



EFFICIENCY REVIEW OF FRANKLIN COUNTY PUBLIC SCHOOLS

Final Report

Submitted to:

Dr. Charles Lackey
Superintendent
Franklin County Public Schools
25 Bernard Road
Rocky Mount, Virginia 24151

Submitted by:



2123 Centre Pointe Boulevard
Tallahassee, Florida 32308

May 12, 2008

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The Commonwealth of Virginia inaugurated the school efficiency review program in the 2004-05 school year as the governor's *Education for a Lifetime* initiative. 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 September 2007, MGT of America was awarded a contract to conduct an Efficiency Review of Franklin County Public Schools (FCPS). As stated in the Request for Proposals, the purpose of the study is to conduct an external review of the efficiency of various offices and operations within FCPS and to present a final report of the findings, recommendations, and projected costs and/or savings as recommended. The object of the review is to identify ways that FCPS could realize cost savings in non-instructional areas in order to redirect those funds towards classroom activities.

Overview of Franklin County Public Schools

Franklin County is in the Roanoke metro area. Located at a primary crossroads at the geographical center of Franklin County, the county seat is Rocky Mount. It is about 25 miles from Roanoke, 20 miles from Martinsville and about 45 miles from Lynchburg. Rocky Mount is a thriving small town that serves as the county's government, service, and business center, with about 6,000 residents. The Franklin County Public Schools (FCPS) division is located in Rocky Mount.

FCPS has one high school, two middle schools one on campus, and 11 elementary schools. A new elementary school, Windy Gap, is under construction with capacity for 350-400 students, and should be ready for occupancy in 2008. In addition, there is one specialty school for middle and high school students, the Gereau Center for Applied Technology and Career Exploration. FCPS serves approximately 7,400 students in Pre-Kindergarten through 12th grade, in a total of 15 schools. The school system employs over 900 employees, including approximately 537 teachers.

According to the FCPS web site, the division's mission statement is:

"The mission of the Franklin County Public Schools is to prepare students for life-long learning and employment and to enable them to participate as responsible family members and citizens of Franklin County and the world community."

The division is managed by the superintendent and the school board. The school board is responsible for the effective and efficient operation of the school division. The school system receives funds from all levels of government, including the local level. The Franklin County School Board consists of one member from each Magisterial District in the county (seven) and one member at large, for a total of eight school board members.

A chairman is selected from all the board members. The members are elected to a four-year term. On December 31, 2007, terms expire for members of four districts (Blue Ridge, Union Hall, Blackwater, and Gills Creek), including the current chairman. The board holds regular monthly meetings on the second Monday of each month, at 10:00 AM.

Review Methodology

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

- Be based upon a very detailed workplan 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 exemplary programs and practices as well as needed improvements.
- Document all findings.
- Present straightforward and practical recommendations for improvements.

With this in mind, our methodology primarily involved a focused use of Virginia 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 Franklin County Public Schools.

More than 100 documents were requested from FCPS. 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.
- 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 FCPS was conducted on October 8th through October 10th, 2007. MGT interviewed central office administrators and school board members concerning the management and operations of FCPS.

Employee Surveys

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, three online surveys were prepared and disseminated in October 2007. Through the use of anonymous surveys, division staff were given the opportunity to express their views about the management and operations of Franklin 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.

FCPS staff were given from October 11, 2007 through October 30, 2007 to respond. The FCPS response rates for the survey groups were as follows: seventy-six (76) percent of administrators returned a survey, as did 89 percent of principals/assistant principals and 50 percent of teachers. The review team compared all survey responses between the three employee groups and compared all FCPS administrators and teachers to those in the more than 40 districts where MGT has conducted similar surveys.

Complete survey results are found 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

MGT conducted the on-site review of Franklin County Public Schools the week of November 5, 2007, which included interviews with all division administrators at the school and central office; focus groups with all classifications of employees including food service, transportation, and instructional assistants; and individual interviews with all student services personnel. Also, employees in transportation and school custodians were interviewed individually. Additionally, the Board of Supervisors staff and other key stakeholders were interviewed as part of this review. The central office staff had compiled all available documentation in response to our data request list, and we collected information on policies, procedures, and division practices in all operational areas. As part of our on-site review, we examined the following FCPS systems and operations:

- Division Administration
- Financial Management and Purchasing
- Cost of Educational Service Delivery
- Human Resources 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 FCPS operations. During the on-site week, team members conducted detailed reviews of the structure and operations of FCPS in their assigned functional areas. Consultants visited all 15 schools as part of their review.

MGT hosted a community open house at Franklin County High School to allow school and division staff, as well as community members, to provide input in the process. Held on Thursday, November 8, 2007, turnout was mostly staff, and a few community members. In addition, MGT provided a Web site address for public input. Numerous comments were provided through this additional forum.

Overview of Final Report

MGT's final report is organized into nine chapters. **Chapters 1.0** through **8.0** present the results of the School Efficiency Review of Franklin County Public Schools. Findings, commendations, and recommendations are presented for each of the operational areas of the school division, which the review team was 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 Franklin County Public Schools.
- A summary of study findings derived from various data sources and through site visits.
- MGT's commendations and recommendations for each finding.

- A five-year fiscal impact for recommended costs or cost savings which are stated in 2008-09 dollars.

Chapter 9.0 of this report provides a summary of the fiscal impact for our recommendations.

Comparison Summary

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.

FCPS is one of 45 school divisions in the Commonwealth of Virginia identified in Cluster 4, and is one of the largest divisions in the cluster. The Virginia public school divisions selected for a sample comparison to FCPS are:

- Campbell County Public Schools
- Culpeper County Public Schools
- Pittsylvania Public Schools
- Amherst County Public Schools

Extensive exhibits illustrating how the peer school divisions compare to FCPS in terms of enrollment, demographics, funding, and student achievement for the most current school year available from the Virginia Department of Education Web site are found in **Appendix B**. Specific comparisons pertinent to findings in the functional areas MGT reviewed are presented within each chapter.

Key Commendations

Detailed findings for each commendation for exemplary practices are found in the full report in **Chapters 1.0** through **8.0**. Following are the major commendations for which Franklin County Public Schools is recognized.

- The FCPS School Board and administration are commended for containing legal services expenses (**Commendation 1-A**).
- Spending significantly less than its peer divisions in the area of administration, and significantly more on instruction, on a per pupil basis (**Commendation 2-A**).
- The formula used for the allocation of resources is equitable (**Commendation 2-C**).
- Outstanding accomplishment in delivering educational services to students in an efficient manner (**Commendation 3-E**).

- The achievements made in the Virginia Standards of Learning Assessments are laudable even as the division struggles to improve the salary structure for its employees (**Commendation 3-F**).
- Ensuring that employees have access to staff development opportunities by providing the funding needed for them to take advantage of those opportunities (**Commendation 4-B**).
- FCPS is commended for conducting a comprehensive analysis of school facilities and developing a 10-year facility master plan (**Commendation 5-A**).
- The maintenance department is commended for having blueprints digitized and copies of these CDs stored off-site and available to emergency personnel (**Commendation 5-C**).
- The division is commended for exceeding the recommended standards for maintenance personnel on a per square foot basis as established by American School and University guidelines (**Commendation 5-D**).
- FCPS provides custodial staffing levels that exceed the American School and University standard for schools with an enrollment exceeding 3,500 students on a per square foot basis (**Commendation 5-H**).
- The division has uniquely addressed the safe, secure transportation of elementary students by transporting students in grades K-5 on routes void of students in grades 6-12 (**Commendation 6-A**).
- The TSD provides technology training for all staff, students, and parents (**Commendation 7-A**).
- The TSD Instructional Technology Resource Teachers focus upon integrating technology into instruction through teacher training and lesson planning (**Commendation 7-B**).
- FCPS food services department has an attractive and informative Web site (**Commendation 8-A**).

Key Recommendations

Although this executive summary briefly highlights key efficiency issues in Franklin 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:

- Create a CD of school board meeting records and provide fire-rated storage for the CD copy of valuable school board meeting records (**Recommendation 1-1**).

- Develop and implement an annual school board self-assessment and strategic planning system (**Recommendation 1-4**).
- Reassign the duties/role of the board clerk from the director of business and finance to an employee designated by the superintendent (**Recommendation 1-5**).
- Review and update the policy manual as required by the Code of Virginia (**Recommendation 1-7**).
- Reorganize the Franklin County Public Schools central office by reassigning selected functions (**Recommendation 1-8**).
- Develop a site-based manual for principals (**Recommendation 1-12**).
- Reorganize the Franklin County Schools department of business and finance (**Recommendation 2-3**).
- Construct a zero-based site driven budget on a three year cycle (**Recommendation 2-6**).
- Use purchasing cooperatives to effect a more efficient and cost effective procurement system (**Recommendation 2-8**).
- Consider hiring one person to serve in the dual capacity as internal auditor and risk manager (**Recommendation 2-13**).
- Restructure the Title I program so that funding is available to BFMS-West and the Gereau Center to supplement SOL instruction (**Recommendation 3-3**).
- Restructure the human resources department and create a human resources specialist position to allow for a better distribution of the work and for greater efficiency in carrying out the functions of a human resources department (**Recommendation 4-1**).
- Restructure the division's performance evaluation system so that it becomes a system of components linked in such a way as to provide for the appraisal of employee performance, merit compensation, growth and development of the individual, and growth of the organization (**Recommendation 4-4**).
- Automate the operations of the human resources department and ensure that it is integrated with and operates as an entity of a division wide information technology system (**Recommendation 4-7**).
- Sell a minimum of nine mobile units when the Windy Gap Elementary School is built and occupied (**Recommendation 5-5**).

