**FINDING**

CCPS has established goals of maximum ride times for students of no more than one hour. With few exceptions, the transportation department meets these goals. As a result, students are arriving at school unencumbered by long transit times and ready to begin their educational day.

A bus run is accomplished by beginning at a start point and then proceeding to pick up students at designated points along the run and depositing the students at a school or other designation.

Of the many school divisions in the Commonwealth of Virginia and other school systems in other states assessed by the MGT team, the accomplishment by the transportation department to execute bus runs that reduce transit time for students is one of the best.

### **COMMENDATION**

**The CCPS transportation department is commended for maintaining short bus rides times for the vast majority of students transported.**

### **FINDING**

The transportation department is not using its routing and scheduling software because it is outdated and difficult to operate. Greater efficiencies could be realized through more effective use of a newly purchased Smartr System. Presently, all routing is done by hand and routes are written by hand. Requests for regular and special routes call for a determination as to where students live in proximity to existing routes. For new students, his or her school is provided with a bus-stop location that is supposed to be the one closest to the student's home address. According to the transportation director, this is accomplished by looking up the location of the student in proximity to pickup points already in existence. In rare circumstances, a new pickup point may be established. Under this system, very few changes are made to regular and exclusive routes from year to year. As a result, student pickup points may or may not be at the best locations.

The benefits to CCPS fully implementing an automated system are significant. *School Bus Fleet Magazine*, computer experts, and other divisions in the Commonwealth of Virginia (including Fairfax, Prince William, and Arlington Divisions) indicate that a 10 to 15 percent or more reduction in routes is achievable initially using automated computer-based route scheduling to manage bus routes and student pickup points. This is not being achieved in CCPS because the Smartr system is not being used to perform critical analysis to achieve route reductions.

### **RECOMMENDATION**

#### **Recommendation 8-7:**

**Implement the Smartr school bus routing software system.**

By using the Smartr software, the division can expect to see a reduction in the cost of its transportation services. In addition, some students' time on the school bus will be shortened because of more efficient routing. This leads to a more effective and efficient transportation system and an improvement in the status of the Department as a model of efficiency in the community.

**FISCAL IMPACT**

Assuming a six percent reduction of expenses, a conservative estimate base on the savings from that other divisions have experienced, CCPS would be able to save approximately \$65,657 in operating expenditures per year. The division would also reduce its need to purchase new buses at a rate of at least one less bus per year. A new bus costs approximately \$70,000.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Implement Bus Routing Software	\$65,657	\$65,657	\$65,657	\$65,657	\$65,657
Reduce New Bus Purchases	\$70,000	\$70,000	\$70,000	\$70,000	\$70,000
<b>TOTAL SAVINGS</b>	<b>\$135,657</b>	<b>\$135,657</b>	<b>\$135,657</b>	<b>\$135,657</b>	<b>\$135,657</b>

**FINDING**

CCPS has only one person in the technology department that has received formal software and hardware training to operate the division’s routing and scheduling program. In CCPS, the routing and scheduling process is continuous. The starting point usually occurs when an initial report is generated in the summer. It consists of taking routing and scheduling information from last year and, after receiving student data and information from the schools, inputting that information into Smartr, and then generating routes and schedules for the coming school year. Subsequent student data changes and modifications are input as they occur to ensure bus drivers have useful routing and scheduling printouts for their use.

The complexity of this process requires that more than one person in the division have professional skills with the routing software. The division can solve this problem by having the technology department Smartr specialist cross-train a transportation department staff member on the Smartr System.

Smartr is used a number of school transportation units throughout the nation with varying degrees of success. Those with Smartr systems who are successful ensure:

- a sufficient number of personnel are adequately trained;
- software and hardware are current and properly used;
- input of data are made by competent personnel; and
- routes and scheduling improvements generated by the system are implemented.

These basic requirements to ensure Smartr success are not being accomplished in CCPS.

## **RECOMMENDATION**

### **Recommendation 8-8:**

**Cross-train a transportation department staff member in the Smartr system and obtain the benefits of this investment in efficiencies and cost effectiveness.**

Taking steps to make the transportation department's Smartr specialist fully trained in the essential elements of the software is an essential component of the full implementation of the computerized routing software program.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The system used to input resident addresses in the student database is not coordinated with the County 911 addressing system. In order to coordinate GIS services between the division and the County, resident addresses in both systems have to match exactly.

The Clarke County Planning Department presently uses a GIS system using ArcView software. They have all the county base maps loaded on their system and use it for 911 services. As part of this 911 system, all residences are mapped into the system using their exact resident addresses. The Smartr software recently purchased by CCPS operates on an ArcView database. This would allow Clarke County Public Schools and the Clarke County Planning Department to share base maps, resident addresses, and student information for bus routing.

CCPS currently uses a SASI Student Information System and school clerical personnel enter the student resident addresses into the system upon student registration. However, if there is any difference in the physical address entered by the school personnel, it will not match the County's 911 address and there will be a mismatch between the two software systems.

Two actions need to occur to prevent the mismatch between the two systems:

- The current SASI system should have a drop down selection of resident addresses supplied by the County, and
- School clerical personnel should be trained in the use of the new drop-down features.

Then, when data are entered into the SASI system, the technology department can run script to download the student database with exact resident addresses into the Smartr system in the transportation department. At that point, the Smartr specialist will have accurate information of where students live, school assignment, proximity to existing routes, and other required information. Subsequent actions include informing school principals and administrators of assigned student routes, pickup points, bus number. Bus drivers are provided with their routes and schedules.

## **RECOMMENDATION**

### **Recommendation 8-9:**

#### **Coordinate the input of resident addresses between the county and the division.**

When the input of resident addresses of students is accurate and matched with the county, CCPS and the Clarke County Planning Department will be able to share files and create a coordinated database that will help the division with the planning process for transportation. The division will also be able to use the county GIS system to help balance student attendance zones, identify optimum sites for future facilities and conduct density studies. However, the county will also benefit because they will have non-identifiable student information to help them with zoning decisions.

This recommendation should be implemented with the start of the 2006-07 school year.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **8.4 Training and Safety**

CCPS transportation training and safety programs are the responsibility of the safety coordinator for the transportation department. This position has as stated goals to monitor all safety issues related to pupil transportation, investigate all accidents, and file accidents reports with VDOE. The safety coordinator is also responsible for the planning, integration, and implementation of all training for personnel assigned to the department.

The transportation department stresses the importance of maintaining an active and responsive program to keep its personnel highly trained. It also sets high standards of safety and strives to achieve zero injuries and zero chargeable accidents.

## **FINDING**

The transportation department has a model training program. A number of training courses are offered to personnel in the transportation department. In those circumstances where training is given at other locations in the Commonwealth or other parts of the country, CCPS covers registration, accommodations, food, and other incidental costs for employees to attend.

The specialist ensures that:

- safety meetings are conducted for all drivers;
- CCPS bus drivers possess a valid Commercial Driver's License (CDL), are 21 years of age, are physically fit to operate a school bus safely, and are literate;

- state-mandated classroom and 24-hours behind-the-wheel training is completed by all bus drivers; and
- training, as required, is conducted for all other personnel assigned to the transportation department.

Exhibit 8-9 shows training required by law. CCPS transportation staff development consists of training that is conducted or provided for all personnel in the transportation department. The director of transportation is aware that well-trained bus drivers and staff contribute to operational and cost efficiencies.

**EXHIBIT 8-9  
TRANSPORTATION-RELATED STAFF DEVELOPMENT TRAINING  
CLARKE COUNTY PUBLIC SCHOOLS  
2005-06 SCHOOL YEAR**

TRAINING OFFERED	REQUIRED BY LAW	CERTIFICATION
CPR & First Aid	Yes	Yes
Driver Training	Yes	Yes
VA Assn. for Pupil Transportation	Yes	Yes
Special Needs*	Yes	Yes
Passenger Control	Yes	No
Safety	Yes	Yes
DMV Regulations	Yes	No
Drug Abuse	Yes	Yes
Bus Evacuation of Students	Yes	Yes
Radio and Cell Phone Use	Yes	Yes
School Bus Safety Curriculum	Yes	Yes

Source: CCPS Transportation Department, March 2006.

**COMMENDATION**

**The Clarke County transportation department is commended for excellent training activities and an effective safety and accident prevention program.**

**8.5 Vehicle Maintenance**

CCPS vehicle maintenance responsibilities are performed by one full-time mechanic. The mechanic also ensures adequate and timely parts availability to support the mechanic function. The vehicle maintenance section operates from 6:00 a.m. to 5:00 p.m. daily. Mechanics work staggered shifts with each mechanic completing eight hours. The shop foreman has been in his position of responsibility for several years and reports to the director of transportation.

**FINDING**

The CCPS transportation department does not use a computerized vehicle maintenance information system (VMIS). Presently, all records are kept by hand or are on generic office software. The current practice makes it more likely that preventative maintenance

will not be completed on schedule. Perhaps even more important is the presence of critical management information to be available to the transportation director for management decisions. For example, if the information shows that one type of tire is not performing to expectations, the transportation director will be able to discern it in time to change the bid specifications for the next tire purchase.

The finance department can provide an audit report inquiry that will provide cost data paid to specific vendors such as the local NAPA auto parts franchise. The format is useful for accounting purposes, but currently there is no way to link the cost shown to a particular vehicle, track consumption rates for particular parts, or determine the nature of the repairs performed in order to determine if that repair should have been performed by CCPS transportation mechanics rather than a vendor.

Such cost information has implications for managing the aging of the bus fleet and commercial vehicles. Additional data need to be provided to allow the transportation staff to monitor maintenance costs for each bus and other vehicles, as well as repair parts and obtain consumption rates for the fleet.

A variety of automated fleet information management systems are currently available from a wide number of vendors. MGT does not endorse nor recommend a particular software system or vendor. CCPS must consider the capability of its existing hardware, availability of communications lines, and cost implications in determining which technical approach best meets the needs of the transportation department.

MGT does not believe CCPS needs to invest large resources in any high end automated systems. At present, considering the small size of the CCPS fleet, a more modest approach to fleet management challenges should be accomplished.

Some of the commercially available VMIS software includes these critical components:

- Fleet inventory tracking (year, make, model, serial number, etc.)
- Preventative maintenance (automated work order generation, PM tracking by date, mileage, hours, etc.)
- History recording (preventive and repair maintenance history, costs of repairs, parts, labor, tax, etc.)
- Fuel management (fuel consumption, economy, etc.)
- Parts management (stock management, part associations, re-order notifications, purchase order system, etc.)
- Work orders (work order generation, job costing, etc.)

Some of the best systems for a smaller transportation department have two-user licenses, one for the transportation director and one for the mechanic and drivers.



**RECOMMENDATION**

**Recommendation 8-10:**

**Purchase a two-user Vehicle Maintenance Information System (VMIS).**

The use of VMIS software can help the division avoid costly repairs and make it less likely that they will experience any unexpected surprises. Each vehicle receives the right kind of service at the right time. The department will be able to keep track of repairs, problems, fuel usage, and accurately determine the cost effectiveness of equipment repairs.

**FISCAL IMPACT**

A two-user VMIS software package is estimated to cost \$900.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Purchase VMIS Software	(\$900)	\$0	\$0	\$0	\$0

**FINDING**

The main maintenance facility is inadequate. All major maintenance activities are performed at the facility, except those sent to private repair facilities for major maintenance. The existing facility is counterproductive as a facility to provide acceptable maintenance. Although the physical plant was constructed just a few years ago, it has two work bays and only one can accommodate regular school buses because other space is used for badly needed storage. There is not a secure parts room in the facility.

The existing transportation facility was constructed without input from the division's transportation department personnel. As a result, there are functional inadequacies that impede the program (e.g., poor storage, no parts room, no office for the safety coordinator, no training room, etc.)

The existing site is large enough to accommodate expansion of the facility. Because of the strained relations between the county board of supervisors and the division, there has been some reluctance in discussing a capital improvement program to address the needs. The space needs at schools only exacerbates this reluctance. Because some of the space at the existing facility is also occupied by county personnel and there are shared services involved, a capital improvement plan to correct current deficiencies would require both governments to work cooperatively. Although an addition to the existing facility may not be possible in the near future, discussions with the county should be considered as a first step.

**RECOMMENDATION**

**Recommendation 8-11:**

**Begin discussions with Clarke County officials about an addition to the transportation structure to correct existing deficiencies.**

A plan to correct the deficiencies in the existing transportation facility will allow time to explore different designs, opportunities for shared services, and an estimate of probable costs. These are all important elements of good facility planning and efficient government.

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

CCPS does not have a funded comprehensive school bus replacement plan. Transportation staff indicated that the goal for bus replacement was 10 years. (Some buses with lower mileage are kept for space for several years longer.) However, the bus replacement plan has not been implemented due to financial constraints. Thirteen buses were older than 10 years. Three buses were older than 15 years.

Older buses are more prone to break down and the maintenance cost rise as the buses age. Repair work on older buses makes it less likely that the school bus mechanic will be able to do preventative maintenance on other vehicles.

**RECOMMENDATION**

**Recommendation 8-12:**

**Implement a school board policy stating the desired goal for school bus replacement cycles and a rationale for the cycle length.**

Having a policy and rationale will help policy makers for both the division and the county conduct long range capital planning. Having a reasonable replacement cycle improves the efficiency of the transportation department and eliminates peaks and valleys in the demands for capital funding for equipment.

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

The existing bus fueling site is at a congested location and needs to be relocated. Presently, CCPS and Clarke County both fuel their vehicle fleet at a commercial site on a busy highway. Long wait times and near collisions from the congested area have been reported by CCPS staff. The existing transportation site sits just across the road from property that could be used as an additional fueling site. This site would be close to the existing shared facility and would lower congestion at the commercial site. Development of this site would require a cooperative effort on the part of the county and CCPS because the site would become a county-owned fueling site.

**RECOMMENDATION**

**Recommendation 8-13:**

**Begin discussions with Clarke County officials about an addition to the transportation fueling site.**

By beginning the planning discussions at an early stage, will help policy makers for both the division and the county conduct long range capital planning. Having a second fueling site will help both the division and the county save fueling time and reduce the risk of damage to equipment.

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **9.0 TECHNOLOGY MANAGEMENT**

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## **9.0 TECHNOLOGY MANAGEMENT**

This chapter reviews administrative and instructional technology use in Clarke County Public Schools (CCPS). The six major sections are:

- 9.1 Technology Planning
- 9.2 Organization and Staffing
- 9.3 Infrastructure and Web Development
- 9.4 Software and Hardware
- 9.5 Professional Development
- 9.6 Technical Support

The effective utilization of technology in public schools should facilitate operational efficiencies, instructional enhancement, and authentic learning opportunities for students to gain competency in the use of technology.

### **CHAPTER SUMMARY**

Clarke County Public Schools has demonstrated successful practices in the delivery of administrative and instructional technology services and management. Dedicated staff have provided leadership in the consistent and efficient delivery of technology support and services.

While MGT found Clarke County Public Schools to have successful practices in the delivery and management of administrative and instructional technologies, other findings led to recommendations for continued improvement. Recommendations include:

- Establish a permanent divisionwide technology committee.
- Actively manage the content of the division's public-facing and Intranet Web sites through the assignment of a dedicated staff member.
- Implement and enforce a centralized model of technology hardware and software purchasing.
- Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools.
- Reorganize the ITRT model within the division from multiple stipend-based positions into two full-time positions.
- Utilize remote-troubleshooting and communication technologies, where possible, to improve help desk availability and resolution within a single call.

This chapter also includes best practices and research that support the findings and recommendations for Clarke County Public Schools.

## **INTRODUCTION**

When reviewing the administrative technology resources of a school system, MGT examines the computing environment within which the administrative applications operate; the applications themselves and the degree to which they satisfy user needs; the manner in which the infrastructure supports the overall operations of the school system; and the organizational structure within which the administrative technology support personnel operate.

In reviewing instructional technology, MGT analyzes all areas that contribute (or should contribute) to the effective use of technology in the classroom. This includes broad areas such as the technology plan; the organizational structure and the infrastructure to more specific resources available in the classroom, such as the type of hardware employed; the method of selecting software; and the access to outside resources. Other critical factors assessed include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools.

Administrative and Instructional Technology (AIT) is the unit that supports all technology use in Clarke County Public Schools. AIT is directed by an Administrative and Instructional technology coordinator who reports to the Assistant Superintendent and includes 24 additional full and part-time positions as well as four interns. Staff includes:

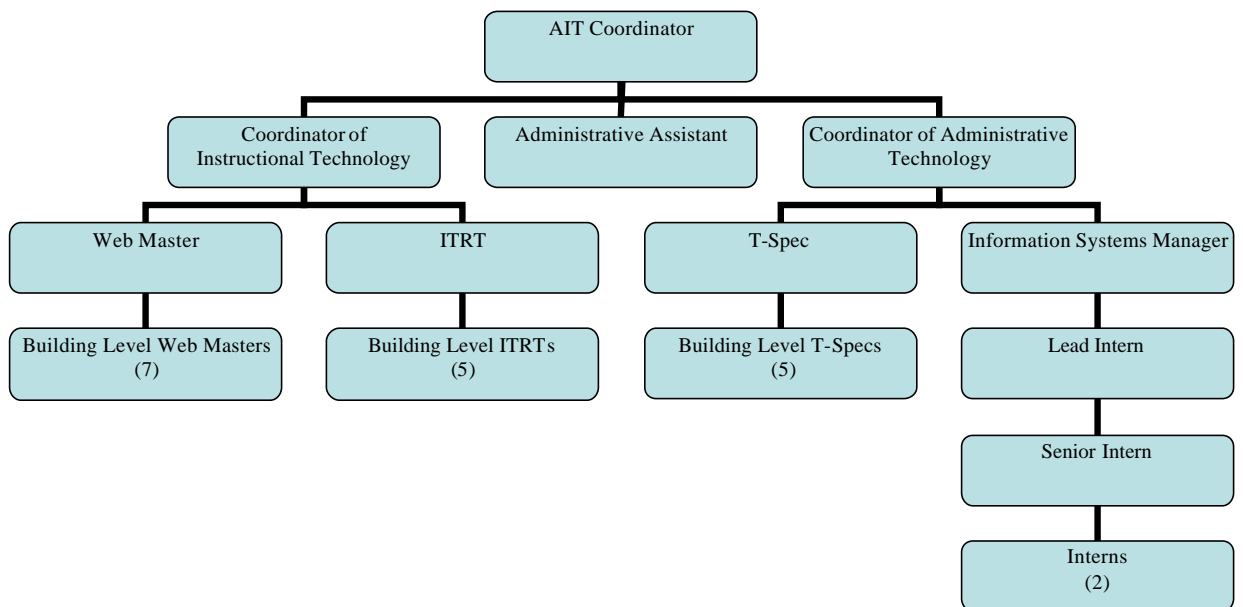
- a coordinator of instructional technology;
- a coordinator of administrative technology;
- an administrative assistant;
- a Web master;
- an instructional technology resource teacher;
- a technology specialist
- an information systems manager
- seven part-time building-level Web masters;
- five part-time building-level instructional technology resource teachers;
- five part-time building-level technology specialists;
- a part-time lead intern;
- a part-time senior intern; and
- two part-time interns.

Exhibit 9-1 depicts the organizational structure of the unit. This staff is responsible for:

- application implementation and support;
- network administration, maintenance, infrastructure, and servers;
- repair and maintenance of computers and peripherals;
- resource and security control; and
- testing and deployment of all instructional software and hardware.

AIT maintains 776 computers divisionwide, as well as multiple servers and network routers in the division's schools, administrative offices, and satellite locations.

**EXHIBIT 9-1  
CLARKE COUNTY PUBLIC SCHOOLS  
ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY ORGANIZATIONAL  
STRUCTURE**



Source: Clarke County Public Schools, May 2006.

The distribution of computers for students in the schools is shown in Exhibit 9-2.

**EXHIBIT 9-2  
CLARKE COUNTY PUBLIC SCHOOLS  
STUDENT-USE COMPUTER COUNTS, ALL SCHOOLS**

SCHOOL	STUDENTS	COMPUTERS	RATIO
Clarke High School	670	193	3.47
Johnson-Williams Middle School	535	182	2.94
<b>Total Middle and High</b>	<b>1,205</b>	<b>375</b>	<b>3.21</b>
Cooley Elementary	395	89	4.44
Boyce Elementary	344	105	3.28
Berryville Primary	241	62	3.89
<b>Total Elementary</b>	<b>980</b>	<b>256</b>	<b>3.83</b>
<b>All Schools</b>	<b>2,185</b>	<b>631</b>	<b>3.46</b>

Source: Clarke County Public Schools, March 2006.

Several questions on the MGT survey of central administrators, principals, and teachers relate to technology development and implementation in Clarke County Public Schools. MGT did not receive a statistically valid response needed to show a valid opinion from the administrators and teachers, therefore, MGT cautions the reader when drawing conclusions of these survey results.

Exhibit 9-3 reviews some of the relevant survey responses. As the exhibit shows, there is an overall low level of satisfaction within the division regarding the amount and use of technology, and administrators and principals were generally the least satisfied group in this regard. Although the survey did not specifically ask about technology-related staff development, responses to general staff development questions could be driven by concerns with technology training. Although many respondents were generally satisfied with CCPS administrative technology and the technology they use in completing their job responsibilities, a significant number of respondents were dissatisfied with instructional technology, more so than any other specific technology area surveyed.



**EXHIBIT 9-3  
COMPARISON MGT SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

SURVEY STATEMENT OR FUNCTIONAL AREA	ADMINISTRATORS / PRINCIPALS	TEACHERS
	(% Good + Excellent) / (% Fair + Poor) <sup>1</sup>	
The school division's job of providing adequate instructional technology.	22/78	45/51
The school division's use of technology for administrative purposes.	44/55	58/19
Staff development opportunities provided by Clarke County Public Schools for teachers.	55/44	43/53
Staff development opportunities provided by Clarke County Public Schools for school administrators.	44/56	29/15
	(% Agree + Strongly Agree) / (% Disagree + Strongly Disagree) <sup>2</sup>	
I have adequate equipment and computer support to conduct my work.	66/33	59/29
Most administrative practices in Clarke County Public Schools are highly effective and efficient.	89/0	41/29
Most of Clarke County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	55/22	51/13
Major bottlenecks exist in many administrative processes which causes unnecessary time delays.	0/89	25/33
	(% Needs Improvement + Needs Major Improvement) / (% Adequate + Outstanding) <sup>3</sup>	
Data Processing	77/22	20/43
Administrative Technology	66/33	20/36
Instructional Technology	89/11	47/47
Instructional Support	22/77	48/47
Staff Development	78/22	53/42

<sup>1</sup> Percentage responding *Good* or *Excellent*/Percentage responding *Fair* or *Poor*.

<sup>2</sup> Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree*.

<sup>3</sup> Percentage responding *Needs Some Improvement* or *Needs Major Improvement*/Percentage responding *Adequate* or *Outstanding*. Clarke County Public Schools, March 2006.

### **9.1 Technology Planning**

Ten years ago, technology was seen as an add-on in school divisions, indeed in many organizations, including private businesses. Now, technology is a foundational aspect of almost every organization.

Planning is the key to success for using technology. This applies to a school system overall, as well as to each of its schools. Schools should have a technology plan that is closely aligned with their curricula. Technology is, after all, a tool—though a very powerful one—that can greatly enhance the teaching and learning process. Similarly, a school system's Technology Plan should be designed to help it achieve its administrative and instructional goals.

A technology plan must address the specific requirements and preferences of the organization it is designed to serve. Although multiple plans may contain very similar

elements, no two plans will be alike. Likewise, while there are guidelines that can help a school division develop a plan that is right for the environment within which it operates, there is no "right way" to develop a Technology Plan.

## **FINDING**

Clarke County Public Schools has implemented a board-approved technology plan. The value of planning cannot be overstated. It is the only way that educational enterprises can adequately address the five most critical factors related to the use of technology, as discussed briefly below.

- **Training.** Professional development is critical for all staff. It is especially important for teachers, however, since it is essential to creating an effective learning environment for students. Unless serious attention is given to what training will be provided, how it will be delivered, when and how frequently it can be made available, and to whom it is directed, effective training will not occur. The price of inadequate training is a considerable loss in the "payoff" on the investment in educational technology resources.
- **Equity.** Despite the best intentions, too frequently imbalances occur in the level of technology resources available at each school. Unfortunately, technology can widen the gap between the "haves" and "have-nots" if it is allowed. Without careful planning at the school division level, there is a risk of inadequately supporting all schools. Similarly, at the school level, there is a risk of leaving out some students.
- **Rapid Change.** Few things change more rapidly than technology. If the implementation and ongoing operation of the technology resources are not carefully monitored the school system or school will not effectively handle this rapid change.
- **Funding.** Many people identify funding as the greatest barrier to the effective use of technology in the classroom. Part of this is due to the fact that school systems do not recognize that there are funds that can be used to support technology that have historically been used for other purposes (e.g., textbook funds are now frequently used to purchase instructional software). Unless planning addresses how all elements of technology and technology support will be funded, this barrier will have a considerably greater impact than it should.
- **Credibility.** A plan that outlines how technology resources will be acquired, deployed, and used will help to develop credibility with the community. Both the School Board and the public are anxious to see, and rightfully so, that tax dollars are spent in an effective manner. Only through planning is it possible to demonstrate that proposed strategies have been well conceived, acquisitions of technology resources have been carefully considered, and that every aspect of the implementation is cost effective.

## **COMMENDATION**

**Clarke County Public Schools is commended for implementing a board-approved Technology Plan and revisiting and revising this plan on a regular basis.**

The 2005-09 Technology Plan, as approved by the Board, sufficiently addresses all five critical factors for the use of technology. The plan denotes, in detail, activities for achieving the stated goals, as well as individuals responsible, timelines, and financial resources required for each activity.

The technology team references the plan when generating policies and procedures, as well as for strategic planning with other units. The plan is also reviewed and updated annually.

## **FINDING**

Currently, Clarke County Public Schools does not utilize a body of individuals fully representing the division and community to influence technology planning and execution. Technology can be a powerful resource for many instructional endeavors, and it is essential to ensure effective management operations. However, if the technology is to achieve its potential divisionwide, an effective method for involving all stakeholders, addressing equity, establishing technology-related standards, and coordinating initiatives must be adopted. The best way to accomplish these objectives is to establish a committee that is composed of members knowledgeable in technology, and representative of all stakeholders.

As part of the division-level Technology Plan CCPS is in the process of reactivating a Technology Committee. As described by the division, the committee will be composed of 31 members from across the division. The members will include:

- the division director of technology (or similar position);
- the division superintendent of schools (or her designee);
- six principals;
- six technology resource teachers;
- three teachers;
- six parents;
- six students; and
- two community members.

This committee will be representative of the schools in the division, and include individuals with knowledge of technology.

The goals of this committee will be to:

- develop and review hardware and software standards for the division;
- develop and review the Appropriate Use Policy for students and staff;

- assure technology standards are up-to-date with the directions that higher education and business appear to be taking;
- act as a communication channel with the public to keep them up-to-date on the state of technology in the division; and
- annually review and revise the Division Technology Plan and report their findings to the School Board.

As of MGT's on-site review, the reactivation of the technology committee was not yet completed.

## **RECOMMENDATION**

### **Recommendation 9-1:**

#### **Establish a permanent divisionwide Technology Committee.**

The purpose of this committee should be to monitor and provide oversight to all the various technology endeavors within the school system. Although it will deal most frequently with instructional technology issues, it should also be a resource for addressing administrative technology issues. For best results, the committee should be composed of the following:

- 12-14 members;
- elementary, middle, and high school teacher representatives;
- administrative representatives from the finance and curriculum departments;
- an elementary and a secondary principal;
- at least one parent or community member;
- one business representative who is not employed by a technology company;
- only members who have a good understanding of technology and its uses, at least within their respective areas; and
- only members willing to commit two to three hours per month to the activities of the committee.

Another important group that some divisions include is a member of the school board. Including a school board member on the committee is a division decision. However, it is not a good idea to include the superintendent of schools for three reasons. First, that individual's time needs to be devoted to higher-level responsibilities. Second, the superintendent of schools will be asked to approve recommendations coming out of the committee, which would make her participation awkward, at best. Third, her involvement might cause a few committee members to be less than candid on some issues.

The technology committee should meet on a regular monthly basis. To be effective, the committee must not be too large, yet it must include representatives of the various constituencies of the school division. Thus, the group should number 12-14 people and include the types of individuals listed above. Administrative offices that should be represented on the committee include at least the curriculum and finance departments.

There are numerous responsibilities this committee should assume, including:

- review and update the Technology Plan annually;
- provide advice on and help set priorities for administrative technology development efforts;
- establish recommended lists of technology-based instructional materials and software;
- monitor the level of division staffing available to support administrative and instructional technology and promote increases as necessary;
- assist in the development of technology budgets;
- provide advice on the distribution of local, state, and federal funds that can be used to support technology (as applicable);
- provide advice and guidance on the types and amount of technology-related professional development that should be made available;
- assist in the development of hardware, software, and network standards;
- monitor the equitable distribution of technology among the schools;
- offer advice on technology grant applications and proposals;
- review and recommend acceptance or rejection of proposed technology pilots the division receives from vendors; and
- recommend revisions in policies and procedures that impact technology use.

The technology committee should address most, if not all, of these areas through subcommittees. For example, if the committee were addressing the issue of instructional software acquisition, the technology committee would form a subcommittee, composed of two or three of its members and other individuals who have expertise in this area. Following their deliberations, the subcommittee would present its recommendations to the full committee for adoption, who would, in turn, seek approval from the superintendent of schools and the school board. Through this mode of operation, the technology committee would become a key resource for the superintendent of schools and the school board. Although it should continue to be an advisory body, this approach

would enable it to become very influential with respect to technology use in the school system.

Given the number of responsibilities cited here for the technology committee and the suggested approach that calls for the creation of subcommittees to address each issue, it might appear that those who serve on the technology committee will be spending most of their time on committee work. In fact, the subcommittee approach is designed to accomplish two things: 1) reduce the amount of time each technology committee member must devote to the functions of that committee; and 2) spread the responsibility for contributing to the division's technology strategies among a large number of people throughout the school system and beyond.

Unless it is necessary to address some highly urgent issue, the full technology committee would meet only once per month. Interactions between the members would, of course, continue during the intervening time via telephone and electronic mail. Most of the work of the committee would be performed by subcommittees. Thus, using this strategy, technology committee members should normally be able to discharge their responsibilities for this function by devoting three hours or less per month.

At its first meeting, the committee should formalize its operating rules. It should elect from its membership a chair and vice-chair. The technology committee should identify how it will maintain a record of the actions and decisions of the committee, determine the duration of the terms of its members, and decide on how it will conduct its business. Although the particular manner in which it chooses to do business is not too important, the fact that it formalizes its operations is important. Such actions will contribute to it becoming an effective and influential group.

The administrative and instructional technology coordinator should serve as an ex-officio, non-voting member of the technology committee. In addition, personnel from that office should provide staff support for the committee, i.e., reserve space for meetings, remind members of meeting dates and locations, prepare agendas, produce meeting minutes, etc.

Clarke County Public Schools should begin immediately to implement this recommendation so that an operational technology committee can be functioning no later than September 2006.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **9.2 Organization and Staffing**

Ideally, technology is one area of a school system that supports all administrative and instructional personnel in a constructive manner. Organizing technology resources to achieve this outcome, at least for some school divisions, can be challenging.

As indicated in Exhibit 94, Clarke County Public Schools has a slightly higher than average number of administrative and technical technology staff than comparative divisions. The differences are largely in the technology and clerical support staff area.

MGT's review found that at least one of these staff members also has daily classroom teaching duties, therefore it is not apparent that CCPS is overstaffed in the area of technology support. While current student, teacher, and computer counts do not necessarily justify the hiring of additional support personnel, creative solutions such as releasing technology support staff from instructional duties and/or adding stipend positions for specific duties may be ways in which to increase support without significantly increasing costs.

**EXHIBIT 9-4  
TECHNOLOGY PERSONNEL  
PEER SCHOOL DIVISIONS  
2003-04 SCHOOL YEAR**

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
<b>Clarke County</b>	<b>1.0</b>	<b>4.0</b>	<b>0.0</b>
Madison County	1.0	0.0	0.0
Northumberland County	1.0	1.0	0.0
Rappahannock County	0.0	2.0	0.0
Bath County	1.0	3.0	0.0
Goochland County	0.0	2.5	0.0
Falls Church City	1.2	6.7	1.4
Winchester City	1.0	6.8	0.0
Fauquier County	1.3	8.0	0.0
<b>Division Average</b>	<b>0.8</b>	<b>3.8</b>	<b>0.2</b>

Source: 2003-04 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web

In addition, for a small technology support team to be the most effective there must be a high level of communication between all team members, as well as between the team and supervisory personnel. Lack of communication can cause both inefficiencies as precious resources are spent in uncoordinated efforts as well as lower support levels due to lack of cross-training between team members.

**FINDING**

The International Society for Technology in Education (ISTE), an internationally recognized non-profit organization dedicated to advancing the effective use of technology in K-12 education, has developed a Technology Support Index (TSI) rubric to assist school divisions in determining their needs in a variety of technology support areas. In the Index, school divisions are divided into one of four categories for various areas of technology usage and support.

These categories are:

- emergent (beginning support capability);
- islands (isolated areas of effective support);
- integrated (very good support provided in most areas); and
- exemplary (excellent support in most areas).

The Technology Support Index identifies integrated school divisions as having an organizational structure where the technical support functions and instructional technology support functions report differently, but each unit is cohesively organized and there is communication between units. Higher-functioning divisions, those functioning at an exemplary level, instead have an organizational structure where all of the technology functions report through the same unit in the organization, providing for a logical chain of command and communication structures.

Clarke County Public Schools recently reorganized the Administrative and Instructional Technology staff into a model where all functions report through the same unit in the organization. The reorganization will aid AIT as they move up the operational continuum from “islands” and “integrated” into “exemplary. This alignment should increase both effectiveness in communication as well as overall division support.

### **COMMENDATION**

**Clarke County Public Schools is commended for reorganizing the management and reporting structure for administrative and instructional technology into a single, collapsed unit facilitating higher levels of communication and functionality.**

### **9.3 Infrastructure and Web Development**

Infrastructure is the underlying system of cabling, communications lines, hubs, switches, and routers that connect the various parts of a Wide Area Network (WAN). It is similar in nature to a human skeleton or a country’s road network—it accomplishes no work on its own, but rather enables other systems to perform their functions.

Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result. Without an effective infrastructure, such capabilities are very limited.