- Incorporate the rekeying of all school facilities into the capital improvement plan to be accomplished within the next five years (**Recommendation 5-10**).
- Use automatic product dispensing device for each custodial closet to reduce excessive use of custodial products (**Recommendation 5-13**).
- Employ a resource conservation manager to lower utility costs by developing a comprehensive energy conservation and recycling program (**Recommendation 5-17**).
- Remove the responsibility for calling parents from the bus drivers and place the responsibility with administrative personnel within the division (**Recommendation 6-2**).
- Implement an electronic response system or communication process to augment the current documentation process related to student discipline (**Recommendation 6-3**).
- Assure resources to complete the implementation of routing software as well as the complete analysis of all routes (**Recommendation 6-5**).
- Assure the resources to complete implementation of a 12 year replacement cycle of buses over the next five years (**Recommendation 6-6**).
- Hire an Instructional Technology Resource Teacher (ITRT) administrator (**Recommendation 7-2**).
- Develop a consistent disaster recovery/business continuity plan (**Recommendation 7-4**).
- Require all technology-related acquisitions to be managed by the technology services department (**Recommendation 7-6**).
- Provide training opportunities for technicians within the work calendar (**Recommendation 7-7**).
- Revise the FCPS organizational structure and chart so that the director of food services reports to the director of business and finance (**Recommendation 8-1**).
- Reduce food cost to best practices levels of 36 percent of total revenue (**Recommendation 8-7**).
- Reduce labor costs to best practices levels of 40 percent of total revenue (**Recommendation 8-8**).
- Assist students' families to complete information for the USDA free meals program (**Recommendation 8-10**).

- Improve service at the Franklin County High School cafeterias by replacing the four snack serving lines with two hot meal serving lines (**Recommendation 8-11**).
- Hire a part-time dietitian (**Recommendation 8-12**).
- Contact area school divisions to organize for cooperative purchasing of food and supplies (**Recommendation 8-13**).

Fiscal Impact

Based on the analyses of data obtained from interviews with FCPS personnel, parents, and the community at large, FCPS surveys, state and school division documents, and first-hand observations during the on-site visit, the review team developed 82 recommendations, 28 of which are accompanied by fiscal implications.

As shown in **Exhibit 1**, full implementation of the recommendations in this report would generate gross savings of \$3,784,495 over a five-year period. Costs for the period equal \$4,080,205 with a total one-time cost of \$13,620, to equal net cost of **\$309,330** over a five-year period. It is important to note that many of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2008-09 dollars and do not reflect increases due to salary or inflation adjustments.

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

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2008-09	2009-10	2010-11	2011-12	2012-13	
TOTAL SAVINGS	\$722,843	\$765,413	\$765,413	\$765,413	\$765,413	\$3,784,495
TOTAL (COSTS)	(\$806,041)	(\$818,541)	(\$818,541)	(\$818,541)	(\$818,541)	(\$4,080,205)
TOTAL NET SAVINGS (COSTS)	(\$83,198)	(\$53,128)	(\$53,128)	(\$53,128)	(\$53,128)	(\$295,710)
TOTAL ONE-TIME SAVINGS(COSTS)						(\$13,620)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						(\$309,330)

1.0 DIVISION ADMINISTRATION

1.0 DIVISION ADMINISTRATION

In this chapter the findings and recommendations for the overall organization of Franklin County Public Schools (FCPS) are presented. The major sections of the chapter include:

- 1.1 School Board Governance
- 1.2 Legal Services
- 1.3 Policies and Procedures
- 1.4 Organization and Management

CHAPTER SUMMARY

FCPS is effectively governed by an elected school board and managed by a superintendent with the assistance of the leadership team. The commendations and recommendations in this chapter focus on helping the school division continue on the path of improvement and preparing it to fully meet the needs of its students and the community it serves.

This chapter presents commendations and recommendations for actions and activities associated with division management, including:

Franklin County Public Schools is commended for:

- The FCPS School Board and administration are commended for containing legal services expenses.

Key recommendations for FCPS Division administration include:

- Create a CD of school board meeting records and provide fire-rated storage for the CD copy of valuable school board meeting records.
- Develop and implement an annual school board self-assessment and strategic planning system.
- Reassign the duties/role of the board clerk from the director of business and finance to an employee designated by the superintendent.
- Review and update the policy manual as required by the Code of Virginia.
- Reorganize the Franklin County Public Schools central office by reassigning selected functions.
- Develop a site-based manual for principals.

Results of the MGT survey related to this chapter are found in **Exhibit 1-1**. Discussion of applicable survey results follows in the chapter findings.

**EXHIBIT 1-1
FRANKLIN COUNTY SCHOOLS
SURVEY RESULTS**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers and administrators in our district have excellent working relationships.	73/5	88/0	61/13
2. Most administrative practices in our school district are highly effective and efficient.	74/5	91/0	55/15
3. Administrative decisions are made promptly and decisively.	74/0	88/0	62/18
4. Central Office Administrators are easily accessible and open to input.	84/0	88/0	44/24
5. Authority for administrative decisions is delegated to the lowest possible level.	37/16	63/13	23/22
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	74/5	92/8	65/18
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	58/0	84/13	39/29
8. Our school district has too many committees.	5/58	13/46	19/28
9. Our school district has too many layers of administrators.	16/74	0/92	23/38
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	89/5	88/4	63/12
11. Central office administrators are responsive to school needs.	95/0	92/4	52/17
12. School-based personnel play an important role in making decisions that affect schools in our school district.	73/0	87/8	49/17

Source: FCPS staff responses to MGT survey, 2007.

1.1 School Board Governance

Conditions in Franklin County Public Schools of importance to this review include:

- A new superintendent of schools was employed in July 2006, following a superintendent with four year tenure, and a previous superintendent who had long term tenure.
- Continued increases in student enrollments.
- Continuing difficulties securing adequate resources to meet the current demands to educate an increasing student population.
- Continuing difficulties securing adequate resources to fund facilities to meet the demands of an increasing student population.
- Many school board members have served multiple terms and bring many years of experience to their roles.

- A new school board member was elected during the period of this review.

The educational system in Franklin County Schools is the result of Commonwealth of Virginia legislation authorizing the establishment of city and county school divisions. Seven of the eight-member school board are elected from resident districts with one member elected at-large and as the chairperson with all serving concurrent four-year terms.

Exhibit 1-2 provides an overview of the members of the FCPS School Board.

**EXHIBIT 1-2
FRANKLIN COUNTY SCHOOLS
SCHOOL BOARD MEMBERS
NOVEMBER 2007**

NAME	TITLE	DATE OF BEGINNING SERVICE	TERM EXPIRES
P.D Hambrick	Chair	7/1/1993	12/31/11
Evelyn Cundiff	Vice Chair	1/1/2004	12/31/11
Stephen F. Brubaker	Member	1/1/2004	12/31/11
Carl W. Dudley	Member	1/1/1996	12/31/07
Edward C. Jamison (Replaces Mr. Dudley)	Member	11/06/07	12/31/11
Marilyn Starkey	Member	1/1/2002	12/31/09
William Helm	Member	7/1/1981	12/31/09
Stephen D. Flora	Member	7/1/1997	12/31/09
G. B. Washburn	Member	1/1/1996	12/31/09

Source: FCPS Superintendent's Office, November 2007.

Note: Mr. Flora has since resigned per FCPS staff.

Regular school board meetings are held on the second Monday of the month in the FCPS meeting room located in the Peggy S. Love Administration Building that easily accommodates the public. Regular meeting locations, dates, and times are published on the annual calendar and advertised as required by law. Closed session meetings are held prior to the regular meeting, unless otherwise noted, and occasionally at the end of the regular meeting. Special meetings, although rare, are advertised in advance through local media. The public is welcome to attend all regular meetings. Citizens wishing to address the school board are requested to notify the board clerk in writing, prior to 12:00 noon of the Friday before the meeting day and provide their name, address, telephone number, and topic to be addressed. The staff makes every effort to resolve the matter brought forth by the citizen, which reduces repeated topics. As a result, there are few public comments.