Web sites have become one of the primary vehicles used by the private sector to promote the services or products they offer, identify the locations of their regional offices, provide testimonies from satisfied customers, or deliver any other message that they want the public to see. Similarly, governments are turning to Web sites to help provide the information and services they are obligated to provide to their constituents. Furthermore, Web sites are becoming exceedingly important resources for use at all levels of education.

### **FINDING**

Administrative and instructional technology staff carefully manage the division’s networks and servers. Along with duties such as teaching classes, members of AIT management also must keep the servers, network switches, and routers functioning at a high level of up-time. In addition, they have mapped out server upgrades, specifically migrating from Novell to Windows, which make both fiscal and functional sense.



In addition to server upgrades, the staff have also negotiated and begun implementing a move to connect all schools in the division to a fiber network. This migration will not only save the division money in both the short and long-term, but will also greatly increase the division's ability to offer high-bandwidth technology solutions to augment curriculum and instruction.

Interviews with principals and others in the schools indicate that the network is working effectively for them, though expanded bandwidth is a necessity for leveraging some instructional multimedia resources. The network is nearly always up, and historical up-time metrics show that it generally meets or exceeds standards of reliability and up-time.

MGT visits a surprising number of school divisions whose infrastructure is not as effective as it should be in order to support their schools. Given the lack of full-time network and server administrators, as well as the breadth of bandwidth requirements for upcoming instructional solutions, it is impressive that Clarke County Public Schools WAN serves the schools as well as it does. This strong framework will affect the division positively as technology continues to require increases in server and infrastructure capacity.

#### **COMMENDATION**

**Clarke County Public Schools administrative and information technology unit is commended for implementing, maintaining, and continuing to upgrade an effective wide area network that provides support to the schools and administrative offices.**

#### **FINDING**

One reason that Clarke County Public Schools has been able to implement and maintain an effective WAN is the federal E-Rate program and the division's ability to tap those funds every year to enhance their telecommunications capabilities. The staff in administrative and instructional technology is responsible for preparing Clarke County's annual E-Rate applications, is very knowledgeable of the program, and has secured funds that have amounted to between \$28,000 and \$31,000 each of the last three years.

#### **COMMENDATION**

**The staff of Administrative and Information Technology is commended for assuming the responsibility for the E-Rate program and for their success in applying for and receiving E-Rate discount funds.**

As specified by the E-Rate requirements, Clarke County has used these funds to obtain telecommunications products and services.

#### **FINDING**

The Clarke County Public Schools' Web site, while functionally organized, has numerous broken links in both navigation and content areas. The Web site is supported technologically by staff members of administrative and instructional technology. The

content of the Web site has been primarily managed by a member of AIT management due to the unfilled position of Web Master.

The division Web site consists of both a public-facing site and a password-protected Intranet site. This is a common practice for school divisions, as it allows internal documents and data to be available to approved individuals regardless of physical location.

The division's Intranet site interfaces with a computer support and inventory database and allows staff members to submit support requests online as well as check on the status of any submitted requests.

The division's public-facing site has information available on the schools and activities within the division. Attention has been paid to represent what community members and parents might want to find, and links to that information are highlighted and available at the highest levels of navigation. The site is easily navigated and understandable. Within the site, though, multiple pages have "dead" links on them. These are links that no longer work and generally give the user an error. In addition, the same navigation links will work, or appear, in some areas but not in others.

## **RECOMMENDATION**

### **Recommendation 9-2:**

**Actively manage the content of the division's public-facing and Intranet Web sites through the assignment of a dedicated staff member.**

A school division's Web site is a key communication vehicle to parents and community members and therefore becomes one representation of the school division's overall quality. Just as it is important to keep grass clipped and weeds at bay to maintain the curb-appeal of a physical school, it is important to actively manage and update the Web site to keep a high-quality profile for Web site visitors.

The maintenance of the Web site should be removed from AIT management and delegated to a staff member or intern with less time demands. A member of AIT management should remain as the final review point for the Web site, but not be tasked with content generation or maintenance. Many technological solutions exist that allow for content and site development with review through automatic or manual workflow prior to publication.

In addition, the division desires to have consistency between the division's Web site and those of the schools. This designee can accomplish this through assisting the schools and sharing implemented technology solutions.

## **FISCAL IMPACT**

This recommendation will require a stipend or part-time allocation for a dedicated staff member's time. It is estimated that meeting this requirement should take approximately 20 hours per month of time, year-round, at a stipend or hourly rate of no more than \$30.00 per hour. (20 hours x \$30 per hour x 12 months = \$7,200 plus 37% benefits)

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Add a Stipend for a Web site Management Staff	(\$9,864)	(\$9,864)	(\$9,864)	(\$9,864)	(\$9,864)

**9.4 Software and Hardware**

The price of hardware is generally declining, but the cost of software is increasing. This is primarily because software actually translates into personnel costs (i.e., software development is usually a labor-intensive activity that requires skilled technicians who earn relatively high salaries). As a result, the task of selecting software for use in any organization is becoming more difficult. This is particularly true of an educational entity because the types of software such organizations require are more diverse than other governmental agencies or private corporations.

MGT’s review of equipment involves an analysis of the type of hardware resources available for staff, teacher, and student use. While computers are the predominant resource in the classroom, other relevant technologies include, but are not limited to, digital cameras, projectors, and networking equipment. With respect to computers used for instruction, it is important that they have sufficient power and speed to support the use of recently developed multimedia courseware, and the effective access of the Internet/World Wide Web. All such computers should be networked. Similarly, computers that are used for administrative purposes also need sufficient power and speed if they are to effectively use the more advanced software tools available for data storage, manipulation, and analysis. Administrative computers, too, should be networked.

**FINDING**

Clarke County Public Schools has not had an enforced policy that requires that the purchase of all technology resources be approved by a specific member of AIT management. This has resulted in both dissimilar computers throughout schools as well as software that is unknown until AIT support is required.

When schools do not have to adhere to acquisition standards, they decide for themselves the hardware and software they will purchase. With limited resources, the freedom from standards encourages schools to purchase the least expensive systems they can find, without regard to age, power, or speed. When buyers with limited technical expertise try to save money purchasing technology products, and they do not follow the advice provided by more knowledgeable individuals, mistakes are common.

An advantage realized from implementing and enforcing a centralized purchasing policy is that standards will maximize the useful life of new equipment. Because change in the technology industry is so rapid and constant, it is exceedingly difficult for the most seasoned technology veteran to keep up with what seems to be almost daily developments. These rapid changes make it practically impossible for even the most knowledgeable school-based personnel (unless they forego their regular teaching or administrative responsibilities) to keep abreast of these new developments. Consequently, if schools are going to buy hardware and software that effectively serves

their purposes for the longest possible time, they must follow advice provided by those who are most knowledgeable about the industry.

Clarke County Public Schools has prepared a draft procedure for the enforcement of centralized purchasing of hardware and software. This procedure has not yet been fully implemented.

## **RECOMMENDATION**

### **Recommendation 9-3:**

#### **Implement and enforce a centralized model of technology hardware and software purchasing.**

Clarke County Public Schools should immediately implement, communicate, and enforce a model of technology hardware and software purchasing. This procedure should serve the schools' needs by proactively communicating what software and hardware is acceptable, and what will occur with technology purchased or acquired that does not meet these specifications. AIT should be sure to communicate the benefits for support and longevity that are the result of an enforced model.

The ISTE Technology Support Index contains a number of indicators related to hardware and software acquisition standards.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

As part of the technology plan Clarke County Public Schools has an approved and supported technology replacement plan. Through interviews with principals and during school visits, it became apparent that many schools in Clarke County Public Schools are actively utilizing technology within daily instruction. Although the age of the computers did not necessarily correlate with usage observations, it was apparent that the oldest equipment and software tended to be utilized the least—largely due to the inability to function with newer technologies such as streaming video and graphic-intensive applications.

During school visits, MGT observed computers and software that ranged from less than one-year old to seven-years old. In the schools with older equipment and software, where teachers were actively utilizing the technology, there was significant desire to be upgraded as soon as possible to more fully expand the appropriate use of technology within the daily lessons.

In the ISTE Technology Support Index, “integrated” school divisions replace technology equipment on a four- or five-year replacement cycle. In “exemplary” school divisions, equipment is replaced on a three-year cycle. During a technology support project conducted by ISTE, it was found that establishing a computer replacement cycle allowed divisions to avoid obsolescence and provided for better support, thereby reducing the total cost of ownership. The total cost of ownership (TCO) is an indicator used in

business to determine the costs associated with the acquisition and maintenance of computers and other technologies over their lifetime.

It should be noted that TCO generally increases as computer equipment gets older, so even within a formal replacement model the schools with the oldest technology will generally require the most technology support resources.

### **COMMENDATION**

**Clarke County Public Schools is commended for approving and implementing a formal technology refresh cycle within their Board-approved Technology Plan.**

### **FINDING**

In MGT's interviews with school administrators and staff from administrative and instructional technology, it became apparent that no formal or systemic effort is underway to collect and analyze usage of the educational software titles purchased, tested, trained, implemented, and maintained by AIT.

Within a school system, one of the primary indicators of value related to computer hardware and software investments is usage by students and teachers. Computers and software that are used offer a higher return on the investment than those that sit idle. In addition, quality evaluations of effectiveness related to the use of technology in instruction or specific educational software cannot be undertaken effectively without first implementing a mechanism to collect usage data.

Clarke County Public Schools understands the importance of this metric and has started down this path on an informal basis.

### **RECOMMENDATION**

#### **Recommendation 9-4:**

**Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools.**

The division has a broad variety of educational software titles, specifically at the elementary levels. This variety could reflect the diverse teaching approaches facilitated and supported within the division. This could also represent unnecessary expenses for the evaluation, purchase, testing, implementation, training, and maintenance of software that is barely, if ever, utilized. In addition, the educational value of software titles cannot be measured without first understanding student and teacher usage metrics.

AIT staff have at their disposal measurement tools within the server, desktop, and laptop environments to collect electronically some of this information. Other information can be collected manually through off-line processes.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources by incorporating the electronic measurement setup into the school-based application server environments and the manual measurement into existing classroom observations and student/teacher survey opportunities.

### **9.5 Professional Development**

Training in the use of technology is the most critical factor that determines whether technology is used effectively. Teachers and administrators must be comfortable using technology, and they must know much more than merely how to operate the equipment. In fact, teachers must know how to integrate it effectively into their teaching, and administrators must know how to use technology to manage their schools better and the division as a whole. Studies indicate that it may take three, four, or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering this approach is not something that can be achieved quickly. Planning and support for technology-related professional development must take this factor into account.

Training must also be ongoing. Teachers and administrators need to continuously have an opportunity to improve their technology skills, and they need opportunities to interact with peers so that they may share new strategies and techniques. While face-to-face interaction is essential, technology can also facilitate communication through e-mail and interactive Web sites.

Technology integration involves more than learning to replicate common tasks such as lecturing and record keeping using computers. Teacher roles, instructional strategies, organization of curriculum, and classroom management often have to change in order to take advantage of technology. Professional development should support teachers as they make these transitions.

School and division administrators are the key to integrating technology into the curriculum. Although teachers are on the front lines, administrators are often the driving force behind increasing levels of technology use in the schools. Administrators who make technology a priority in their schools will have teachers who make technology a priority in their classrooms.

Just as it is critical that teachers and administrators receive extensive staff development, it is also important for technical staff to regularly participate in training programs that enable them to stay current. No industry changes as rapidly as the technology industry. In order for technical support staff to continue to provide the level of support that a school division requires, they should participate in effective training programs at least annually.

## **FINDING**

The administrators and teachers within Clarke County Public Schools require additional and ongoing training in how to leverage most effectively administrative and instructional

technology. When surveyed, eighty-nine percent of principals and administrators responded that there was a need for improvement in instructional technology, and seventy-eight percent responded that there was a need for improvement in staff development. When teachers were surveyed on these same topics, roughly fifty percent responded that improvement was needed in both areas.

Clarke County Public Schools believes that professional development in the use of technology is important and has included it in the Technology Plan. CCPS correctly understands that professional development should not occur within a vacuum, and lists a comprehensive set of inter-related needs including *Levels of Technology Integration, Technology Planning, Curriculum Integration* and *Professional Development*.

MGT's interviews with instructional staff and school administrators regarding their competency in the utilization of technology as an integrated component of effective classroom instruction found that a few staff members in every school have a high level of understanding and comfort in this area. The majority of instructional staff and administrators have some level of comfort but are still not fully engaged in utilizing technology in their classrooms and need technical and instructional support assistance to leverage the technology.

## **RECOMMENDATION**

### **Recommendation 9-5:**

**Reorganize the Instructional Technology Resource Teacher (ITRT) model within the division from multiple stipend-based positions into two full-time positions.**

The Virginia Department of Education, Office to Educational Technology published the *Instructional Technology Resource Teacher and Technology Support Positions - A Handbook for School Divisions*. In this handbook, the Department of Education recognized the difficulty in having classroom teachers service other classroom teachers and administrators as ITRTs if they were not relieved of classroom instruction responsibilities. A selection from this handbook states:

*The ITRT is specified as a teacher, and therefore must be a licensed teacher. The position is full-time equivalent. Instructional technology resource teachers are available throughout the school day for planning and implementation of integration activities. This avoids the challenge of finding time to provide support while meeting teaching obligations. Instructional technology resource teachers are intended to serve as resources to classroom teachers, but are not intended to serve as classroom teachers. Their primary purpose is to train teachers to use technology in an effective manner.*

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources as CCPS is funded for two full-time ITRT positions under the General Assembly 2004 changes to the Standards of Quality. An excerpt from *Instructional Technology Resource Teacher and Technology Support Positions - A Handbook for School Divisions* states:

*These instructional technology resource teachers must be in addition to those teachers counted in meeting other staffing standards in the Standards of Quality (including the new 21:1 pupil-teacher ratio for middle and secondary schools, and the six per 1,000 career and technical education teachers and special education teachers included in the Standards of Quality) or teachers whose positions are funded with federal funds. These positions are included in the required local expenditure for the Standards of Quality, as provided in Item 146.A.5 of the budget bill, which says, "The locality's share based on the composite index of local ability-to-pay of the cost required by all the Standards of Quality minus its estimated revenues from the state sales and use tax (returned on the basis of school age population) in the fiscal year in which the school year begins."*

## **9.6 Technical Support**

Only training is more important than technical support in determining how effectively technology is used in the classroom. Frequently teachers, even those with considerable experience with technology, encounter difficulties that interrupt their planning or classroom activities. Unless they are able to get quick responses their effectiveness is diminished. Teacher questions typically include:

- Why is one of the computers in my classroom malfunctioning so often?
- Why does my connection to the Internet keep disappearing?

Those divisions that are able to supply answers quickly to questions such as those identified above and are able to assist individual teachers with their instruction-related questions will be the divisions that most effectively prepare their students. The best way of addressing the questions posed above is to place at least one full-time technology specialist in every school. However, because of the financial burden, not many divisions are able to meet this goal.

Therefore, an efficient and effective help desk is a critical part of any division's technology support model. An effective help desk answers a user's questions quickly, tries to resolve issues within a single call, and communicates effectively with the end-user throughout the incident lifecycle.

### **FINDING**

The help desk and support staff at Clarke County Public Schools should increase the helpdesk availability in order to solve software and hardware-related issues more quickly. The help desk currently is un-staffed during portions of every day. During these times, interns and AIT staff are on-site at schools engaged in hardware support or in transit. The result is that often teachers who call the help desk either leave a voicemail message or instead file an email request.



The AIT interns and staff are achieving moderate success in servicing the needs of the division as indicated by administrators, principals and teachers surveyed. As self-reported, roughly two-thirds of teachers, principals and administrators reported that technology support is acceptable. The challenge for AIT is the remaining one-third of teachers that do not feel they are being serviced effectively or quickly enough to meet their instructional delivery needs.

During MGT's time in the division it appeared that AIT support staff and interns were fully engaged in support activities, constantly triaging issues to ensure that the highest-priority issues were address first while lower-priority issues were delayed. While these support individuals likely cannot increase the quantity of support offered without adding more personnel, there are opportunities to increase the efficiency of the services being delivered with the existing personnel.

## **RECOMMENDATION**

### **Recommendation 9-6:**

**Utilize remote-troubleshooting and communication technologies, where possible, to improve help desk availability and resolution within a single call.**

Administrative and instructional technology is developing and refining a database of all division computers and software. This is an important effort which, when completed, can be the base for extended support technologies such as remote-access software to quickly review and resolve issues without physically traveling to the schools. This will allow interns and support staff to remain in the central support location more frequently, increasing the timeliness of helpdesk responses while simultaneously resolving more issues with the same amount of personnel resources.

Improving the capacity of the help desk to answer every call as it comes in (staffing) and triage and/or resolve the majority of calls through viewing and manipulating the remote desktop in real-time should significantly improve the speed of resolution and increases staff confidence in support processes. This real-time response will allow teachers to continue instructing and facilitating classroom processes while a technician from a remote location works to resolve the technical issue.

Schools that have received Microsoft Windows XP have this capability available at no additional cost. Schools that have older technology may need the addition of free software to allow remote management by the help desk.

In addition to remote-desktop technologies, real-time chat technologies exist that are available at no cost. Real-time chat will enable a teacher who does not have easy access to a phone to contact the help desk and request assistance, even talking to a support technician and handing over desktop control for troubleshooting, without having to leave the computer.

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources through improved use of support technician time and existing or no-cost software.

## **10.0 FOOD SERVICES**

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## **10.0 FOOD SERVICES**

This chapter presents the findings and recommendations for the school food services department for Clarke County Public Schools (CCPS). The major sections of the chapter include:

- 10.1 Organization and Staffing
- 10.2 Financial Performance and Management
- 10.3 Student Participation
- 10.4 Food Quality and Nutrition Education

### **CHAPTER SUMMARY**

Although the division's food services operation is not self-supporting and is substantially hindered by the lack of an automated financial system, employees of the department perform a commendable job of providing meals to the division's children. The review team toured the division's cafeterias and sampled the food offerings. We found the kitchens to be clean and well organized and the food to look and taste good.

In addition, the review team found that food services staff treated students and other school staff with a kind attitude. School staff has high expectations regarding student behavior in the cafeterias, and the review team was impressed with how students interacted with staff and each other during meal times.

This chapter points out several commendable practices used in the department including the department taking steps to improve the quality of food served, the use of joint purchasing contracts, and decentralized food storage.

Because CCPS is subsidizing the food services operation from its general fund, we recommend that the division consider outsourcing the operation, but only if a cost analysis shows that the division could achieve a net savings from outsourcing. If outsourcing is not a desirable or viable option for the division, there are still several steps the department can take to improve its operating efficiencies.

### **INTRODUCTION**

The U.S. Congress authorized the National School Lunch Program (NSLP) in 1946 as a way to safeguard the health and well-being of the nation's school children and to encourage the domestic consumption of agricultural products. The food service program is funded through a combination of federal subsidies for students from low-income families and the personal contribution of students who are able to pay. The federal government also provides schools with surplus food products through the U.S. Department of Agriculture (USDA).

The Virginia Department of Education, School Nutrition Programs, administers the NSLP at the state level, which operates the program through agreements with local school divisions. School divisions participating in the NSLP get cash subsidies and donated commodities from the USDA for each meal they serve. The lunches must meet federal requirements, and they must offer free or reduced-price lunches to eligible children. Lunch menus must provide one third of the daily recommended levels for protein, calcium, iron, Vitamin A, Vitamin C and calories.

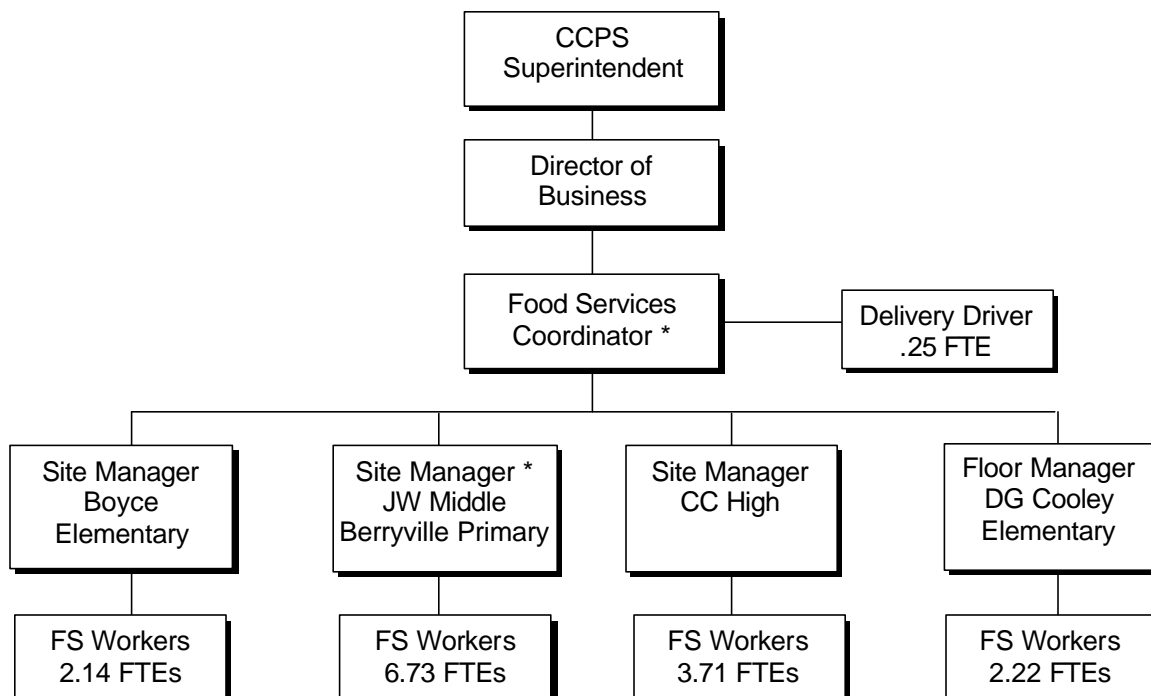
**10.1 Organization and Staffing**

CCPS operates five school cafeterias on one high school, one middle school, one primary school, and two elementary school campuses. The division’s primary school does not have a food preparation kitchen, but receives meals that are pre-prepared at the middle school campus. The division also provides a lunch delivery service from the middle school to its alternative education program.

Exhibit 10-1 shows the organization of CCPS’s food services’ operations. The director of business, who is also responsible for budget, planning, construction, safety and security, and division policies, provides oversight of the cafeteria operations. The food services coordinator has a dual role in providing the day-to-day supervision for all the division’s cafeteria operations as well as serving as site manager for the middle school cafeteria.

CCPS’s food services department operates with 19.8 FTE employees, including a delivery driver who is responsible for delivering meals to the division’s two satellite locations. The division has stated that it plans on reducing the number of FTE employees assigned to the department; however, these proposed staffing changes are not reflected in Exhibit 10-1.

**EXHIBIT 10-1  
ORGANIZATION OF CLARKE COUNTY’S  
FOOD SERVICES DEPARTMENT**



\* One individual serves in both positions.  
Source: Food Services Department, CCPS, March 2006.

Meals per labor hour (MPLH) is a standard performance measure of efficiency for school divisions, hospitals, restaurants and other food service operations. MPLH is the number

of meal equivalents served in a given period of time divided by the total hours worked during that period. The Virginia School Nutrition Program sets a recommended range of 14 to 20 meals per labor hour.

Exhibit 10-2 shows a chart of MPLH guidelines as established by Josephine Martin and Martha T. Conklin in their book *Managing Food Services Programs: Leadership for Excellence*.

**EXHIBIT 10-2  
RECOMMENDED MEALS PER LABOR HOUR (MPLH)**

NUMBER OF MEAL EQUIVALENTS	MEALS PER LABOR HOUR (MPLH)	
	CONVENTIONAL SYSTEM	CONVENIENCE SYSTEM
	LOW/HIGH	LOW/HIGH
Up to 100	8/10	10/12
101-150	9/11	11/13
151-200	10-11/12	12/14
251-300	13/15	15/16
301-400	14/16	16/18
401-500	14/17	18/19
501-600	15/17	18/19
601-700	16/18	19/20
701-800	17/19	20/22
801-900	18/20	21/23
901 +	19/21	22/23

Source: *Managing Food Services Programs: Leadership for Excellence* by Josephine Martin and Martha T. Conklin, 1999.

Exhibit 10-2 shows standard MPLH guidelines for both convenience and conventional kitchens. Convenience kitchens are those that primarily use pre-prepared and frozen food items. Conventional kitchens are those that primarily prepare their menu items from scratch. In practice, most school kitchens use a combination of the two systems.

**FINDING**

CCPS has relatively low turnover in its cafeteria work force. The employees are extremely dedicated to serving the children in the division. Food services employees have funded a scholarship program for graduating seniors for the past five years, assisting six students in pursuing their college studies.

During tours of the cafeterias throughout the division, the review team observed how the employees interacted with students and with one another in a caring manner.

The division provides full employee benefits to any cafeteria employee working six hours or more daily and health insurance to anyone working more than four hours daily. These two provisions, in addition to a pleasant work environment, contribute to the longevity of employees in their jobs.

## **COMMENDATION**

**CCPS maintains a dedicated cafeteria work force by providing an enjoyable work environment and sufficient benefits for employees.**

## **FINDING**

CCPS's business director is unable to provide adequate oversight of the food services operation because of his excessive work load. The individual currently holding this position is principally in charge of budget, planning, policy and school construction, as well as the food services function. In addition to these responsibilities, he is also charged with serving as the observer for county meetings.

As later recommendations in this chapter point out, the food services department is in need of more regular, ongoing supervision. In addition, many of the recommendations made in this chapter for improving cafeteria operations will require a full-time effort to provide the necessary oversight.

## **RECOMMENDATION**

### **Recommendation 10-1:**

**Reorganize the central office responsibilities to allow the business director to become a full-time food services director.**

Having a full-time food services manager will allow the division to achieve the much needed efficiencies that are discussed throughout this chapter.

To accomplish this recommendation, the policy development and school construction functions currently handled by the business director should be assigned to report to the assistant superintendent for operations (refer to Chapter 2.0, Division Administration, for the recommended re-organization of the division's administrative functions). As discussed in Chapter 4.0, Financial Management, the budgeting and planning functions can be assigned to the new budget analyst position.

## **FISCAL IMPACT**

Since the responsibilities of school construction oversight, policy development, budgeting and planning can be handled by existing division staff, this recommendation can be implemented with no fiscal impact.

## **FINDING**

CCPS has a low meals per labor hour rate. The chart in Exhibit 10-3 below presents CCPS's labor hours per day, average daily participation (ADP), and the resulting MPLH statistics for the month of October 2005. As this chart shows, the two elementary schools are well below the recommended MPLH range of 14 to 20, and the middle and high schools fall at the low end of this range.

**EXHIBIT 10-3  
CLARKE COUNTY PUBLIC SCHOOLS  
MEALS PER LABOR HOUR FOR THE MONTH OF OCTOBER 2005**

<b>SCHOOL</b>	<b>LABOR HOURS/DAY</b>	<b>ADP LUNCH</b>	<b>ADP BREAKFAST</b>	<b>ADP ADULT LUNCH</b>	<b>A LA CARTE EQUIVALENTS</b>	<b>MPLH</b>
Boyce ES	22.5	201	10	12	15	10.6
Cooley ES	22.5	233	20	11	10	12.2
JWMS*	45.5	540	66	32	20	14.5
CCHS	35	401	0	15	98	14.7

\* Includes Berryville Primary School meals.

Source: MPLH reports provided by CCPS, October 2005.

Because Boyce and Cooley Elementary Schools are small, with a staff of 3.14 and 3.22 FTEs, respectively, there is little room for staff eliminations. However, because the middle and high schools have larger operations with more staff, it would be feasible to achieve staff savings through efficiencies.

**RECOMMENDATION**

**Recommendation 10-2:**

**Implement performance standards to increase MPLH rates in the division's middle and high schools.**

By increasing MPLH in both the middle school and high school to 16, the division could reduce staff at each of these schools by one half-time position, which equates to one FTE.

**FISCAL IMPACT**

The average salary for a food services worker is \$9,555. Because this recommendation eliminates two four-hours per day half-time positions, there would be no employee benefits effect for this fiscal impact since an employee must work six hours or more daily to be eligible for benefits. The total annual fiscal impact estimate for this recommendation, therefore, is \$9,555 beginning in 2007-08.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Increase MPLH Rates in the Division's Middle and High Schools	\$0	\$9,555	\$9,555	\$9,555	\$9,555

**10.2 Financial Performance and Management**

The financial management of food service operations is a major emphasis of school systems nationwide. Food services operations are expected to be run like a business and be self-supporting. To successfully manage a financially successful school food service operation requires a knowledge of the financial goals and objectives of the

school board; sound planning and budget development to meet the board's goals and objectives; and a financial accounting system that provides accurate and timely financial information to assist in managing revenues and expenditures.

The fiscal year 2006-07 proposed budget for CCPS's food services operation amounts to \$740,951. This figure represents a 12 percent increase from the 2005-06 fiscal year amended budget of \$662,863.

Exhibit 10-4 shows the results of operations for the food services department for fiscal years ending 2004 and 2005. As this exhibit shows, the food services fund was supplemented by transfers from the general fund of \$1,669 and \$24,780 for 2004 and 2005, respectively.

**EXHIBIT 10-4  
CLARKE COUNTY PUBLIC SCHOOLS  
RESULTS OF OPERATIONS FOR FOOD SERVICES  
FISCAL YEARS 2004 AND 2005**

<b>REVENUES/EXPENDITURES</b>	<b>2004</b>	<b>2005</b>	<b>PERCENT CHANGE</b>
<b>Revenues from all Sources</b>	<b>\$567,564</b>	<b>\$617,276</b>	<b>8.76%</b>
<b>Expenditures</b>			
Salaries & Benefits	\$298,949	\$357,574	19.61%
Purchased Services	-	55	n/a
Repairs & Maintenance	494	903	82.71%
Travel	-	52	n/a
Materials & Supplies	27,699	24,854	-10.27%
Food Supplies	242,090	256,255	5.85%
Transfer to Debt Service	-	2,364	n/a
<b>Total Expenditures</b>	<b>\$569,233</b>	<b>\$642,056</b>	<b>12.79%</b>
<b>Net Profit/(Loss)</b>	<b>\$(1,669)</b>	<b>\$(24,780)</b>	<b>1385.09%</b>
Student Membership	2,127	2,132	0.24%
Total meals served	N/A	15,280	N/A

Source: Expenditure data from the Expenditure Summary Report and County of Clarke audited Financial Reports for the years indicated; student membership data from the Virginia Department of Education School Nutrition Program reports for the years indicated.

As the above exhibit shows, CCPS's cafeteria revenues increased between 2004 and 2005 by 8.8 percent, yet expenditures increased by 12.8 percent. Student membership increased over this period by only .24 percent. The most significant factors leading to the increase in expenditures are employee salaries and benefits and food prices. The food services operation has been affected by increases in employee health insurance premiums and national increases in fuel prices have affected the cost delivering food to the division.

CCPS charges varying prices for the lunch and breakfast meals served depending upon the school level. The school board recently increased meal prices in the division in order



to try to meet its revenue targets. The chart in Exhibit 10-5 below shows current prices charged for meals in CCPS cafeterias.

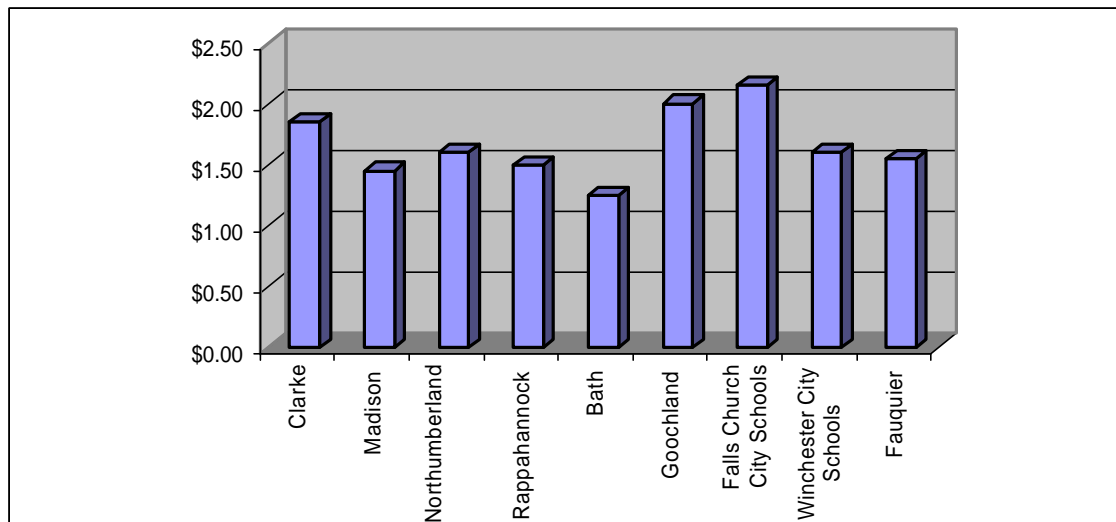
**EXHIBIT 10-5  
CCPS MEAL PRICES**

ELEMENTARY		MIDDLE		HIGH SCHOOL		ADULT MEAL
PAID	RED.	PAID	RED.	PAID	RED.	
\$1.85	\$0.40	\$2.10	\$0.40	\$2.10	\$0.40	\$2.80

Source: Virginia Department of Education, School Nutrition Programs, Meal Price report for school year 2005-06.