Closed meetings may include:

- Discussion of individual personnel.
- Student issues.
- Negotiations of material terms for purchase of property or a specific contract for employment.

- Attorney-client privilege as relates to litigation preparation and execution.
- Other matters as permitted under Commonwealth of Virginia law.

Minutes of all regular meetings are recorded by the school board clerk, transcribed and school board approved at the next regular meeting. Minutes are not maintained for closed meetings; rather, the board clerk prepares a record of motions and related votes.

The meeting agenda provides for public, administrative, and board member input. The superintendent and the school board clerk develop the agenda in collaboration with division staff. Information is compiled by the school board clerk to include in each school board meeting agenda and supporting agenda packet.

The school board meeting agenda typically is organized into the following sections with a closed meeting provision included, if needed:

- Convene meeting.
- Motion to enter closed meeting (if needed).
- Reopen meeting.
- Moment of silence/pledge of allegiance to the flag.
- Closed session certification.
- Review and approval of agenda.
- Review and approval of minutes.
- Review and approval of accounts and payrolls.
- Recognitions.
- Citizen comments.
- Old business.
- Personnel.
- Miscellaneous item and correspondence to division superintendent.
- Motion to enter closed meeting (if needed).
- Reopen meeting (if needed).
- Adjourn.

Following preparation of the agenda, and organization of supporting documents, the school board clerk creates a hardcopy version of the school board meeting agenda and packet. The secretary to the school board clerk creates a final hardcopy version and a computer copy. A final hardcopy version is available to board and for the regular distribution the Wednesday prior to the regular meeting on Monday.

Interviews with school board members reveal essential satisfaction with the information provided for each meeting and the availability of additional information, if needed.

FINDING

Important school board hard copy meeting records and supporting documentation (supplemental minutes) are prepared by the board clerk and the secretary places the material in regular file cabinets that are not in a regular storage cabinet that is fire rated. This situation can result in the destruction and loss of important records of school board actions should a fire or other disasters occur.

There is a backup copy on a computer, but not on a CD. Fires and/or severe weather could result in the loss of essential records.

Best practices suggest that duplicates of valuable records should be kept off the premises in safe storage or maintained in fire-rated vaults or cabinets on premises.

RECOMMENDATION 1-1:

Create a CD of school board meeting records and provide fire-rated storage for the CD copy of valuable school board meeting records.

The implementation of this recommendation should result in purchasing a fire-rated lockable storage cabinet. This cabinet should be used to store the CD records that have not yet been placed in the division vault for permanent storage. Additionally, hardcopy supplemental minutes should be scanned and placed on a CD for storage along with the regular minutes.

This recommendation should ensure that important records of board actions would not be lost in the event of a severe catastrophe.

FISCAL IMPACT

This recommendation could be accomplished by purchasing one small, lockable fire-rated safe-box. Office supply and other stores offer a safe-box that can easily contain over 100 CDs at less than \$70. The total one-time cost for implementation of this recommendation should be \$70. This recommendation can be accomplished with an estimated one clerical hour per meeting.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase One Small, Lockable Fire-Rated Safe-Box	(\$70)	\$0	\$0	\$0	\$0

FINDING

The printout of accounts payable is not distributed in advance of the board meeting. The list of accounts payable for approval are provided at the day of the board meeting resulting in inadequate time for review prior to voting.

The board members who were interviewed expressed concern that they receive the list of accounts payable for board approval when they arrive for the board meeting. Although all other information for the board meeting is sent to board members in advance, the accounts payable information is not sent due to the cutoff of invoices the Friday before the Monday of the board meeting, by administrative practice. Some board members indicated that some years before, the board chair and/or selected board members serving as an audit committee would review the accounts payable in advance of the meeting. That practice no longer takes place.

A more effective practice for the division would be to distribute accounts payable well in advance of the board meeting.

RECOMMENDATION 1-2:

Distribute to board members the list of accounts payable at least three days prior to the board meeting.

The implementation of this recommendation should result in providing the school board members important fiscal information sufficiently in advance to permit the thoughtful review and development of any needed questions. Furthermore, the members should have ample time to call the division contact person to answer those inquiries.

Implementation of this process should contribute to a more efficiently run school board meeting.

FISCAL IMPACT

This recommendation could be implemented at no additional cost or additional labor since the information could be distributed along with the regular packet and in advance of the meeting.

FINDING

Board policy regarding orientation of school board members reflects the requirements of the code and supports active member involvement in training activities by the Virginia School Boards Association (VSBA); however, there is no evidence that a local, formalized new board member orientation program has been developed for repeated use following each election.

Following their election, no evidence was provided that all new board members received correspondence from the superintendent providing copies of documents as required by Commonwealth law. Consequently, new members are not being provided an orientation to local policy, procedures, division organizational structure, strategic plans, budget, and other important documents.

Records do show board and superintendent involvement in state-level training and other meetings, which includes orientation to Commonwealth of Virginia Code and related information. This training has been provided through conferences offered by the VSBA and other activities.

RECOMMENDATION 1-3:

Develop and implement a school board member local orientation and development program.

Implementation of this recommendation should result in the development of a comprehensive local school board member development program that, minimally, should cover the following topics:

- The role of the board member as reflected in Commonwealth of Virginia law and by best practices. The National School Boards Association (NSBA) and VSBA can provide valuable information for this portion of the training.

- Policy development.
- Effective community and media relations.
- Use of technology in carrying out board responsibilities.
- Boardmanship.
- Development of strategies designed to enhance relationships with other governmental bodies.
- A review of the division's planning documents and related processes for their development/updating.
- A review of the division's budget and associated development and adoption time-lines.
- Other local items that are deemed important to include.

The program should be implemented over a scheduled series of meetings allowing the participants to assimilate information in an orderly and systematic fashion and avoid overloading participants with too much information at any one session.

A board development program can be developed in conjunction with the VSBA. An additional resource for board development can be secured from NSBA. In addition, the board and superintendent may wish to secure the services of an independent consultant/facilitator.

FISCAL IMPACT

The cost of this recommendation cannot be estimated until the program is designed and decisions are made as to where training services are to be obtained; however, the program can be developed and implemented by the division at no additional cost by obtaining information from VSBA that outlines the topics to be presented. Staff time for accomplishing this recommendation could involve an estimated eight hours of administrative time, four hours clerical time, and at least one school board discussion session.

FINDING

The school board neither engages in a formal self-assessment process nor engages in the strategic planning process; therefore, the board does not have a process for determining effectiveness or planning for improvement.

The current practice does not permit the board to critically examine its effectiveness nor does it provide assurances that the strategic documents have been properly reviewed and have their needed input.

Best practices suggest that completion of a self-assessment instrument(s) provided to a facilitator prior to work session discussions as a means to guide preparations, can lead to a more effective process. In addition, the role in strategic planning for the division by

the board is paramount. The board should set targets and measurable results so as to assure a system of reporting and accountability for its administration.

RECOMMENDATION 1-4:

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

Implementation of this recommendation should result in conducting an annual self assessment. **Exhibit 1-3** shows a sample assessment instrument that could be employed. Additionally, the VSBA could provide additional recommended processes.

**EXHIBIT 1-3
SAMPLE BOARD SELF-ASSESSMENT INSTRUMENT**

Meeting Evaluation

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

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

My best suggestion for improving our next meeting is...

Source: Created by MGT of America, 2005.

Providing feedback, both formally and informally, is fundamental in any improvement process. Structured feedback in the form of an evaluation instrument can supplement honest, ongoing dialogue and discussion. Governing boards in any organization can improve their performance through a formal self-evaluation in addition to an informal feedback process. Implementing this recommendation can be a significant step toward supporting board accountability, providing a medium for reporting governance activity, and setting governance improvement goals. All of the school board members indicated during interviews the need for such a regular school board development activity. Some special focus areas include the appropriate roles of board members with regard to strategic planning, accountability, involvement in personnel matters, and so forth.

In conjunction with conducting a self assessment process, the board should become involved in a strategic planning process, ensuring that the division's goals, board improvement initiatives along with other important actions are developed and included. The board could choose to implement the strategic planning involvement through either a standing committee or an ad hoc committee. In either instance the superintendent should be involved.

FISCAL IMPACT

The self assessment portion of the recommendation can be implemented with the cost of a facilitator at a per diem rate. It is estimated that the process would encompass a total of eight hours of a facilitator's time. A professional fee for this service should not exceed \$800. The use of a facilitator can be limited to the first year; thereafter, a professional development staff member could be assigned this task.

The cost of involvement in strategic planning could include the time and effort of the superintendent, board clerk, and board members; however, the quantity of time cannot be estimated.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Use of 8 Hours of Facilitator's Time	(\$800)	\$0	\$0	\$0	\$0

FINDING

The duties of the school board clerk are completed by the director of business and finance and assisted by the director's secretary.

Currently, the director of business and finance has extensive other responsibilities and serving as the clerk detracts from the business role.