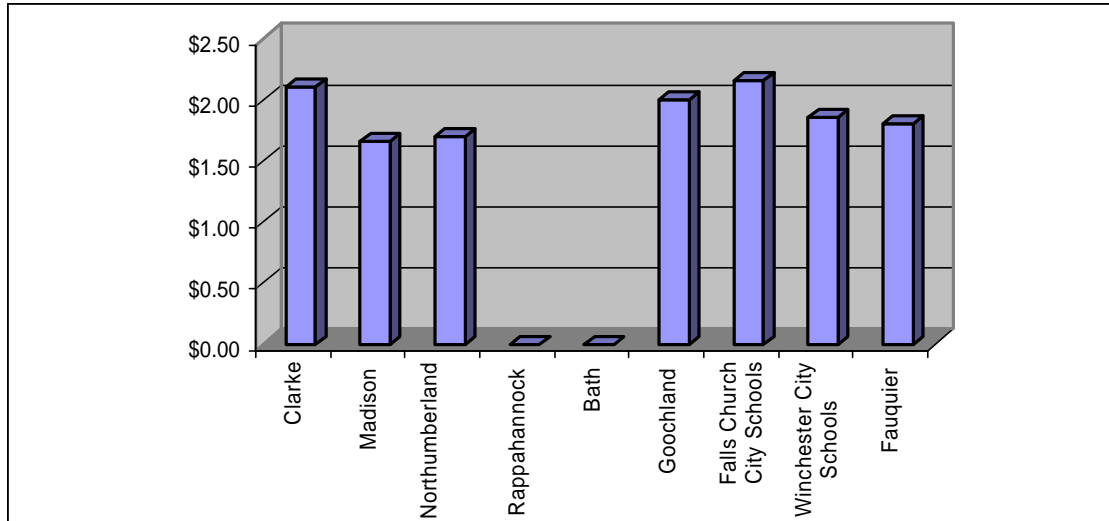
The charts in Exhibits 10-6 through 10-9 below show CCPS's meal prices by school level as compared to its peer divisions. With the exception of elementary school prices, which are higher in CCPS than in all but two of its peer divisions, CCPS meal prices are fairly in line with those of its peers.

**EXHIBIT 10-6  
CLARKE COUNTY PUBLIC SCHOOLS  
ELEMENTARY SCHOOL LUNCH PRICES – COMPARISON TO PEER DIVISIONS**



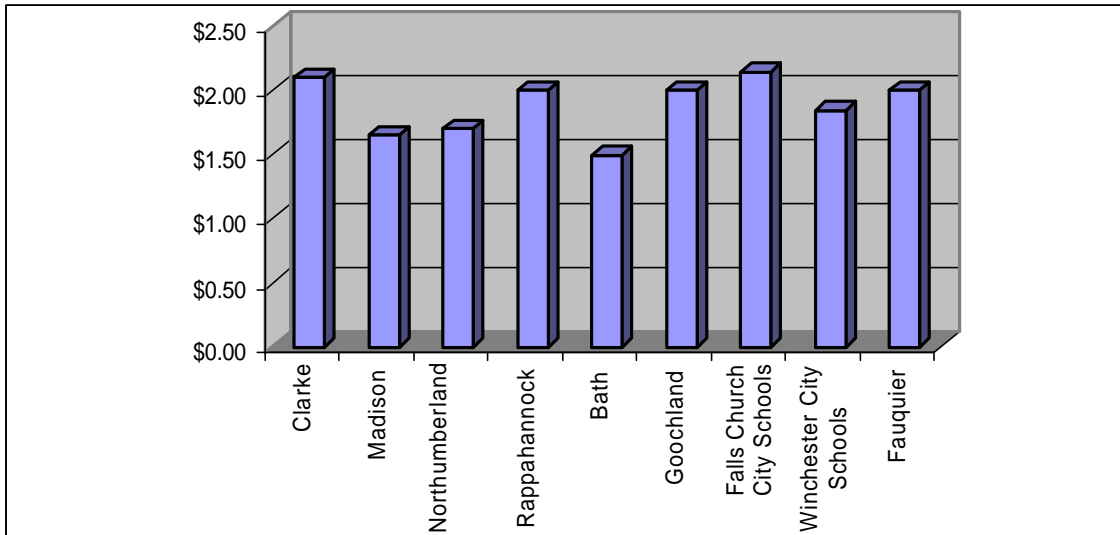
Source: Virginia Department of Education, School Nutrition Programs, school year 2005-06.

**EXHIBIT 10-7  
CLARKE COUNTY PUBLIC SCHOOLS  
MIDDLE SCHOOL LUNCH PRICES – COMPARISON TO PEER DIVISIONS**



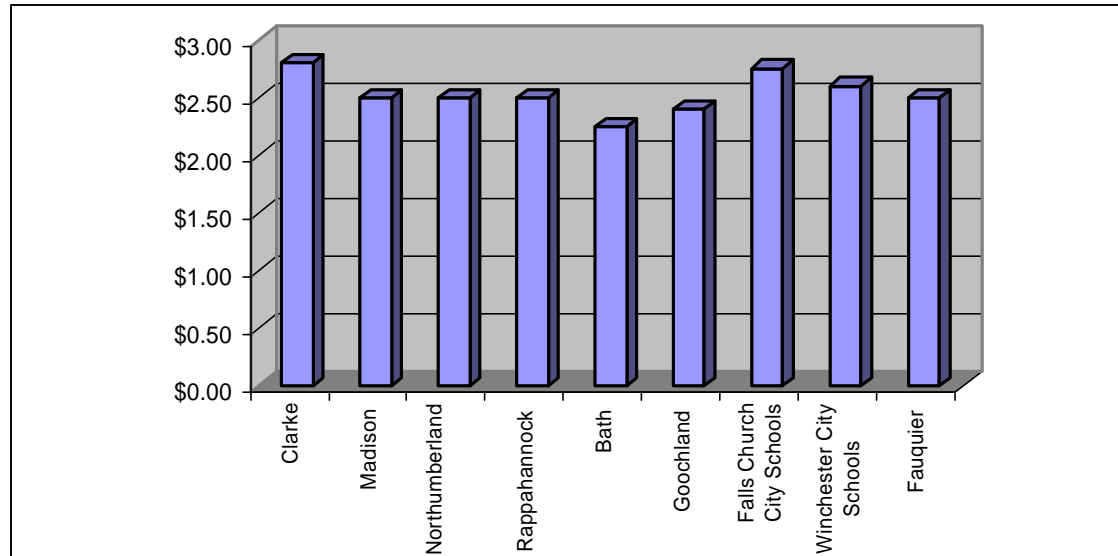
Source: Virginia Department of Education, School Nutrition Programs, school year 2005-06.  
 Note: Middle School lunch prices for Rappahannock and Bath Counties were not available.

**EXHIBIT 10-8  
CLARKE COUNTY PUBLIC SCHOOLS  
HIGH SCHOOL LUNCH PRICES – COMPARISON TO PEER DIVISIONS**



Source: Virginia Department of Education, School Nutrition Programs, school year 2005-06.

**EXHIBIT 10-9  
CLARKE COUNTY PUBLIC SCHOOLS  
ADULT LUNCH PRICES – COMPARISON TO PEER DIVISIONS**



Source: Virginia Department of Education, School Nutrition Programs, school year 2005-06.

**FINDING**

CCPS’s food services department participates in a joint food bid with Winchester City Schools. As a result, CCPS is leveraging its buying power which allows the division to obtain most of its food purchases at a lower price than if the division made these purchases on its own.

In addition, CCPS does not maintain a central food warehouse. Instead, each cafeteria is furnished with adequate dry and frozen food storage space. Eliminating the need for a central warehouse provides efficiencies for the division because there are no additional facilities costs or staff costs necessary in the operation of a food warehouse. CCPS requires that its vendors make frequent deliveries of food so that the division minimizes its food storage and handling costs.

**COMMENDATION**

**CCPS uses joint purchasing practices and decentralized food storage pantries and freezers to reduce its operating costs.**

**FINDING**

CCPS’s food services operation is not financially self-sustaining, making it necessary for the school board to transfer funds from its operating revenues to cover cafeteria operating losses. In addition, although the school board approved a policy to charge school cafeterias for utilities and custodial services, both allowable charges under USDA

regulations, these charges are not being applied. This further exacerbates the amount of school operational funds that could be recaptured and funneled back into the classroom.

Several recommendations contained in this chapter address the issues of increasing cafeteria revenues or streamlining operations, but CCPS should also consider outsourcing its cafeteria operations. Because of the poor financial performance of the food services operation, this is an appropriate time to consider such an option.

Many school divisions use outside contractors to operate their cafeterias, and, done properly, these arrangements can be quite successful. There are several benefits to using outside contractors for food service operations including:

- gaining the expertise of professionals having an extensive background in the food service industry;
- providing detailed financial and performance data for each cafeteria's operations;
- offering a wide variety of food choices; and
- customizing the food service program to meet the division's specific needs.

In addition, many outside contractors will agree to hire current cafeteria staff so that division employees are not forced out of their jobs.

In order for an outsourced food service operation to be successful; however, school divisions must ensure proper oversight of the selected contractor. Any contract with a food service provider should contain measurable performance goals, with provisions for specific action should those goals not be met.

## **RECOMMENDATION**

### **Recommendation 10-3:**

**Seek bids for outsourcing the division's food services operations and conduct a cost analysis to determine whether outsourcing would be financially more advantageous.**

The business director and the joint administrative services director should develop a request for proposals seeking bids from food service providers. The business director should evaluate all proposals received and determine whether the division would benefit from outsourcing its food services operation.

Should the division decide to outsource operations, it should require the selected food services vendor to employ all current cafeteria workers to ensure that employees are protected from a loss of employment.

## **FISCAL IMPACT**

The analysis necessary to develop a fiscal impact for outsourcing the food services operations of the division cannot be made without first obtaining proposals from outside vendors. However, the review team assumes that the division would not make the decision to outsource operations unless the prospective outside vendor could at least run the cafeteria operations on a break-even basis. Since the CCPS food services losses averaged \$13,224 over the past two years, this figure should be the minimum amount of cost savings for the division.

The review team further assumed that any decision to outsource operations would not be made until the 2007-08 fiscal year.

**Note:** The fiscal impact of this recommendation is mutually exclusive of the other fiscal impacts contained in this chapter. That is, if the division outsources its food services operation, the remaining recommendations having a fiscal impact would not necessarily be implemented.

## **FINDING**

CCPS does not have an automated financial system for use in its food services department. School cafeteria workers are required to complete all reports and paper work by hand, which is a cumbersome and time-consuming process. In addition, manually accounting for cafeteria operations leaves the division at risk of having errors or irregularities go undetected.

The review team noted, upon visiting school cafeterias, that food workers maintain several notebooks of information related to its operations. For instance, when parents prepay their children's meals, food service workers track these payments in a notebook. Parents are allowed to pre-pay meals daily, weekly or monthly. Each student's account balance and meal purchases are recorded in the notebook. Not only is this process inefficient, but should the notebook be lost, the division would not be able to account for its students' prepayments.

A review of documentation shows that many of the school's reports are hand-written and manually tallied. For example, the daily cash income report, prepared by hand, tracks meal payments by day for each category of meal sold. In addition, meal cost reports are also prepared by hand.

While the review team was onsite visiting cafeterias, we noted that school cafeteria workers were required to close out their cash registers, record their daily activity, and prepare their cash deposits all by hand. The data that is recorded by hand is then entered into the division's centralized accounting system or to the Virginia Department of Education's website for required reporting.

The review team identified a school district that achieved significant savings by implementing an automated food service system. United Independent School District (UISD), a Texas school district with approximately 31,000 students, was able to improve the financial results of its cafeteria operations within the first year of implementing the system. UISD went from a deficit of \$818,000 in its fund balance to a positive balance of

\$100,000. These savings allowed the district to begin assessing overhead charges such as utilities to the food service budget, which allowed for additional funds for instructional programs.

## **RECOMMENDATION**

### **Recommendation 10-4:**

#### **Seek bids for and implement an automated food service accounting and reporting system.**

This recommendation is mutually exclusive with Recommendation 10-3 above since if the food service function in the division were outsourced, it would not be necessary to obtain an automated system. However, if the division decided to keep the responsibility for operating food services within the division, it will be necessary to obtain an automated system.

The division should seek an automated system that provides the following reporting capabilities:

- profit and loss statements – divisionwide and by campus;
- inventory reports;
- meals per labor hour;
- accident statistics;
- budget code comparisons;
- daily deposits for same week by year;
- insufficient funds check report; and
- reimbursement claim report.

Though the initial investment for obtaining a system would be significant, the division should expect to achieve efficiencies in staffing.

## **FISCAL IMPACT**

The fiscal impact for obtaining and implementing an integrated point-of-sale and financial system is based on research conducted by the division's business director. This research showed that the division could expect to spend approximately \$50,000 on a system. However, due to the increased efficiencies of automating the accounting for cafeteria operations, the division could expect to reduce the staff time that is now necessary to perform the reporting functions manually. The review team estimates that the division could save approximately 1.5 FTEs upon full implementation of the new system. The fiscal impact for staff savings would not be effective until the new system was fully operational.

The average salary of a school food service worker is \$9,555, with benefits at a rate of 37 percent amounting to \$3,535 for a total of \$13,090 ( $\$9,555 \times 1.37$ ). Eliminating 1.5 FTEs will result in an annual savings of \$19,653 ( $\$13,090 \times 1.5$ ).

In addition, the division could also expect to achieve additional efficiencies merely by having more useful data to analyze cafeteria operations. However, for the sake of being conservative, we do not factor these efficiencies into this fiscal impact.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Seek Bids for and Implement an Automated Food Service Accounting and Reporting System	(\$50,000)	\$19,653	\$19,653	\$19,653	\$19,653

### **10.3 Student Participation**

Schools that participate in the NSLP receive cash subsidies and donated commodities from the USDA for each meal that they serve. In return, they must serve lunches that meet federal requirements and they are required to offer free or reduced price lunches to eligible children.

Children from families with incomes below 130 percent of the poverty level, which for the period of July 1, 2005 through June 30, 2006 is \$25,155 for a family of four, are eligible for free meals. Those with incomes between 130 and 185 percent of the poverty level, which equates to \$35,798 for a family of four, are eligible for reduced-price meals.

Children from families with incomes greater than 185 percent of the poverty level are required to pay full price for meals purchased from school cafeterias, though these full-priced meals are subsidized by the federal government.

Schools receive support from the USDA primarily through cash reimbursements for each meal served. In addition, schools can also receive commodity foods at a value of \$0.175 for each meal served.

Exhibit 10-10 shows the per-meal reimbursement rate for schools for the period of July 1, 2005 through June 30, 2006.

#### **EXHIBIT 10-10 NATIONAL SCHOOL LUNCH PROGRAM MEAL REIMBURSEMENT RATES**

<b>ITEM</b>	<b>REIMBURSEMENT RATE</b>	<b>ITEM</b>	<b>REIMBURSEMENT RATE</b>
Free lunch	\$2.32	Free snack	\$0.63
Reduced-price lunch	\$1.92	Reduced-price snack	\$0.31
Paid lunch	\$0.22	Paid snack	\$0.05

Source: U.S. Department of Agriculture Nutrition Program Facts, <http://www.fns.usda.gov/cnd/lunch/AboutLunch/NSLPFactSheet.pdf>, March 2006.

As this chart demonstrates, the more children participating in a school's lunch program, the greater the level of federal funding provided to schools, even for children not eligible for free or reduced-price meals. Participation is defined as the average number of daily student meals served expressed as a percentage of average daily student membership.

**FINDING**

CCPS's participation rates are affecting the profitability of its food services operation. Exhibit 10-11 shows the participation rates by school for paid, reduced-price, and free lunches.

**EXHIBIT 10-11  
CLARKE COUNTY PUBLIC SCHOOLS  
LUNCH PARTICIPATION RATES FOR THE MONTH OF OCTOBER 2005**

SCHOOL	PAID MEAL PARTICIPATION	REDUCED-PRICE MEAL PARTICIPATION	FREE MEAL PARTICIPATION	TOTAL PARTICIPATION
Clarke County HS	53.5%	61.5%	77.4%	55.5%
Berryville PS	60.3%	50.0%	69.4%	61.8%
Boyce ES	58.6%	76.5%	76.5%	61.4%
JWMS	80.7%	83.3%	88.9%	81.8%
Cooley ES	61.4%	71.4%	64.3%	62.1%
<b>TOTAL</b>	<b>62.9%</b>	<b>70.1%</b>	<b>76.8%</b>	<b>64.5%</b>

Source: School Nutrition Program monthly average daily participation report for October 2005.

Typically, student participation is higher in elementary or primary grades because students in middle and high schools have more freedom to make alternative meal choices or have the ability to leave campus for lunch. However, in CCPS, the middle school has a relatively high overall total participation rate of 81.8 percent. Though the high school has a high participation rate for students eligible to receive free meals (77.4 percent), its paid meal participation is 53.5 percent. Interestingly, the division has some low participation rates in the elementary and primary grades for certain meal categories. For instance, Berryville Primary has only a 50 percent participation rate for students eligible for reduced-price meals.

Exhibit 10-12 shows participation rates for the division's breakfast program. CCPS's participation rates for breakfast are much lower than its participation rates for lunch, which is common among many school divisions. Clarke County High School does not offer a breakfast program.

Schools often are challenged to optimize student meal participation because of barriers such as long lunch lines, lack of variety of food choices, and competing factors such as snack vending machines and food sold through student fund raisers.

**EXHIBIT 10-12  
CLARKE COUNTY PUBLIC SCHOOLS  
BREAKFAST PARTICIPATION RATES FOR THE MONTH OF OCTOBER 2005**

SCHOOL	PAID MEAL PARTICIPATION	REDUCED-PRICE MEAL PARTICIPATION	FREE MEAL PARTICIPATION	TOTAL PARTICIPATION
Berryville PS	14.9%	16.7%	44.4%	20.2%
Boyce ES	3.96%	5.88%	20.6%	6.1%
JWMS	2.9%	4.2%	27.8%	5.5%
Cooley ES	9.4%	14.3%	23.8%	10.9%
<b>TOTAL</b>	<b>6.3%</b>	<b>8.2%</b>	<b>28.3%</b>	<b>9.0%</b>

Source: School Nutrition Program monthly average daily participation report for October 2005.