This has been a long-standing assignment and responsibility of the director. As the director's role has expanded over the years and the financial/business functions have become more time consuming, it is appropriate to reassign the role of board clerk to another position within the superintendent/board's office.

RECOMMENDATION 1-5:

Reassign the duties/role of the board clerk from the director of business and finance to an employee designated by the superintendent.

Implementation of this action should result in the director of business and finance having time to devote full attention to the many pressing duties of his assignments and the supervision/coordination of direct reports and the additional direct report of another office, as proposed in **Recommendation 1-8**.

Assign the duties of the preparation of the agenda and minutes to an employee designated by the superintendent and approved by the board. Clerical assistance and filing of records could be shifted to the superintendent's secretary.

FISCAL IMPACT

This recommendation could be implemented at no additional cost to the division other than the time a secretary may spend attending school board meetings outside of the regular work day. The cost is estimated at \$2,108 based on 12 school board meetings of four hours each and an estimated 48 hours of overtime for one secretary. This figure includes a base hourly wage of \$22.90 plus fringe benefits of \$6.87 per hour, extended by 1.5 for overtime. The five-year cost is estimated to be \$10,540.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Estimated Cost for Secretarial Coverage at School Board Meetings	(\$2,108)	(\$2,108)	(\$2,108)	(\$2,108)	(\$2,108)

1.2 Legal Services

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

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

FINDING

The school board does not have a written contract with the attorneys and firms providing routine legal services. Additionally, there is no record of the assessment of services even though personnel and school board members report a high degree of satisfaction with the current providers.

There is no record of a formalized agreement between the FCSB and its general counsel. Typically, legal services are obtained through a local firm in an appropriately styled retainer agreement with the school board. This agreement provides a fee structure and describes services and conditions under which other firms may be secured. In the FCPS, the general counsel whose firm has represented the division for many years does not have a formalized agreement.

When Mr. Clyde Perdue, (Raine & Perdue), assumed the role in 1999, after his partner (Mr. Raine) retired after serving in the role for many years, Mr. Perdue continued the on-going, verbal relationship without a written contract, or retainer, and at a modest, hourly fee of \$90 that has not been altered in eight years.

There is no record of a formalized agreement between the FCSB and outside attorneys. Generally, school boards approve provisions that establish the procedures for placing an outside attorney or legal firm under retainer contract to the administration to provide

general counsel and/or specialized counsel as the need arises. Such situations can occur when the school board must hear and act upon a challenged adverse personnel recommendation from the superintendent. This situation can arise in other matters as well when the board's attorney cannot provide representation. There is a need in the district to have specialized counsel in the area of special education and human resources when the board attorney/division administration needs such specialized assistance. No records of such provisions or contracts are evident.

While the costs for legal services are kept to a minimum, it is common practice to establish a contract with those attorneys or firms providing services. Periodically, the services need to be reviewed and formally assessed by the school board and administration.

RECOMMENDATION 1-6:

Establish a written school board approved contract for legal services and assess those services annually.

The implementation of this recommendation should result in the creation of a standard contract for legal services. Such a contract should include provisions for standard hourly fees for attorney, paralegal, clerical assistance, expenses, and other cost items. Additionally, the types of services to be provided including attendance at board meetings and student hearings, consultations, contract reviews, and other matters should be addressed. The contract should state if on retainer or simple hourly fee basis or combination and provide for a termination clause.

Additionally, implementation of this recommendation should include the periodic assessment of the legal services to ensure that client needs are being met at the most optimum cost possible.

FISCAL IMPACT

This recommendation could be implemented with a minimum number of administrative and clerical hours in its development.

FINDING

Costs for legal services have been reasonably consistent and contained during the past three years, with one exception due to special education legal costs in 2005-06.

Areas of special education, student disciplinary activity, and issues in human resources are particularly troublesome and require special legal expertise. These areas are typically complicated by the complexities of federal requirements and the relationship to local and state regulations, coupled with the school system's need to maintain an orderly educational environment and handle complex personnel matters.

Expenditures have been kept to a minimum by limiting the use of services at school board meetings and with careful management of student hearings, special education protocols, and human resources.

Exhibit 1-4 shows FCPS legal expenses as reported to MGT consultants for years 2004-07.

**EXHIBIT 1-4
FRANKLIN COUNTY SCHOOLS
LEGAL EXPENSES
2004-05 THROUGH 2006-07**

VENDOR	2004-05	2005-06	2006-07
Raine & Perdue	\$7,299.00	\$14,034.00	\$11,430.55
Reed Smith, LLP	\$8,020.08	\$31,602.32	\$1,762.60
Gentry, Locke, Rakes & Moore	\$14,255.51	\$9,202.94	\$13,355.69
Total	\$29,954.59	\$54,839.26	\$26,548.84

Source: FCPS Office of the Superintendent, 2007.

When compared to other school systems reported in the MGT database, FCPS expenses compare very favorably. MGT's database shows that legal services in other districts/divisions typically range from a low of \$3.70 to over \$14.92 with some as high as \$60 on a per student basis. With an enrollment of 7,420, FCPS is spending approximately \$3.30 per student in the most recent year. With the exception of 2005-06 with expenses for counsel for special education costing \$28,105.97, the legal costs are well contained.

This practice ensures that monies spent on legal costs are kept low so funding is spent on instruction.

COMMENDATION 1-A:

The FCPS School Board and administration are commended for containing legal services expenses.

1.3 Policies and Procedures

The development of policy and procedures constitutes the means by which an organization can communicate expectations to its constituents, ensure internal consistency of practice, and establish limits for executive authority as provided by law. 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.

Commonwealth of Virginia law (22.1-253.13:7) contains specific provisions governing school board policy. The law requires that policies be up-to-date and reviewed at least every five years and revised as needed. The policies must address the following eight overall areas:

- A system of two-way communication between employees and the local school board and its administrative staff.

- The selection and evaluation of all instructional materials purchased by the division, with clear procedures for handling challenged controversial materials.
- Standards of student conduct and attendance, and related enforcement procedures.
- School-community communications and involvement.
- Guidelines to encourage parents to provide instructional assistance to their children.
- Information about procedures for addressing school division concerns with defined recourse for parents.
- A cooperatively-developed procedure for personnel evaluation.
- Grievance, dismissal procedures, and other procedures as prescribed by the General Assembly and school board.

The policies have been codified using a numeric system as reflected in **Exhibit 1-5**. The policy manual is composed of chapters or major classifications, each containing a detailed table of contents. Individual policies are coded within these chapters. The manual contains an alphabetical subject and topical indices in the front of the document following an overall table of contents.

Exhibit 1-5 presents the FCPS policy manual classifications (chapters), titles, and policy codes.

**EXHIBIT 1-5
FRANKLIN COUNTY SCHOOLS
SCHOOL BOARD ORGANIZATION OF POLICY HANDBOOK**

CLASSIFICATION	SECTION TITLES	POLICY CODES
100	School Board Bylaws	1.1-1.44
200	Community Relations	2.1-2.46
300	Administration	3.1-3.39
400	Business/Operations	4.1-4.69
500	Personnel	5.1-5.57
600	Instruction	6.1-6.65
700	Students	7.1-7.63

Source: FCPS School Board Policy Manual, 1995.

FINDING

The majority of provisions in the policy manual have neither been reviewed and adopted nor placed on the division Web site within the required time limits of Commonwealth law or DOE directives constituting a need to be in compliance with requirements.

The FCPS policy manual is not current with regard to the code. Less than 5 percent of the policies/bylaws sampled have been updated since 1987.

The MGT survey indicated only 58 percent of the central office administrators and 59 percent of the school administrators responded positively that Board of Education members work at setting or revising policies, and 39 percent of the teachers responded only good or excellent.

The VSBA best practice policy service is but one way for providing usable updates and bringing the manual into compliance.

Failure to bring policies up to date can result in audit citations and could result in expensive litigation should outdated policies be challenged or appropriate policies developed and adopted to cover various situations be inappropriate.

RECOMMENDATION 1-7:

Review and update the policy manual provisions as required by the Code of Virginia.

Implementation of this recommendation should be accomplished as soon as possible to ensure that all policy provisions are consistent with the Code and other controlling regulations.

Reviewing and updating the policy manual provisions ensures that the school board and division are in compliance with essential rules and serves to protect the board and administration legally.

The school board has a membership in the VSBA that could also include the policy update service. While the VSBA coding system differs from that used by FCPS, the updated policy provisions could be easily encoded to match the division's manual and, once approved by the board, incorporated. Upon contracting with VSBA, the division should receive a complete VSBA model manual that can serve to guide policy review and development processes and will minimize the quantity of administrative and clerical support time necessary to complete the process. The VSBA service is one effective way for providing usable updates and bringing the manual into compliance.

FISCAL IMPACT

Implementation of this recommendation could be accomplished with an annual expenditure of \$3,480 to the VSBA. The five-year cost of this service would be \$17,400.