Many schools are experimenting with new and different marketing ideas in order to increase student meal participation. Some of the ideas that have proven successful in achieving increases include offering more a la carte items that qualify as reimbursable meals, using novel menu descriptions in elementary grades (Warp Speed Chicken Nuggets and Neptune Nuggets for fish sticks are two examples), and implementing ethnic food choices, theme days, grab-and-go sack lunches, and blue-plate specials.

In order to increase breakfast participation, Brownsville Independent School District (BISD) implemented a program where students are allowed to eat breakfast during their first period classes. In addition to increasing federal breakfast reimbursements, teachers in BISD reported that this program resulted in improved student performance.

## **RECOMMENDATION**

### **Recommendation 10-5:**

**Implement strategies to increase student meal participation, particularly in the elementary grades.**

By making cafeteria meals more enticing to students through marketing or merchandising strategies, CCPS could increase its federal reimbursements.

## **FISCAL IMPACT**

In order to estimate a fiscal impact for this recommendation, the review team assumed meal participation rate increases as follows:

- High school paid and reduced-price lunch participation increases by 20 percent each;
- Berryville Primary School reduced-price lunch participation increases by 30 percent;
- Boyce Elementary school paid lunch participation increases by 25 percent;
- Cooley Elementary school paid and free lunch participation increases by 30 percent each;
- Paid breakfast participation increases by 25 percent for all elementary and primary schools; and
- Reduced-price breakfast participation increases by 20 percent for Boyce Elementary and Johnson-Williams Middle schools.

By applying the applicable reimbursement rates for the estimated increases in breakfast and lunch participation, CCPS could realize an additional \$3,882 in federal reimbursements annually. The division should begin realizing this fiscal impact during the 2007-08 fiscal year.

<b>Recommendation</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
Implement Strategies to Increase Student Meal Participation	\$0	\$3,115	\$3,115	\$3,115	\$3,115

#### **10.4 Food Quality and Nutrition Education**

The most successful school divisions and their supporting communities understand the integral relationship between adequate nutrition and student performance. It is imperative that school division food services serve nutritious food, perform nutritional analyses on recipes to ensure the nutritional content of food and to educate students and staff as to the importance of good nutrition in their lives.

Delivery of the message of the importance of nutrition often involves educating teachers, principals, administrators and parents as well as students. Schools that provide a coordinated effort in providing nutrition education help students to:

- make healthy food and lifestyle choices;
- understand the relationship between personal behavior and health;
- experience food safety in preparation and service of foods; and
- experience the simple messages of the dietary guidelines such as eating a variety of foods.

#### **FINDING**

CCPS food services department has implemented several best practices for improving the quality of food served to students. For instance, no fried foods are served in school cafeterias and only minimal salt is used in the cooking process. In addition, no salt shakers are provided to students. Other best practices for ensuring the quality of food include:

- serving fat free ice cream items and low fat milk ;
- offering tossed and chef salads daily in the middle and high schools;
- offering a homemade soup and sandwich combination daily in the middle and high schools;
- using applesauce and cranberry sauce in place of butter or vegetable oil in baked goods;
- offering fresh fruit options daily; and
- providing vending machines containing flavored milk.

In addition, the food services coordinator often prepares new recipes that she provides as samples to students. When items receive positive student feedback, they are incorporated into the school meal plans.

### **COMMENDATION**

**CCPS food services department provides quality food which helps to maximize each student's potential to learn.**

### **FINDING**

CCPS does not provide a coordinated nutrition education for students. To get the nutrition message out often involves educating teachers, principals, administrators, parents, and students.

Some school divisions have nutrition education programs to help students and parents understand the need for foods from the basic food groups and the effects of excessive fats and sugar in the diet. When the teachers, principals, and administrators understand the relationship between nutrition and education and when parents and students share that understanding, a partnership is formed.

In El Paso ISD the Food Service Unit introduced the "Awesome Breakfast Challenge Club" at 10 elementary schools as a pilot test. The club generates interest in and educates students about the importance of breakfast by offering incentives such as inexpensive toy prizes, guest appearances by local notable individual of interest to students, videos, and special breakfast items. The district also uses other special promotions, such as the "Five a Day" program (promoting the importance of eating five servings of vegetables every day) and Nutrition Month in March, which stresses the importance of a good, healthy breakfast and lunch to academic success.

### **RECOMMENDATION**

#### **Recommendation 10-6:**

**Implement a divisionwide nutrition education program in CCPS schools.**

By improving nutrition education, the division will be able to improve student awareness of the importance of proper nutrition. Studies have shown that children who are properly fed perform better in school than those who are not. In addition, schools who introduce nutrition education programs often experience a corresponding increase in student participation.

### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation.

**11.0 SUMMARY OF POTENTIAL  
COSTS AND SAVINGS**

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## **11.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS**

Based on the analyses of data obtained from interviews, surveys, community input, state and division documents, and first-hand observations in Clarke County Public Schools (CCPS), the MGT team developed 39 commendations and 95 recommendations in this report. Twenty-five (25) recommendations have fiscal implications.

As shown below in Exhibit 11-1 and in detail in Exhibit 11-2, full implementation of the recommendations in this report would result in a cost of over \$214,000 over five years and a total net cost of approximately \$302,000 after total savings (costs) and one-time savings (costs) are included.

Exhibit 11-1 shows the total costs and savings for all recommendations.

**EXHIBIT 11-1  
SUMMARY OF ANNUAL SAVINGS (COSTS)**

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2006-07	2007-08	2008-09	2009-10	2010-11	
<b>TOTAL SAVINGS</b>	\$179,717	\$212,040	\$212,040	\$212,040	\$212,040	\$1,027,877
<b>TOTAL (COSTS)</b>	(\$243,864)	(\$249,704)	(\$249,704)	(\$249,704)	(\$249,704)	(\$1,242,680)
<b>TOTAL NET SAVINGS (COSTS)</b>	(\$64,147)	(\$137,664)	(\$137,664)	(\$137,664)	(\$137,664)	(\$1,214,803)
<b>ONE-TIME SAVINGS (COSTS)</b>						<b>(\$87,400)</b>
<b>TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)</b>						<b>(\$302,203)</b>

Exhibit 11-2 provides a chapter-by-chapter summary for all costs and savings. Exhibits 11-3 and 11-4 break down the savings (costs) by operating and capital expenses, respectively.

It is important to keep in mind that only recommendations with a fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency of Clarke County Public Schools are found in Chapters 2 through 10.

MGT recommends that CCPS give each of these recommendations serious consideration and develop a plan to proceed with implementation and a system to monitor subsequent progress.

**EXHIBIT 11-2  
CLARKE COUNTY PUBLIC SCHOOLS  
CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
<b>CHAPTER 2: DIVISION ADMINISTRATION</b>								
2-7	Redefine the Role of the Director of Administrative Services (p.2-14)	(\$6,850)	(\$6,850)	(\$6,850)	(\$6,850)	(\$6,850)	(\$34,250)	\$0
2-10	Hire a Mediator to Mediate Differences Between the Two Boards (p. 2-20)	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)
<b>CHAPTER 2 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$6,850)</b>	<b>(\$6,850)</b>	<b>(\$6,850)</b>	<b>(\$6,850)</b>	<b>(\$6,850)</b>	<b>(\$34,250)</b>	<b>(\$5,000)</b>
<b>CHAPTER 3: PERSONNEL AND HUMAN RESOURCES</b>								
3-1	Hire a Coordinator of Human Resources (p. 3-4)	(\$68,500)	(\$68,500)	(\$68,500)	(\$68,500)	(\$68,500)	(\$342,500)	\$0
3-3	Purchase Modules for On-Line Applications and a Personnel Management System (p. 3-8)	\$0	\$0	\$0	\$0	\$0	\$0	(\$6,000)
<b>CHAPTER 3 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$68,500)</b>	<b>(\$68,500)</b>	<b>(\$68,500)</b>	<b>(\$68,500)</b>	<b>(\$68,500)</b>	<b>(\$342,500)</b>	<b>(\$6,000)</b>
<b>CHAPTER 4: FINANCIAL MANAGEMENT</b>								
4-6	Develop a Set of Procedures and Obtain a Standardized Accounting System for Tracking School Activity Funds (p. 4-16)	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,000)
<b>CHAPTER 4 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$1,000)</b>
<b>CHAPTER 5: EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT</b>								
5-5	Hold Four Half-Day Meetings Involving 13 Teachers (p. 5-15)	\$0	(\$8,840)	(\$8,840)	(\$8,840)	(\$8,840)	(\$35,360)	\$0
<b>CHAPTER 5 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>(\$8,840)</b>	<b>(\$8,840)</b>	<b>(\$8,840)</b>	<b>(\$8,840)</b>	<b>(\$35,360)</b>	<b>\$0</b>
<b>CHAPTER 6: SPECIAL PROGRAMS</b>								
6-2	Add three Instructional Support Teachers (p. 6-7)	(\$24,660)	(\$24,660)	(\$24,660)	(\$24,660)	(\$24,660)	(\$123,300)	\$0
6-6	Expand Medicaid Billing to Include Administration, Transportation, and Nursing (p. 6-12)	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$35,000)	\$0
<b>CHAPTER 6 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$31,660)</b>	<b>(\$31,660)</b>	<b>(\$31,660)</b>	<b>(\$31,660)</b>	<b>(\$31,660)</b>	<b>(\$158,300)</b>	<b>\$0</b>

**EXHIBIT 11-2 (Continued)**  
**CLARKE COUNTY PUBLIC SCHOOLS**  
**CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
<b>CHAPTER 7: FACILITIES USE AND MANAGEMENT</b>								
7-2	Develop a Facilities Master Plan (p. 7-6)	\$0	\$0	\$0	\$0	\$0	\$0	(\$15,000)
7-7	Hire One Maintenance Mechanic (p. 7-15)	(\$42,740)	(\$42,740)	(\$42,740)	(\$42,740)	(\$42,740)	(\$213,700)	\$0
7-9	Reduce Purchased Services and Maintenance Contracts (p. 7-18)	\$16,355	\$16,355	\$16,355	\$16,355	\$16,355	\$81,775	\$0
7-10	Assign Maintenance Personnel to Maintenance Tasks (p. 7-19)	\$1,854	\$1,854	\$1,854	\$1,854	\$1,854	\$9,270	\$0
7-15	Implement a Computerized Work Order System (p. 7-24)	\$0	\$0	\$0	\$0	\$0	\$0	(\$4,500)
7-16	Digitize Blueprints and Purchase Fireproof Storage Cabinet (p. 7-25)	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)
7-20	Employ Four Additional Custodians (p. 7-30)	(\$25,920)	(\$25,920)	(\$25,920)	(\$25,920)	(\$25,920)	(\$129,600)	\$0
7-22	Implement a Divisionwide, Behavior-Based Energy Conservation Program (p. 7-34)	\$25,851	\$25,851	\$25,851	\$25,851	\$25,851	\$129,255	\$0
<b>CHAPTER 7 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$24,600)</b>	<b>(\$24,600)</b>	<b>(\$24,600)</b>	<b>(\$24,600)</b>	<b>(\$24,600)</b>	<b>(\$123,000)</b>	<b>(\$24,500)</b>
<b>CHAPTER 8: TRANSPORTATION</b>								
8-2	Hire a Half-Time Mechanic (p. 8-7)	(\$27,400)	(\$27,400)	(\$27,400)	(\$27,400)	(\$27,400)	(\$137,000)	\$0
8-3	Hire "Permanent" Substitute Bus Drivers (p. 8-8)	(\$25,930)	(\$25,930)	(\$25,930)	(\$25,930)	(\$25,930)	(\$129,650)	\$0
8-4	Reimburse Bus Drivers for CDL Training (p. 8-9)	(\$5,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$13,000)	\$0
8-7	Implement Bus Routing Software and Reduce New Bus Purchases (p. 8-14)	\$135,657	\$135,657	\$135,657	\$135,657	\$135,657	\$678,285	\$0
8-10	Purchase VMIS Software (p. 8-20)	\$0	\$0	\$0	\$0	\$0	\$0	(\$900)
<b>CHAPTER 8 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$77,327</b>	<b>\$80,327</b>	<b>\$80,327</b>	<b>\$80,327</b>	<b>\$80,327</b>	<b>\$398,635</b>	<b>(\$900)</b>

**EXHIBIT 11-2 (Continued)  
CLARKE COUNTY PUBLIC SCHOOLS  
CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
<b>CHAPTER 9: TECHNOLOGY MANAGEMENT</b>								
9-2	Assign Dedicated Web Site Management Staff (p. 9-15)	(\$9,864)	(\$9,864)	(\$9,864)	(\$9,864)	(\$9,864)	(\$49,320)	\$0
<b>CHAPTER 9 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$9,864)</b>	<b>(\$9,864)</b>	<b>(\$9,864)</b>	<b>(\$9,864)</b>	<b>(\$9,864)</b>	<b>(\$49,320)</b>	<b>\$0</b>
<b>CHAPTER 10: FOOD SERVICE</b>								
10-2	Implement Performance Standards to Increase MPLH Rates (p. 10-5)	\$0	\$9,555	\$9,555	\$9,555	\$9,555	\$38,220	\$0
10-4	Seek Bids For and Implement an Automated Food Service Accounting and Reporting System (p. 10-13)	\$0	\$19,653	\$19,653	\$19,653	\$19,653	\$78,612	(\$50,000)
10-5	Implement Strategies to Increase Student Meal Participation (p. 10-16)	\$0	\$3,115	\$3,115	\$3,115	\$3,115	\$12,460	\$0
<b>CHAPTER 10 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>\$32,323</b>	<b>\$32,323</b>	<b>\$32,323</b>	<b>\$32,323</b>	<b>\$129,292</b>	<b>(\$50,000)</b>
<b>TOTAL SAVINGS</b>		<b>\$179,717</b>	<b>\$212,040</b>	<b>\$212,040</b>	<b>\$212,040</b>	<b>\$212,040</b>	<b>\$1,027,877</b>	<b>\$0</b>
<b>TOTAL (COSTS)</b>		<b>(\$243,864)</b>	<b>(\$249,704)</b>	<b>(\$249,704)</b>	<b>(\$249,704)</b>	<b>(\$249,704)</b>	<b>(\$1,242,680)</b>	<b>(\$87,400)</b>
<b>TOTAL NET SAVINGS (COSTS)</b>		<b>(\$64,147)</b>	<b>(\$37,664)</b>	<b>(\$37,664)</b>	<b>(\$37,664)</b>	<b>(\$37,664)</b>	<b>(\$214,803)</b>	<b>(\$87,400)</b>
<b>TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)</b>							<b>(\$302,203)</b>	



**EXHIBIT 11-3  
CLARKE COUNTY PUBLIC SCHOOLS  
CHAPTER-BY-CHAPTER SUMMARY OF OPERATING FUND SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
<b>CHAPTER 2: DIVISION ADMINISTRATION</b>								
2-7	Redefine the Role of the Director of Administrative Services (p.2-14)	(\$6,850)	(\$6,850)	(\$6,850)	(\$6,850)	(\$6,850)	(\$34,250)	\$0
2-10	Hire a Mediator to Mediate Differences Between the Two Boards (p. 2-20)	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)
<b>CHAPTER 2 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$6,850)</b>	<b>(\$6,850)</b>	<b>(\$6,850)</b>	<b>(\$6,850)</b>	<b>(\$6,850)</b>	<b>(\$34,250)</b>	<b>(\$5,000)</b>
<b>CHAPTER 3: PERSONNEL AND HUMAN RESOURCES</b>								
3-1	Hire a Coordinator of Human Resources (p. 3-4)	(\$68,500)	(\$68,500)	(\$68,500)	(\$68,500)	(\$68,500)	(\$342,500)	\$0
<b>CHAPTER 3 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$68,500)</b>	<b>(\$68,500)</b>	<b>(\$68,500)</b>	<b>(\$68,500)</b>	<b>(\$68,500)</b>	<b>(\$342,500)</b>	<b>\$0</b>
<b>CHAPTER 4: FINANCIAL MANAGEMENT</b>								
4-6	Develop a Set of Procedures and Obtain a Standardized Accounting System for Tracking School Activity Funds (p. 4-16)	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,000)
<b>CHAPTER 4 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$1,000)</b>
<b>CHAPTER 5: EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT</b>								
5-5	Hold Four Half-Day Meetings Involving 13 Teachers (p. 5-15)	\$0	(\$8,840)	(\$8,840)	(\$8,840)	(\$8,840)	(\$35,360)	\$0
<b>CHAPTER 5 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>(\$8,840)</b>	<b>(\$8,840)</b>	<b>(\$8,840)</b>	<b>(\$8,840)</b>	<b>(\$35,360)</b>	<b>\$0</b>
<b>CHAPTER 6: SPECIAL PROGRAMS</b>								
6-2	Add three Instructional Support Teachers (p. 6-7)	(\$24,660)	(\$24,660)	(\$24,660)	(\$24,660)	(\$24,660)	(\$123,300)	\$0
6-6	Expand Medicaid Billing to Include Administration, Transportation, and Nursing (p. 6-12)	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$7,000)	(\$35,000)	\$0
<b>CHAPTER 6 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$31,660)</b>	<b>(\$31,660)</b>	<b>(\$31,660)</b>	<b>(\$31,660)</b>	<b>(\$31,660)</b>	<b>(\$158,300)</b>	<b>\$0</b>
<b>CHAPTER 7: FACILITIES USE AND MANAGEMENT</b>								
7-2	Develop a Facilities Master Plan (p. 7-10)	\$0	\$0	\$0	\$0	\$0	\$0	(\$15,000)
7-7	Hire One Maintenance Mechanic (p. 7-15)	(\$42,740)	(\$42,740)	(\$42,740)	(\$42,740)	(\$42,740)	(\$213,700)	\$0
7-9	Reduce Purchased Services and Maintenance Contracts (p. 7-18)	\$16,355	\$16,355	\$16,355	\$16,355	\$16,355	\$81,775	\$0
7-10	Assign Maintenance Personnel to Maintenance Tasks (p. 7-19)	\$1,854	\$1,854	\$1,854	\$1,854	\$1,854	\$9,270	\$0
7-20	Employ Four Additional Custodians (p. 7-31)	(\$25,920)	(\$25,920)	(\$25,920)	(\$25,920)	(\$25,920)	(\$129,600)	\$0
7-22	Implement a Divisionwide, Behavior-Based Energy Conservation Program (p. 7-34)	\$25,851	\$25,851	\$25,851	\$25,851	\$25,851	\$129,255	\$0
<b>CHAPTER 7 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$24,600)</b>	<b>(\$24,600)</b>	<b>(\$24,600)</b>	<b>(\$24,600)</b>	<b>(\$24,600)</b>	<b>(\$123,000)</b>	<b>(\$15,000)</b>