Staff time for accomplishing this recommendation cannot be accurately estimated until a plan for coordination of implementation is established.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase Policy Update Service from VSBA	(\$3,480)	(\$3,480)	(\$3,480)	(\$3,480)	(\$3,480)

1.4 Organization and Management

Section 1.4 reviews the FCPS organization, decision making, management, planning and accountability, public information, and school organization and management functions.

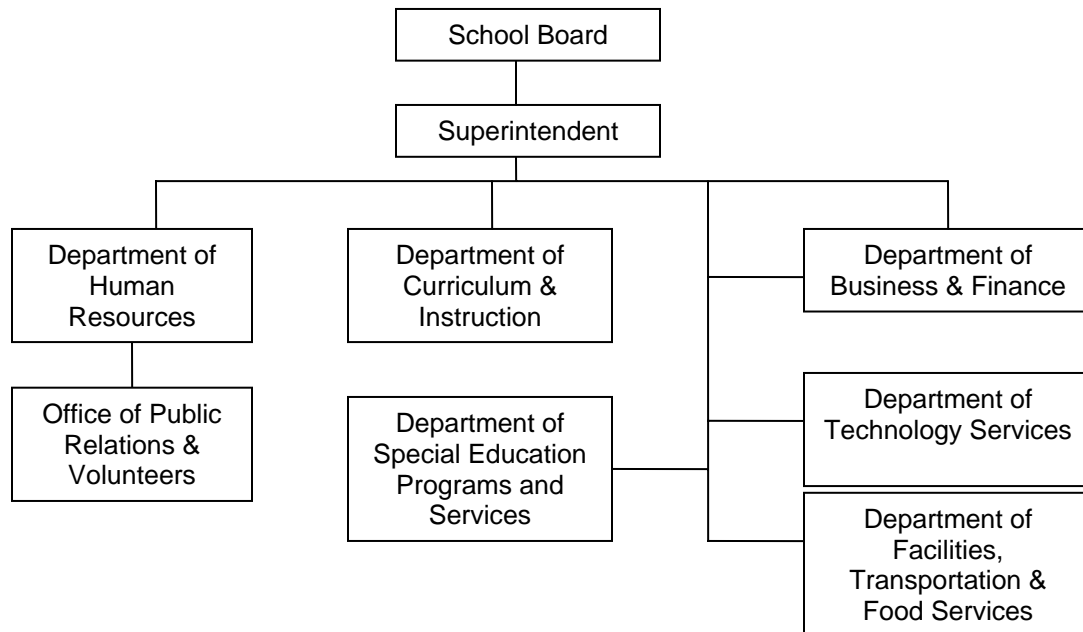
The executive and administrative functions of FCPS are managed through a system that is organized into line and staff relationships that define official spans of authority and communication channels.

FCPS has three primary layers within the central office. These layers facilitate communication of information and decisions through the system and to its public.

As shown in **Exhibit 1-6**, FCPS is a relatively traditional organization with the three primary layers of central office authority under the superintendent: the assistant superintendent and five directors; a series of directors/assistant supervisors, as well as the principals; and coordinators.

For a school system with an enrollment of slightly over 7,000 that is gradually increasing, this organization and its staffing represents, in the review team’s experience, a conservatively structured organization, leanly staffed, and appropriate to the roles and responsibilities of central office. However, the structure needs to be reorganized to reflect actual reporting relationships. Additionally, some changes in reporting relationships and titles is warranted, in order to better articulate roles, to increase organizational effectiveness, efficiency, clarify supervisory and reporting relations, define evaluators, and improve the flow of communication.

**EXHIBIT 1-6
FRANKLIN COUNTY SCHOOLS
CURRENT ORGANIZATION STRUCTURE
NOVEMBER 2007**



Source: Prepared by MGT of America, November 2007.

FINDING

The current division organization chart is neither accurate with regards to actual reporting relationships/chain of command nor effective on a functional basis.

During the course of interviews with staff it became evident that actual reporting relationships on a daily basis did not reflect the current published organization chart. For example, the director of food services had not been reporting to the director of facilities and transportation, as depicted on a 2007 organization chart. Other inconsistencies that have been identified by consultants include:

- Within business and finance, a director reporting to another director.
- Public relations assigned to human resources, an unrelated function.
- Special education not aligned with curriculum and instruction.

This lack of functional alignment creates workload difficulties that can be easily resolved by taking actions to reassign selected functions.

RECOMMENDATION 1-8:

Reorganize the Franklin County Schools central office by reassigning selected functions.

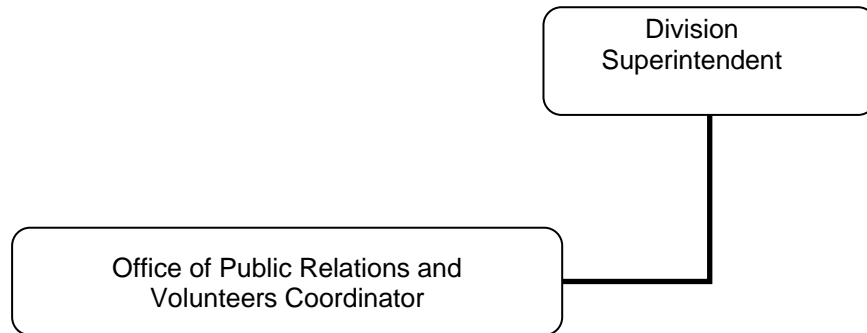
Implementation of this recommendation should result in the following actions:

- Reassigning the office of food services and the position of director of food services from the department of facilities and transportation to the department of business and finance. Functionally, the director of facilities and maintenance has not been responsible for the office of food services.
- Changing the title of the director of business and finance to executive director of business and finance to better reflect the key role of that position as well as the increased responsibilities with reorganization of that department (see above) and to resolve the matter of a position with a title of director reporting to another position that is titled as a director.
- Reassigning the office of public relations and volunteers from the department of human resources to the division superintendent.
- Reassigning the department of special education programs and services from a direct report to the division superintendent to a direct report to the assistant superintendent for curriculum and instruction.
- Reassign the coordinator of federal programs, planning, and testing from the director of K-5 curriculum to a shared report to both curriculum directors.
- Create a position of human resources specialist reporting to the director of human resources.

This restructuring should accomplish the following:

- Assure the close, necessary linkage of public relations and community engagement with the division superintendent and places the coordinator in a direct reporting relationship to the division superintendent, with whom the coordinator has the most contact. There has not been a rational connection with the office of public relations and volunteers and the department of human resources and its director. Both of these individuals reported a lack of connection, congruence, and fit of the two offices. **Exhibit 1-7** shows the proposed reorganization of the superintendent's office.

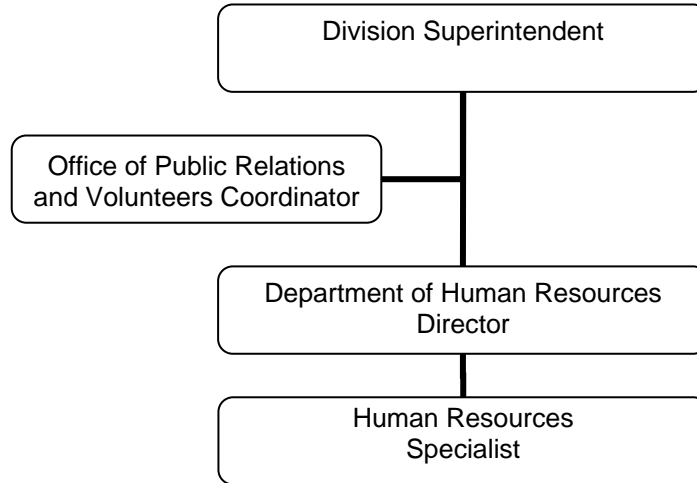
**EXHIBIT 1-7
FRANKLIN COUNTY SCHOOLS
PROPOSED ORGANIZATION STRUCTURE
OFFICE OF THE SUPERINTENDENT**



Source: Created by MGT of America, November 2007.

- Allows the director of human resources to fully focus on the specialized area of human resources by the reassignment of the office of public relations and volunteers from the department of human resources to the division superintendent. **Exhibit 1-8**, shows the proposed organization of the department of human resources.
- Expands the knowledge base and service level in the department of human resources by creating a position of human resources specialist reporting to the director of human resources.

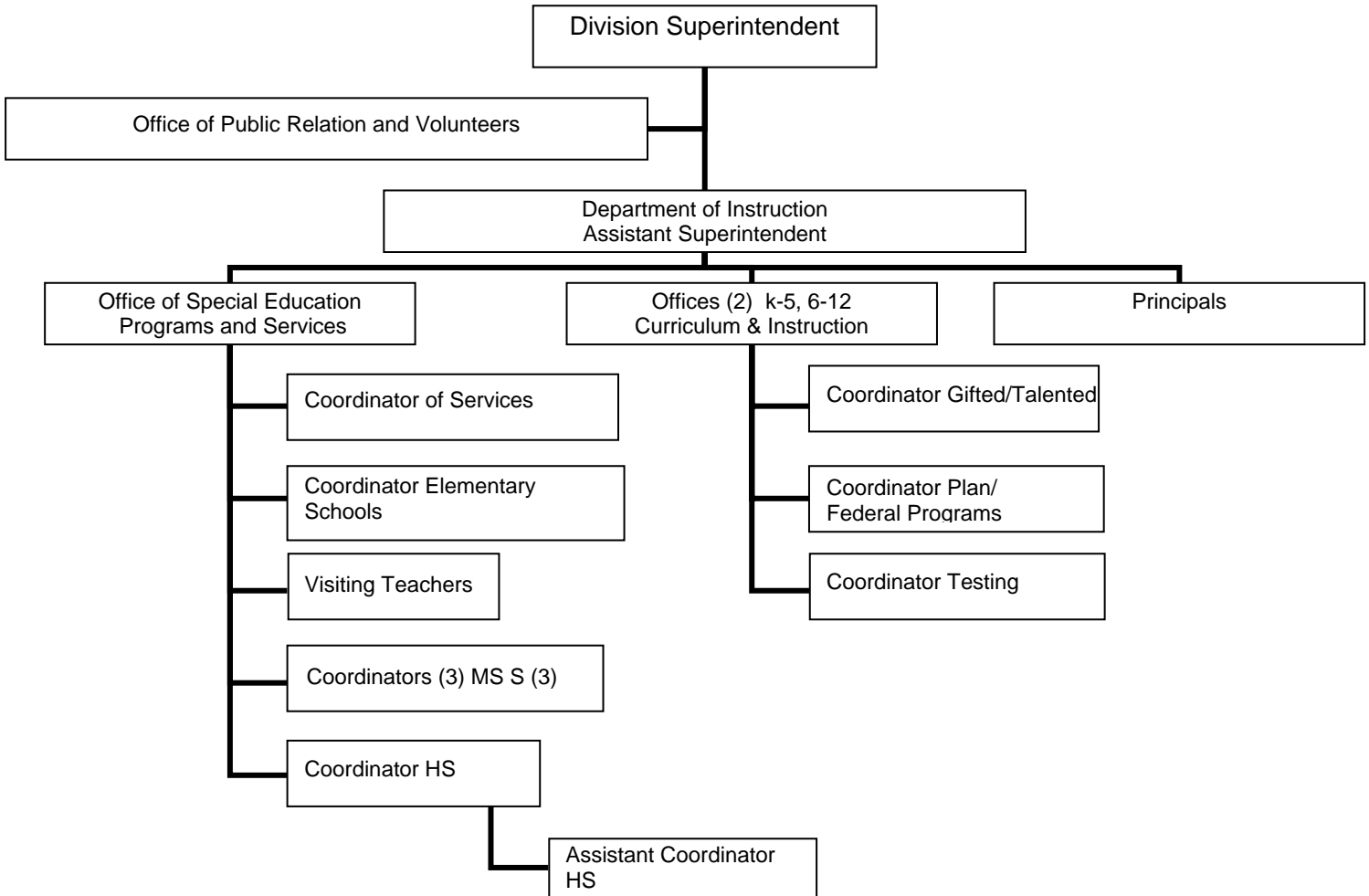
**EXHIBIT 1-8
FRANKLIN COUNTY SCHOOLS
PROPOSED ORGANIZATION STRUCTURE
DEPARTMENT OF HUMAN RESOURCES**



Source: Created by MGT of America, November 2007.

- Integrates the curriculum and instruction and special education programs and services. The current separation of the department of curriculum and instruction and the department of special education creates challenges and communication issues with regard to principals, as well as implementation and supervision of programs and services. With the initiative of the Response to Intervention model to identify and address the many challenges of assisting students with special learning needs, it becomes increasingly important for districts to seek ways to better coordinate the regular curriculum and interventions available prior to formally classifying students. Given the fact that the division's percentage of special education students of 18.4 percent is higher than the state's 14 percent and national 12 percent, it becomes increasingly critical to integrate and coordinate the programs and services to best serve students and to coordinate administrative efforts to deliver programs and services. This change assigns control of all aspects of instructional programming to the assistant superintendent. **Exhibit 1-9** shows the proposed organization of the department of curriculum and instruction.
- Facilitates a better flow of communication, providing for improved vertical and horizontal articulation, within the department and division by having all of the coordinators of education programs/services reporting in the same manner to both of the directors of curriculum as is shown in **Exhibit 1-9**.

**EXHIBIT 1-9
FRANKLIN COUNTY SCHOOLS
PROPOSED ORGANIZATION STRUCTURE
DEPARTMENT OF CURRICULUM AND INSTRUCTION**

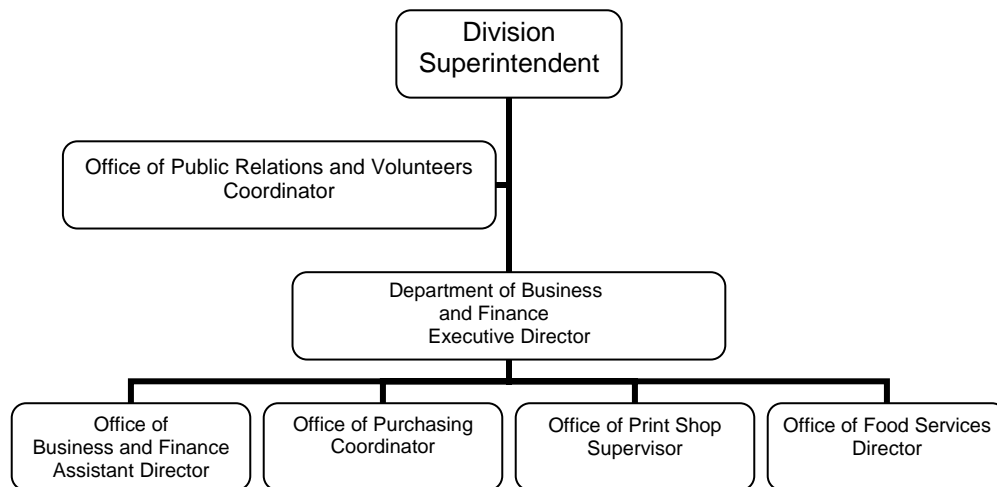


Source: Created by MGT of America, November 2007.

- Changes the title of the director of business and finance to executive director of business and finance to reflect the key role of that position as well as recognizes the increased responsibilities resulting from reorganization of that department with the assuming of responsibility for supervising the office of food services. The change of title resolves the issue of a position with a title of director reporting to another position that is titled as a director. **Exhibit 1-10** shows the proposed organization of the department of business and finance.
- Places the department of food services within the department of business and finance, where the many aspects of business and finance in the food services area are a better match than within the department of facilities and maintenance. In actuality, the department of food services has not been actively supervised by the

director of facilities and maintenance as neither of the two directors were aware of such an expectation. The director of food services is under the assumption that he reports to the assistant superintendent for curriculum and instruction, whereas the assistant superintendent is unaware of such a relationship. Given the size of the FCPS Division, the office of food services is a better fit with the department of business and finance than with facilities and transportation. **Exhibit 1-10** shows the proposed organization.

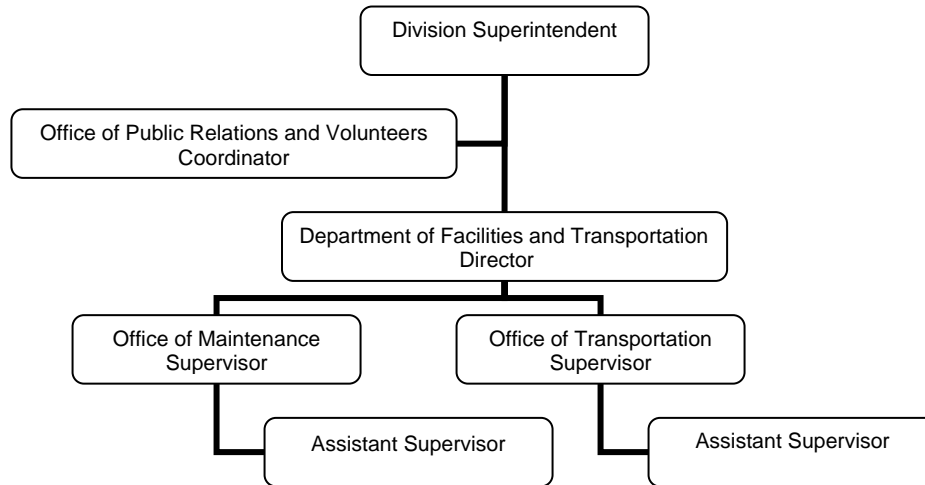
**EXHIBIT 1-10
FRANKLIN COUNTY SCHOOLS
PROPOSED ORGANIZATION STRUCTURE
DEPARTMENT OF BUSINESS AND FINANCE**



Source: Created by MGT of America, November 2007.