**EXHIBIT 11-3 (Continued)  
CLARKE COUNTY PUBLIC SCHOOLS  
CHAPTER-BY-CHAPTER SUMMARY OF OPERATING FUND SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
<b>CHAPTER 8: TRANSPORTATION</b>								
8-2	Hire a Half-Time Mechanic (p. 8-7)	(\$27,400)	(\$27,400)	(\$27,400)	(\$27,400)	(\$27,400)	(\$137,000)	\$0
8-3	Hire "Permanent" Substitute Bus Drivers (p. 8-8)	(\$25,930)	(\$25,930)	(\$25,930)	(\$25,930)	(\$25,930)	(\$129,650)	\$0
8-4	Reimburse Bus Drivers for CDL Training (p. 8-9)	(\$5,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$13,000)	\$0
8-7	Implement Bus Routing Software (p. 8-14)	\$65,657	\$65,657	\$65,657	\$65,657	\$65,657	\$328,285	\$0
<b>CHAPTER 8 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$7,327</b>	<b>\$10,327</b>	<b>\$10,327</b>	<b>\$10,327</b>	<b>\$10,327</b>	<b>\$48,635</b>	<b>\$0</b>
<b>CHAPTER 9: TECHNOLOGY MANAGEMENT</b>								
9-2	Assign Dedicated Web Site Management Staff (p. 9-14)	(\$9,864)	(\$9,864)	(\$9,864)	(\$9,864)	(\$9,864)	(\$49,320)	\$0
<b>CHAPTER 9 SUBTOTAL SAVINGS (COSTS)</b>		<b>(\$9,864)</b>	<b>(\$9,864)</b>	<b>(\$9,864)</b>	<b>(\$9,864)</b>	<b>(\$9,864)</b>	<b>(\$49,320)</b>	<b>\$0</b>
<b>CHAPTER 10: FOOD SERVICE</b>								
10-2	Increase MPLH Rates in the Division's Middle and High Schools* (p. 10-5)	\$0	\$9,555	\$9,555	\$9,555	\$9,555	\$38,220	\$0
10-4	Implement an Automated Food Service Accounting and Reporting System* (p. 10-12)	\$0	\$19,653	\$19,653	\$19,653	\$19,653	\$78,612	\$0
10-5	Implement Strategies to Increase Student Meal Participation* (p. 10-15)	\$0	\$3,115	\$3,115	\$3,115	\$3,115	\$12,460	\$0
<b>CHAPTER 10 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>\$32,323</b>	<b>\$32,323</b>	<b>\$32,323</b>	<b>\$32,323</b>	<b>\$129,292</b>	<b>\$0</b>
<b>TOTAL SAVINGS</b>		<b>\$109,717</b>	<b>\$142,040</b>	<b>\$142,040</b>	<b>\$142,040</b>	<b>\$142,040</b>	<b>\$677,877</b>	<b>\$0</b>
<b>TOTAL (COSTS)</b>		<b>(\$243,864)</b>	<b>(\$249,704)</b>	<b>(\$249,704)</b>	<b>(\$249,704)</b>	<b>(\$249,704)</b>	<b>(\$1,242,680)</b>	<b>(\$21,000)</b>
<b>TOTAL NET SAVINGS (COSTS)</b>		<b>(\$134,147)</b>	<b>(\$107,664)</b>	<b>(\$107,664)</b>	<b>(\$107,664)</b>	<b>(\$107,664)</b>	<b>(\$564,803)</b>	<b>(\$21,000)</b>
<b>TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)</b>							<b>(\$585,803)</b>	

\* Reserve Fund for Food Services

**EXHIBIT 11-4  
CLARKE COUNTY PUBLIC SCHOOLS  
CHAPTER-BY-CHAPTER SUMMARY OF CAPITAL FUND SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
<b>CHAPTER 3: PERSONNEL AND HUMAN RESOURCES</b>								
3-3	Purchase Modules for On-Line Applications and a Personnel Management System (p. 3-8)	\$0	\$0	\$0	\$0	\$0	\$0	(\$6,000)
<b>CHAPTER 3 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$6,000)</b>
<b>CHAPTER 7: FACILITIES USE AND MANAGEMENT</b>								
7-15	Implement a Computerized Work Order System (p. 7-24)	\$0	\$0	\$0	\$0	\$0	\$0	(\$4,500)
7-16	Digitize Blueprints and Purchase Fireproof Storage Cabinet (p. 7-25)	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)
<b>CHAPTER 7 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$21,500)</b>
<b>CHAPTER 8: TRANSPORTATION</b>								
8-7	Reduce New Bus Purchases (p. 8-14)	\$70,000	\$70,000	\$70,000	\$70,000	\$70,000	\$350,000	\$0
8-10	Purchase VMIS Software (p. 8-20)	\$0	\$0	\$0	\$0	\$0	\$0	(\$900)
<b>CHAPTER 8 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$350,000</b>	<b>(\$900)</b>
<b>CHAPTER 10: FOOD SERVICE</b>								
10-4	Seek Bids For an Automated Food Service Accounting and Reporting System* (p. 10-12)	\$0	\$0	\$0	\$0	\$0	\$0	(\$50,000)
<b>CHAPTER 10 SUBTOTAL SAVINGS (COSTS)</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$50,000)</b>
<b>TOTAL SAVINGS</b>		<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$350,000</b>	<b>\$0</b>
<b>TOTAL (COSTS)</b>		<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>(\$66,400)</b>
<b>TOTAL NET SAVINGS (COSTS)</b>		<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$70,000</b>	<b>\$350,000</b>	<b>(\$66,400)</b>
<b>TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)</b>							<b>\$283,600</b>	

\* Reserve Fund for Food Services

***APPENDIX A:  
SURVEY RESULTS***

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**APPENDIX A  
SURVEY RESULTS**

MGT did not receive a statistically valid percentage of responses from any of the survey groups. Below is the aggregate of responses given.

**APPENDIX A-1  
COMPARISON SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

<b>PART A OF SURVEY</b>	<b>ADMINISTRATOR/ PRINCIPAL RESPONSES (%)</b>	<b>TEACHER RESPONSES (%)</b>
1. Overall quality of public education in the Clarke County Public Schools is:  Good or Excellent Fair or Poor	100 0	87 13
2. Overall quality of education in the Clarke County Public Schools is:  Improving Staying the Same Getting Worse Don't Know	100 0 0 0	51 28 16 4
3. Grade given to the Clarke County Public Schools teachers:  Above Average (A or B) Below Average (D or F)	100 0	91 0
4. Grade given to the Clarke County Public Schools school level administrators:  Above Average (A or B) Below Average (D or F)	100 0	65 8
5. Grade given to the Clarke County Public Schools central office administrators:  Above Average (A or B) Below Average (D or F)	100 0	54 13

**APPENDIX A-2  
COMPARISON SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

PART B	(%A + SA) / (%D + SD) <sup>1</sup>	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. The emphasis on learning in this school division has increased in recent years.	100/0	69/10
2. Our schools are safe and secure from crime.	89/0	68/16
3. Our schools effectively handle misbehavior problems.	100/0	40/44
4. Our schools have sufficient space and facilities to support the instructional programs.	0/100	7/92
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	56/22	54/30
6. Our schools can be described as "good places to learn."	89/0	79/8
7. There is administrative support for controlling student behavior in our schools.	88/0	53/34
8. Most students in our schools are motivated to learn.	89/0	71/10
9. Lessons are organized to meet students' needs.	100/0	86/4
10. The curriculum is broad and challenging for most students.	100/0	88/5
11. There is little a teacher can do to overcome education problems due to a student's home life.	0/100	11/61
12. Teachers in our schools know the material they teach.	100/0	97/0
13. Teachers in our schools care about students' needs.	100/0	94/1
14. Teachers expect students to do their very best.	100/0	94/3
15. The school division provides adequate technology-related staff development.	44/22	43/31
16. Principals and assistant principals in our schools care about students' needs.	100/0	83/4
17. In general, parents take responsibility for their children's behavior in our schools.	78/11	41/36
18. Parents in this school division are satisfied with the education their children are receiving.	100/0	68/7
19. Most parents seem to know what goes on in our schools.	78/11	46/27
20. Parents play an active role in decision-making in our schools.	67/0	43/23
21. This community really cares about its children's education.	67/22	38/36
22. The food services department encourages student participation through customer satisfaction surveys.	22/33	10/36
23. The school division requests input on the long range technology plan.	78/0	21/35
24. Funds are managed wisely to support education in this school division.	89/0	36/36
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	77/22	55/25
26. School-based personnel play an important role in making decisions that affect schools in this school division.	100/0	41/30
27. The school division provides adequate technical support.	67/22	49/33
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0/89	3/78
29. The food services department provides nutritious and appealing meals and snacks.	89/11	47/26

<sup>1</sup>Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-3  
COMPARISON SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

PART C	(%G + E) / (%F + P) <sup>1</sup>	
	ADMINISTRATORS PRINCIPALS	TEACHERS
1. Board of Education members' knowledge of the educational needs of students in Clarke County Public Schools.	100/0	59/28
2. Board of Education members' knowledge of operations in Clarke County Public Schools.	100/0	56/30
3. Board of Education members' work at setting or revising policies for Clarke County Public Schools.	100/0	63/23
4. The School District Superintendent's work as the educational leader of Clarke County Public Schools.	100/0	57/37
5. The School District Superintendent's work as the chief administrator (manager) of Clarke County Public Schools.	100/0	62/31
6. Principals' work as the instructional leaders of their schools.	100/0	67/34
7. Principals' work as the managers of the staff and teachers.	100/0	63/37
8. Teachers' work in meeting students' individual learning needs.	100/0	89/11
9. Teachers' work in communicating with parents.	89/11	87/12
10. Teachers' attitudes about their jobs.	89/11	59/39
11. Students' ability to learn.	100/0	88/11
12. The amount of time students spend on task learning in the classroom.	89/0	82/15
13. Parents' efforts in helping their children to do better in school.	67/22	44/54
14. Parents' participation in school activities and organizations.	78/11	46/50
15. How well students' test results are explained to parents.	67/22	50/36
16. The cleanliness and maintenance of facilities in Clarke County Public Schools.	56/44	49/51
17. How well relations are maintained with various groups in the community.	67/33	36/47
18. Staff development opportunities provided by Clarke County Public Schools for teachers.	55/44	43/53
19. Staff development opportunities provided by Clarke County Public Schools for school administrators.	44/56	29/15
20. The school district's job of providing adequate instructional technology.	22/78	45/51
21. The school district's use of technology for administrative purposes.	44/55	51/23

<sup>1</sup>Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

**APPENDIX A-4  
COMPARISON SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) <sup>1</sup>	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. I find Clarke County Public Schools to be an exciting, challenging place to work.	100/0	67/11
2. The work standards and expectations in Clarke County Public Schools are equal to or above those of most other school districts.	100/0	72/10
3. Clarke County Public Schools officials enforce high work standards.	100/0	75/11
4. Most Clarke County Public Schools teachers enforce high student learning standards.	100/0	84/4
5. Clarke County Public Schools teachers and administrators have excellent working relationships.	100/0	57/25
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	77/22	27/24
7. <u>Staff</u> who do not meet expected work standards are disciplined.	77/11	26/18
8. I feel that I have the authority to adequately perform my job responsibilities.	78/0	84/7
9. I have adequate facilities in which to conduct my work.	44/44	61/30
10. I have adequate equipment and computer support to conduct my work.	66/33	59/29
11. The workloads are equitably distributed among teachers and among staff members.	67/33	40/42
12. No one knows or cares about the amount or quality of work that I perform.	22/67	29/57
13. Workload is evenly distributed.	56/33	31/44
14. If there were an emergency in the schools, I would know how to respond appropriately.	100/0	88/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	11/77	14/74

<sup>1</sup>Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.



**APPENDIX A-5  
COMPARISON SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD) <sup>1</sup>	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. I am very satisfied with my job in Clarke County Public Schools.	89/11	61/17
2. I plan to continue my career in Clarke County Public Schools.	88/0	67/15
3. I am actively looking for a job outside of Clarke County Public Schools.	11/67	15/62
4. Salary levels in Clarke County Public Schools are competitive.	33/56	18/69
5. I feel that my work is appreciated by my supervisor(s).	78/22	60/25
6. I feel that I am an integral part of Clarke County Public Schools team.	89/0	64/12
7. I feel that there is no future for me in Clarke County Public Schools.	0/78	18/64
8. My salary level is adequate for my level of work and experience.	33/67	22/67

<sup>1</sup>Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-6  
COMPARISON SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) <sup>1</sup>	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. Most administrative practices in Clarke County Public Schools are highly effective and efficient.	89/0	41/29
2. Administrative decisions are made promptly and decisively.	89/0	46/31
3. Clarke County Public Schools administrators are easily accessible and open to input.	100/0	51/27
4. Authority for administrative decisions is delegated to the lowest possible level.	66/11	20/31
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	89/11	63/16
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	0/89	25/33
7. The extensive committee structure in Clarke County Public Schools ensures adequate input from teachers and staff on most important decisions.	78/0	25/34
8. Clarke County Public Schools has too many committees.	11/66	29/32
9. Clarke County Public Schools has too many layers of administrators.	0/100	35/33
10. Most of Clarke County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	55/22	51/13
11. Central office administrators are responsive to school needs.	100/0	44/23
12. Central office administrators provide quality service to schools.	100/0	45/19

<sup>1</sup>Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-7  
COMPARISON SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE <sup>1</sup> + OUTSTANDING
	ADMINISTRATORS/ PRINCIPALS		TEACHERS
a. Budgeting	44/55		51/31
b. Strategic planning	11/89		39/33
c. Curriculum planning	33/66		42/53
d. Financial management and accounting	77/22		34/35
e. Community relations	33/66		46/50
f. Program evaluation, research, and assessment	33/67		36/44
g. Instructional technology	89/11		47/47
h. Pupil accounting	11/67		29/34
i. Instructional coordination/supervision	33/67		35/53
j. Instructional support	22/77		48/47
k. Federal Programs (e.g., Title I, Special Education) coordination	44/56		36/53
l. Personnel recruitment	33/67		25/38
m. Personnel selection	44/55		24/49
n. Personnel evaluation	77/22		39/50
o. Staff development	78/22		53/42
p. Data processing	77/22		20/43
q. Purchasing	100/0		19/47
r. Plant maintenance	78/11		46/28
s. Facilities planning	77/22		58/17
t. Transportation	22/77		32/45
u. Food service	33/55		30/55
v. Custodial services	22/55		41/50
w. Risk management	44/44		22/34
x. Administrative technology	66/33		20/36
y. Grants administration	44/55		16/41

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

**APPENDIX A-8  
COMPARISON SURVEY RESPONSES  
WITHIN CLARKE COUNTY PUBLIC SCHOOLS**

<b>PART H: OPERATIONS</b>	<b>ADMINISTRATORS/ PRINCIPALS (%)</b>	<b>TEACHERS (%)</b>
1. The overall operation of Clarke County Public Schools is:		
Highly efficient	22	8
Above average in efficiency	78	32
Average in efficiency	0	44
Less efficient than most other school districts	0	13
Don't know	0	3
2. The operational efficiency of Clarke County Public Schools could be improved by:		
Outsourcing some support services	44	14
Offering more programs	33	25
Offering fewer programs	0	10
Increasing the number of administrators	33	11
Reducing the number of administrators	0	34
Increasing the number of teachers	56	78
Reducing the number of teachers	0	0
Increasing the number of support staff	67	80
Reducing the number of support staff	0	3
Increasing the number of facilities	100	80
Reducing the number of facilities	0	0
Rezoning schools	0	12
Other	22	14

\*Percentages may add up to over 100 percent due to rounding.

**APPENDIX A-9  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS<sup>1</sup> AND  
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART A OF SURVEY	CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS (%)	OTHER SCHOOL DISTRICT ADMINISTRATORS (%)
1. Overall quality of public education in the school district is:  Good or Excellent Fair or Poor	100 0	87 12
2. Overall quality of education in the school district is:  Improving Staying the Same Getting Worse Don't Know	100 0 0 0	72 19 7 2
3. Grade given to teachers:  Above Average (A or B) Below Average (D or F)	100 0	84 1
4. Grade given to school administrators:  Above Average (A or B) Below Average (D or F)	100 0	85 2
5. Grade given to school district administrators:  Above Average (A or B) Below Average (D or F)	100 0	70 8

<sup>1</sup> For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Clarke County Public Schools.