- **Exhibit 1-11** shows the reorganized department of facilities and transportation and reflects the reassignment of the office of food services.

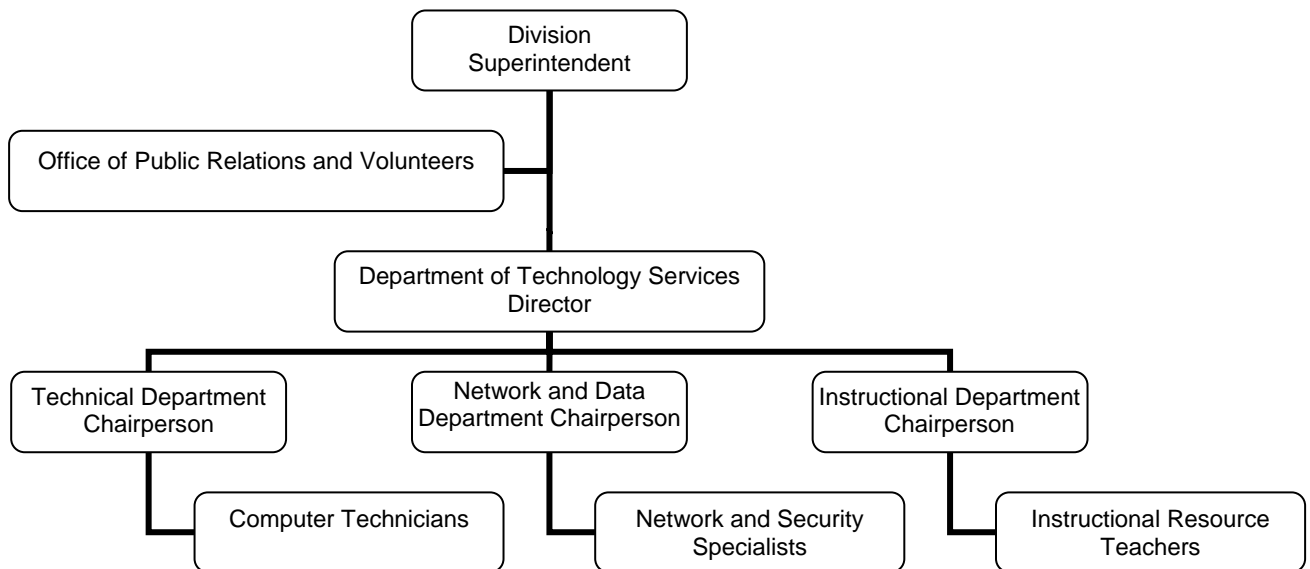
**EXHIBIT 1-11
FRANKLIN COUNTY SCHOOLS
PROPOSED ORGANIZATION STRUCTURE
DEPARTMENT OF FACILITIES AND TRANSPORTATION**



Source: Created by MGT of America, November 2007.

The department of technology services does not undergo change from the current organization chart and reporting relationships. **Exhibit 1-12** shows the current organization of the department.

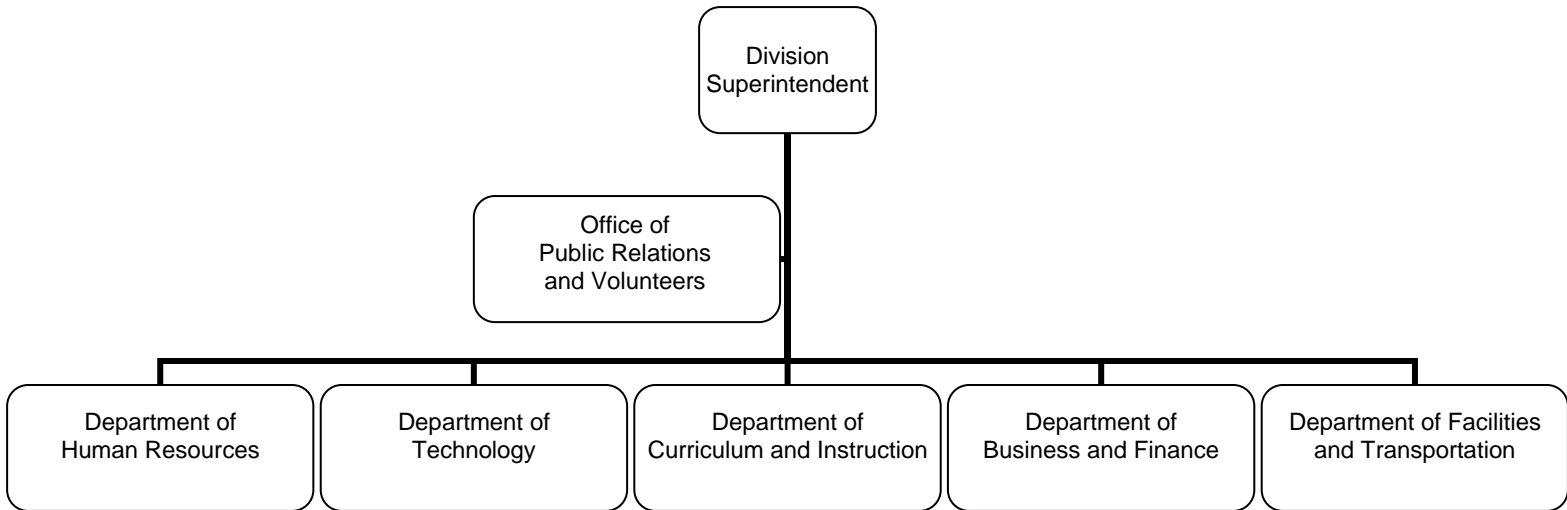
**EXHIBIT 1-12
FRANKLIN COUNTY SCHOOLS
CURRENT ORGANIZATION STRUCTURE
DEPARTMENT OF TECHNICAL SERVICES**



Source: Prepared by MGT of America, November 2007.

Exhibit 1-13 shows the overall recommended realignment of functions and proposed organization for FCPS. Implementation of this recommendation should be consistent with the board and superintendent’s overall goals, reflect an effective and efficient span of control, improve horizontal and vertical communications among departments and offices, and formalize an accurate chain of command.

**EXHIBIT 1-13
FRANKLIN COUNTY SCHOOLS
PROPOSED ORGANIZATION**



Source: Created by MGT of America, November 2007.

FISCAL IMPACT

This recommendation can be accomplished at an estimated cost of \$52,480 for the creation of one human resources specialist. The five-year cost could be \$262,400. The cost for this position is based on a salary of \$40,800 plus fringe benefits of \$11,680 for an annual cost of \$52,480.

However, extensive administrative and support personnel time could be needed to complete the revision of job descriptions, developing directives and procedures for implementation, and other tasks associated with implementation.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Create One Human Resources Position	(\$52,480)	(\$52,480)	(\$52,480)	(\$52,480)	(\$52,480)

FINDING

The performance of principals has not been consistently conducted each year by assigned supervisors resulting in a lack of accurate performance data upon which to make important personnel decisions.

There is a lack of consistency in both the implementation and the process for assessing principals’ performance. Some principals report not having been evaluated while others

report only sporadic evaluations. When queried, the principals neither expressed knowledge of the criteria upon which their evaluations are based nor an established process for the evaluation.

Best practices include that performance criteria should be clearly developed and communicated to personnel and performance reviews conducted on a regular basis.

RECOMMENDATION 1-9:

Create a standardized process and criteria for annual evaluations of experienced principals and semi annual evaluations for principals with less than three years experience.

Implementation of this recommendation should result in the development and implementation of evaluation criteria and a complete process for the assessment of principals' performance. The evaluation instrument should include, minimally, the following elements:

- Research based principal's skills effectiveness.
- Stated school improvement goals that are defined annually.
- Provide quantitative and qualitative data evidence of accomplishment of established goals.
- Provide for the development of professional development related to defined needs.
- Other material criteria as established in the development of the evaluation instrument and related processes.

Generic forms that could be utilized to guide the development of the division's assessment forms and processes can be obtained from the American Association of School Administrators.

FISCAL IMPACT

This recommendation could be accomplished at no additional cost but will involve time and effort of assigned administrative and clerical personnel. The quantity of time involved cannot be accurately estimated.

FINDING

The relationship between the FCPS Board of Education and the Franklin County Board of Supervisors is reported as contentious and not positive.

Both school board members and Franklin County Board of Supervisors have disagreed on numerous issues important to the school division. It is reported that the Franklin County Board of Supervisors believes that the information provided by the school board and administration of the division is inadequate to support requests for additional

support. Meanwhile, school board members and administration believe that the Franklin County Board of Supervisors needs to understand their situation and provide better support for the schools and students.