**APPENDIX A-10  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS<sup>1</sup> AND  
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART B	(% A + SA) / (% D + SD) <sup>2</sup>	
	CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. The emphasis on learning in this school division has increased in recent years.	100/0	86/6
2. Our schools are safe and secure from crime.	89/0	71/13
3. Our schools effectively handle misbehavior problems.	100/0	68/18
4. Our schools have sufficient space and facilities to support the instructional programs.	0/100	30/59
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	56/22	70/18
6. Our schools can be described as "good places to learn."	89/0	89/3
7. There is administrative support for controlling student behavior in our schools.	88/0	83/8
8. Most students in our schools are motivated to learn.	89/0	73/13
9. Lessons are organized to meet students' needs.	100/0	72/10
10. The curriculum is broad and challenging for most students.	100/0	74/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	0/100	16/71
12. Teachers in our schools know the material they teach.	100/0	83/4
13. Teachers in our schools care about students' needs.	100/0	89/3
14. Teachers expect students to do their very best.	100/0	83/6
15. The school division provides adequate technology-related staff development.	44/22	n/a
16. Principals and assistant principals in our schools care about students' needs.	100/0	93/2
17. In general, parents take responsibility for their children's behavior in our schools.	78/11	52/30
18. Parents in this school division are satisfied with the education their children are receiving.	100/0	66/11
19. Most parents seem to know what goes on in our schools.	78/11	40/39
20. Parents play an active role in decision-making in our schools.	67/0	47/23
21. This community really cares about its children's education.	67/22	72/12
22. The food services department encourages student participation through customer satisfaction surveys.	22/33	n/a
23. The school division requests input on the long range technology plan.	78/0	n/a
24. Funds are managed wisely to support education in this school division.	89/0	68/17
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	77/22	57/33
26. School-based personnel play an important role in making decisions that affect schools in this school division.	100/0	n/a
27. The school division provides adequate technical support.	67/22	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0/89	n/a
29. The food services department provides nutritious and appealing meals and snacks.	89/11	n/a

<sup>1</sup>For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Clarke County Public Schools.

<sup>2</sup>Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*.

**APPENDIX A-11  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS<sup>1</sup> AND  
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART C	(% G+ E) / (% F + P) <sup>2</sup>	
	CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. Board of Education members' knowledge of the educational needs of students in the school district.	100/0	37/59
2. Board of Education members' knowledge of operations in Clarke County Public Schools.	100/0	37/59
3. Board of Education members' work at setting or revising policies for the school district.	100/0	45/50
4. The school district Superintendent's work as the educational leader of the school district.	100/0	71/26
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	100/0	73/26
6. Principals' work as the instructional leaders of their schools.	100/0	82/15
7. Principals' work as the managers of the staff and teachers.	100/0	86/11
8. Teachers' work in meeting students' individual learning needs.	100/0	73/23
9. Teachers' work in communicating with parents.	89/11	60/35
10. Teachers' attitudes about their jobs.	89/11	58/39
11. Students' ability to learn.	100/0	80/16
12. The amount of time students spend on task learning in the classroom.	89/0	66/25
13. Parents' efforts in helping their children to do better in school.	67/22	34/59
14. Parents' participation in school activities and organizations.	78/11	31/63
15. How well students' test results are explained to parents.	67/22	44/48
16. The cleanliness and maintenance of facilities in the school district.	56/44	64/35
17. How well relations are maintained with various groups in the community.	67/33	59/37
18. Staff development opportunities provided by the school district for teachers.	55/44	64/33
19. Staff development opportunities provided by the school district for school administrators.	44/56	57/40
20. The school district's job of providing adequate instructional technology.	22/78	49/49
21. The school district's use of technology for administrative purposes.	44/55	51/47

<sup>1</sup> For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Clarke County Public Schools.

<sup>2</sup> Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

**APPENDIX A-12  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS<sup>1</sup> AND  
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

<b>PART D: WORK ENVIRONMENT</b>	(% A + SA) / (% D + SD) <sup>2</sup>	
	<b>CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS</b>	<b>OTHER SCHOOL DISTRICT ADMINISTRATORS</b>
1. I find the school district to be an exciting, challenging place to work.	100/0	84/6
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	100/0	79/8
3. School district officials enforce high work standards.	100/0	75/11
4. Most school district teachers enforce high student learning standards.	100/0	74/7
5. School district teachers and administrators have excellent working relationships.	100/0	64/14
6. Teachers who do not meet expected work standards are disciplined.	77/22	33/36
7. Staff who do not meet expected work standards are disciplined.	77/11	45/30
8. I feel that I have the authority to adequately perform my job responsibilities.	78/0	80/13
9. I have adequate facilities in which to do my work.	44/44	71/22
10. I have adequate equipment and computer support to do my work.	66/33	66/26
11. The workloads are equitably distributed among teachers and among staff members.	67/33	50/25
12. No one knows or cares about the amount or quality of work that I perform.	22/67	19/67
13. Workload is evenly distributed.	56/33	39/40
14. If there were an emergency in the schools, I would know how to respond appropriately.	100/0	n/a
15. I often observe other teachers and/or staff socializing rather than working while on the job.	11/77	15/67

<sup>1</sup>For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Clarke County Public Schools.

<sup>2</sup>Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.



**APPENDIX A-13  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS<sup>1</sup> AND  
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

<b>PART E: JOB SATISFACTION</b>	(% A + SA) / (% D + SD) <sup>2</sup>	
	<b>CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS</b>	<b>OTHER SCHOOL DISTRICT ADMINISTRATORS</b>
1. I am very satisfied with my job in the school district.	89/11	80/10
2. I plan to continue my career in the school district.	88/0	82/5
3. I am actively looking for a job outside of the school district.	11/67	9/78
4. Salary levels in the school district are competitive (with other school districts).	33/56	41/46
5. I feel that my work is appreciated by my supervisor(s).	78/22	70/16
6. I feel that I am an integral part of the school district.	89/0	72/13
7. I feel that there is no future for me in the school district.	0/78	9/79
8. My salary level is adequate for my level of work and experience.	33/67	34/56

<sup>1</sup> For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Clarke County Public Schools.

<sup>2</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

**APPENDIX A-14  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS<sup>1</sup> AND  
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

<b>PART F: ADMINISTRATIVE STRUCTURE/PRACTICES</b>	<b>(% A + SA) / (% D + SD)<sup>2</sup></b>	
	<b>CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS</b>	<b>OTHER SCHOOL DISTRICT ADMINISTRATORS</b>
1. Most administrative practices in the school district are highly effective and efficient.	89/0	62/20
2. Administrative decisions are made promptly and decisively.	89/0	50/30
3. School district administrators are easily accessible and open to input.	100/0	70/16
4. Authority for administrative decisions is delegated to the lowest possible level.	66/11	36/39
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	89/11	69/13
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	0/89	40/37
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	78/0	58/20
8. The school district has too many committees.	11/66	37/33
9. The school district has too many layers of administrators.	0/100	19/64
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	55/22	59/24
11. Central office administrators are responsive to school needs.	100/0	69/15
12. Central office administrators provide quality service to schools.	100/0	70/13

<sup>1</sup> For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Clarke County Public Schools.

<sup>2</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

**APPENDIX A-15  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS<sup>1</sup> AND  
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART G:  SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	% ADEQUATE + OUTSTANDING <sup>2</sup>
	CLARKE COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICTS ADMINISTRATORS
a. Budgeting	44/55	45/51
b. Strategic planning	11/89	46/43
c. Curriculum planning	33/66	43/50
d. Financial management and accounting	77/22	36/58
e. Community relations	33/66	43/52
f. Program evaluation, research, and assessment	33/67	41/51
g. Instructional technology	89/11	56/39
h. Pupil accounting	11/67	28/58
i. Instructional coordination/supervision	33/67	36/55
j. Instructional support	22/77	40/51
k. Federal Programs (e.g., Title I, Special Education) coordination	44/56	32/52
l. Personnel recruitment	33/67	44/46
m. Personnel selection	44/55	40/53
n. Personnel evaluation	77/22	46/50
o. Staff development	78/22	44/53
p. Data processing	77/22	39/49
q. Purchasing	100/0	34/58
r. Plant maintenance	78/11	50/47
s. Facilities planning	77/22	47/46
t. Transportation	22/77	33/60
u. Food service	33/55	29/66
v. Custodial services	22/55	42/54
w. Risk management	44/44	26/58
x. Administrative technology	66/33	49/47
y. Grants administration	44/55	n/a

<sup>1</sup> For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Clarke County Public Schools.

<sup>2</sup> Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

**APPENDIX A-16  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS TEACHERS AND  
TEACHERS IN OTHER SCHOOL DISTRICTS**

<b>PART A OF SURVEY</b>	<b>CLARKE COUNTY PUBLIC SCHOOLS (%)</b>	<b>OTHER SCHOOL DISTRICTS (%)</b>
1. Overall quality of public education in the school district is:  Good or Excellent Fair or Poor	  87 13	  74 25
2. Overall quality of education in the school district is:  Improving Staying the Same Getting Worse Don't Know	  51 28 16 4	  53 27 16 4
3. Grade given to teachers:  Above Average (A or B) Below Average (D or F)	  91 0	  83 1
4. Grade given to school administrators:  Above Average (A or B) Below Average (D or F)	  65 8	  59 11
5. Grade given to school district administrators:  Above Average (A or B) Below Average (D or F)	  54 13	  38 21

**APPENDIX A-17  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS TEACHERS AND  
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART B	(% A + SA) / (% D + SD) <sup>1</sup>	
	CLARKE COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school division has increased in recent years.	69/10	
2. Our schools are safe and secure from crime.	68/16	53/28
3. Our schools effectively handle misbehavior problems.	40/44	37/48
4. Our schools have sufficient space and facilities to support the instructional programs.	7/92	28/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	54/30	54/31
6. Our schools can be described as "good places to learn."	79/8	74/11
7. There is administrative support for controlling student behavior in our schools.	53/34	55/29
8. Most students in our schools are motivated to learn.	71/10	55/29
9. Lessons are organized to meet students' needs.	86/4	79/9
10. The curriculum is broad and challenging for most students.	88/5	77/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	11/61	35/46
12. Teachers in our schools know the material they teach.	97/0	88/4
13. Teachers in our schools care about students' needs.	94/1	91/3
14. Teachers expect students to do their very best.	94/3	88/4
15. The school division provides adequate technology-related staff development.	43/31	n/a
16. Principals and assistant principals in our schools care about students' needs.	83/4	83/7
17. In general, parents take responsibility for their children's behavior in our schools.	41/36	27/53
18. Parents in this school division are satisfied with the education their children are receiving.	68/7	53/14
19. Most parents seem to know what goes on in our schools.	46/27	29/50
20. Parents play an active role in decision-making in our schools.	43/23	36/38
21. This community really cares about its children's education.	38/36	49/27
22. The food services department encourages student participation through customer satisfaction surveys.	10/36	n/a
23. The school division requests input on the long range technology plan.	21/35	n/a
24. Funds are managed wisely to support education in this school division.	36/36	28/46
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	55/25	53/34
26. School-based personnel play an important role in making decisions that affect schools in this school division.	41/30	35/33
27. The school division provides adequate technical support.	49/33	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	3/78	17/60
29. The food services department provides nutritious and appealing meals and snacks.	47/26	43/34

<sup>1</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-18  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS TEACHERS AND  
TEACHERS IN OTHER SCHOOL DISTRICTS**

<b>PART C</b>	<b>(%G+ E) / (%F + P)<sup>1</sup></b>	
	<b>CLARKE COUNTY PUBLIC SCHOOLS</b>	<b>OTHER SCHOOL DISTRICTS</b>
1. Board of Education members' knowledge of the educational needs of students in the school district.	59/28	24/64
2. Board of Education members' knowledge of operations in the school district.	56/30	29/55
3. Board of Education members' work at setting or revising policies for the school district.	63/23	27/58
4. The school district Superintendent's work as the educational leader of the school district.	57/37	49/40
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	62/31	50/38
6. Principals' work as the instructional leaders of their schools.	67/34	63/36
7. Principals' work as the managers of the staff and teachers.	63/37	67/32
8. Teachers' work in meeting students' individual learning needs.	89/11	79/20
9. Teachers' work in communicating with parents.	87/12	75/24
10. Teachers' attitudes about their jobs.	59/39	50/49
11. Students' ability to learn.	88/11	64/35
12. The amount of time students spend on task learning in the classroom.	82/15	60/37
13. Parents' efforts in helping their children to do better in school.	44/54	21/76
14. Parents' participation in school activities and organizations.	46/50	23/75
15. How well students' test results are explained to parents.	50/36	38/52
16. The cleanliness and maintenance of facilities in the school district.	49/51	52/47
17. How well relations are maintained with various groups in the community.	36/47	43/44
18. Staff development opportunities provided by the school district for teachers.	43/53	61/38
19. Staff development opportunities provided by the school district for school administrators.	29/15	32/22
20. The school district's job of providing adequate instructional technology.	45/51	47/51
21. The school district's use of technology for administrative purposes.	51/23	45/31

<sup>1</sup>Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

**APPENDIX A-19  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS TEACHERS AND  
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) <sup>1</sup>	
	CLARKE COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	67/11	69/12
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	72/10	63/14
3. School district officials enforce high work standards.	75/11	63/15
4. Most school district teachers enforce high student learning standards.	84/4	78/8
5. School district teachers and administrators have excellent working relationships.	57/25	45/26
6. Teachers who do not meet expected work standards are disciplined.	27/24	25/39
7. Staff who do not meet expected work standards are disciplined.	26/18	23/36
8. I feel that I have the authority to adequately perform my job responsibilities.	84/7	81/12
9. I have adequate facilities in which to do my work.	61/30	69/23
10. I have adequate equipment and computer support to do my work.	59/29	54/36
11. The workloads are equitably distributed among teachers and among staff members.	40/42	40/43
12. No one knows or cares about the amount or quality of work that I perform.	29/57	24/58
13. Workload is evenly distributed.	31/44	36/43
14. If there were an emergency in the schools, I would know how to respond appropriately.	88/7	87/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	14/74	18/66

<sup>1</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-20  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS TEACHERS  
AND TEACHERS IN OTHER SCHOOL DISTRICTS**

<b>PART E: JOB SATISFACTION</b>	<b>(% A + SA) / (% D + SD)<sup>1</sup></b>	
	<b>CLARKE COUNTY PUBLIC SCHOOLS</b>	<b>OTHER SCHOOL DISTRICTS</b>
1. I am very satisfied with my job in the school district.	61/17	70/15
2. I plan to continue my career in the school district.	67/15	76/8
3. I am actively looking for a job outside of the school district.	15/62	11/74
4. Salary levels in the school district are competitive (with other school districts).	18/69	33/53
5. I feel that my work is appreciated by my supervisor(s).	60/25	65/21
6. I feel that I am an integral part of the school district.	64/12	59/20
7. I feel that there is no future for me in the school district.	18/64	12/73
8. My salary level is adequate for my level of work and experience.	22/67	20/69

<sup>1</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.



**APPENDIX A-21  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS TEACHERS AND  
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) <sup>1</sup>	
	CLARKE COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	41/29	34/36
2. Administrative decisions are made promptly and decisively.	46/31	36/36
3. School district administrators are easily accessible and open to input.	51/27	39/35
4. Authority for administrative decisions is delegated to the lowest possible level.	20/31	15/29
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	63/16	55/27
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	25/33	45/19
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	25/34	29/39
8. The school district has too many committees.	29/32	43/13
9. The school district has too many layers of administrators.	35/33	53/15
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	51/13	35/28
11. Central office administrators are responsive to school needs.	44/23	27/34
12. Central office administrators provide quality service to schools.	45/19	27/31

<sup>1</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-22  
COMPARISON SURVEY RESPONSES  
CLARKE COUNTY PUBLIC SCHOOLS TEACHERS AND  
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART G:  SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/ % ADEQUATE <sup>1</sup> + OUTSTANDING
	CLARKE COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
a. Budgeting	51/31	65/16
b. Strategic planning	39/33	47/24
c. Curriculum planning	42/53	52/41
d. Financial management and accounting	34/35	49/23
e. Community relations	46/50	53/38
f. Program evaluation, research, and assessment	36/44	42/38
g. Instructional technology	47/47	53/40
h. Pupil accounting	29/34	29/39
i. Instructional coordination/supervision	35/53	38/48
j. Instructional support	48/47	48/45
k. Federal Programs (e.g., Title I, Special Education) coordination	36/53	36/40
l. Personnel recruitment	25/38	40/35
m. Personnel selection	24/49	42/37
n. Personnel evaluation	39/50	41/48
o. Staff development	53/42	42/52
p. Data processing	20/43	21/34
q. Purchasing	19/47	33/30
r. Plant maintenance	46/28	41/37
s. Facilities planning	58/17	41/28
t. Transportation	32/45	32/46
u. Food service	30/55	41/47
v. Custodial services	41/50	44/49
w. Risk management	22/34	22/32
x. Administrative technology	20/36	24/34
y. Grants administration	16/41	21/32

<sup>1</sup> Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*. The *neutral* and *don't know* responses are omitted.