During the past years there have been ongoing instances where the two boards have had issues that have continued to make communications, mutual respect and support development very difficult.

The superintendent and the county administrator do meet somewhat regularly to discuss various matters; however, there is a need for the leadership of the two boards to establish a better working relationship.

In situations where school systems are fiscally dependent upon an external governing unit, extraordinary efforts must be developed and maintained to ensure mutual trust and support. Such is the need in Franklin County.

RECOMENDATION 1-10:

Improve communications, support, and collaboration between the FCPS and Franklin County Board of Supervisors.

A first step in implementation of this recommendation should include the refining of the six-year plan as proposed in this chapter (**Recommendation 1-11**). The process associated with its final development should involve a representative from the Franklin County Board of Supervisors and their administration. Emphasis should be placed on understanding the data driven goals of the division and precisely what the identified needs are to ensure their attainment.

Rather than dwelling on the past issues, it is important for future planning that the FCPS Board and administration extend themselves to set up regular meetings with the Board of Supervisors and staff, identifying means for resolving issues to build mutual trust and support so that all parties can take actions in the best and most practical ways feasible.

FISCAL IMPACT

Implementation of this recommendation could take a considerable quantity of time and effort on the part of the two boards and their assigned administrative staff. They may wish to utilize an external facilitator for initial meetings as a means to establishing effective communications and understanding. If this is determined to be the case, then they could expect to expend approximately \$100 per hour plus expenses; however, an accurate estimate of cost cannot be made until such a decision is made.

FINDING

The current six-year plan lacks clear targets to gauge progress resulting in no clear method for determining progress.

The six-year plan contains many process strategies and activities, but there is a clear lack of metrics to evaluate whether or not the processes are achieved and at what level is the success. The plan includes 11 major goals, each with supportive goals and objectives. The plan does not specify the positions or department to be held accountable

for accomplishment or a time line to guide planning and implementation to meet desired outcomes.

A best practice in the development, monitoring, and updating of a strategic plan can be obtained from Roanoke City Schools. A discussion of their commendable plan can be seen at the Virginia Department of Education's Web site listing the studies of Virginia school divisions.

RECOMMENDATION 1-11:

Develop clear targets to gauge progress made toward achieving the goals and objectives of the six-year plan.

Implementation of this recommendation should include an examination of the best practice model strategic plan development that has been implemented in Roanoke City Schools. The Roanoke plan is well organized, cites specific outcomes in data terms, provides for an efficient method for determining the status of all tasks on a daily basis, clearly identifies responsibilities, and provides important deadlines.

The superintendent and board may wish to consider establishing a working committee to accomplish the tasks associated with this recommendation. These tasks, minimally, should include:

- Establishing the needed relationship with the Board of Supervisors for a representative to the process.
- Contact with Roanoke City Schools for details associated with their best practices plan.
- The actual updating process.

The need to better articulate and report to the board and public the progress being made toward achievement of the objectives of the six-year plan should greatly strengthen the division's level of accountability for its work, and better demonstrate to the public and Board of Supervisors the high quality of work being done by the FCPS. Additionally, as the plan is updated it should be designed to include the resources necessary to reaching stated outcomes and the source of the resources, be they personnel or fiscal or both.

FISCAL IMPACT

The cost associated with this recommendation cannot be accurately estimated; however, MGT believes it will entail considerable employee time that includes establishing the needed relationship with the Board of Supervisors for a representative to the process, contact with Roanoke City Schools for details associated with their best practices plan, and the actual updating process.

FINDING

The division has not developed a site-based handbook or manual to guide new and veteran principals in effective school management.

Although the staff, principals and central office, have expressed that the philosophical and functional mode of operation for the division is site based, there is no clear evidence supporting that assertion. The MGT survey indicates that central office and building administrators feel positive (73 percent and 87 percent) that school-based personnel play an important role in making decisions that affect schools. Only 49 percent of the teachers responded affirmatively. When surveyed about the authority for administrative decisions being delegated to the lowest possible level, the FCPS central office administrator responded at 37 percent agreement, the principals responded at 63 percent and the teachers at 23 percent.

Interviews with principals revealed frustration in accomplishing expected tasks. The MGT survey results indicate a strong positive response (84 percent) of those administrators at the central office and school level who responded to the survey indicating that central office administration are easily accessible and open to input. However, the teachers who responded to this statement reported a less favorable response (44 percent). While principals expressed the value of consultation with peers and the central office staff, it is clear that they could benefit from a procedural document. This type of document is often of great value in preparing personnel for principal positions. Furthermore, such a document could also permit a more efficient use of central office staff time.

Best practices and the research on effective schools clearly indicate that school-based administrators' responsibilities should be clearly delineated to avoid unnecessary or unwarranted duplication of efforts and result in a more efficiently managed system.

RECOMMENDATION 1-12:

Develop a site-based manual for principals.

Implementation of this recommendation should involve the assignment of coordination of handbook development to principals with specific input from the central office executive staff.

Upon completion the handbook should, minimally, reflect the following:

- A process for reviewing and updating the document.
- A clear and specific definition of site-based management.
- An operations section providing guidelines for planning including the systematic inclusion of school-based planning results in divisionwide documents, fiscal operations defining the extent and limits of the individual school's authority to make allocation determinations, program development guidelines defining the extent and limits of the individual school's authority to make determinations, clear explanation of central office services available to support school-based initiatives, and specific provisions for holding school personnel accountable for results.

- Other operations information related to facilities, purchasing, student transportation, student management, special education, and other matters deemed related.
- A process for assessing progress towards meeting goals and standards.

These suggestions represent a range of options. Specific attention should be given to the extent to which the division administration should provide individual schools with the authority to arrange community events, engage the media, develop revenue enhancement initiatives, and other activities that have potential impact divisionwide.

FISCAL IMPACT

Staff time to implement this recommendation cannot be estimated due to the complexity of the tasks and until an overall implementation plan and schedule is adopted. However, MGT consultants recommend that three principals be assigned the overall coordination task with one provided a \$2,000 supplement and the other two, \$1,500 each. The final manual should be available electronically for copying by users. The total one time cost would be \$5,000 plus the cost for supplies, which cannot be estimated at this time.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Develop a Site-Based Manual	(\$5,000)	\$0	\$0	\$0	\$0

FINDING

Newly appointed principals and assistant principals are provided guidance and training through professional development activities, professional associations, and networking with peers; however, no plans have been developed to create training modules that could support a recommended site-based manual or handbook.

This process, upon completion of the development of a site-based manual or handbook (as proposed in **Recommendation 1-12**), could be tailored to the precise needs of the division with the development of training modules that reflect each of the major components of site-based management responsibilities that are included in the proposed manual.

RECOMMENDATION 1-13:

Develop site-based management training modules to ensure appropriate training of new school principals and the preparation of prospective principals.

Implementation of this recommendation should result in the development of training modules including, but not limited to:

- Addressing site-based philosophy of operation and leadership.
- Guidelines for planning including the systematic preparation of school improvement initiatives related to the division strategic plan.

- Fiscal operations, defining the extent and limits of the individual school's authority to make allocation determinations.
- Program development guidelines defining the extent and limits of the individual school's authority to make determinations.
- Clear explanation of central office services available to support school-based initiatives.
- Provisions for holding school personnel accountable for results.
- Other operations information related to facilities, purchasing, student transportation, student management, special education, and other matters deemed related.
- The processes for assessing progress towards meeting goals and standards.

Other school districts around the nation and divisions in Virginia have developed these training handbooks and modules. Contacting and requesting use of these prepared handbooks and modules can be accomplished at little or no cost. Alternatively, the training modules can be developed by existing, experienced central office staff and selected successful principals. The division may wish to call upon local university professionals engaged in school leadership development to assist with this process.

FISCAL IMPACT

Staff time to implement this recommendation cannot be estimated until an overall implementation plan and schedule is adopted.

2.0 FINANCIAL MANAGEMENT AND PURCHASING

2.0 FINANCIAL MANAGEMENT AND PURCHASING

This chapter presents findings, commendations, and recommendations for the financial management and purchasing operations for Franklin County Public Schools (FCPS). The major sections of the chapter include:

- 2.1 Financial Operations
- 2.2 Budgeting
- 2.3 Purchasing
- 2.4 Risk Management

CHAPTER SUMMARY

The financial and purchasing functions in Franklin County Schools are effectively performed by the staff of the financial services department, but are largely paper and labor intensive without making full use of available software and automation.

As shown in **Exhibit 2-1**, MGT survey results indicate a highly positive response by central office administrators (89 percent) building administrators (88 percent) that most of district administrative processes (e.g. purchasing, travel requests, leave applications, personnel, etc.) are highly efficient. Sixty-three percent of the teachers responded as agreeing or strongly agreeing with the statement. When asked whether the budgeting process effectively involved administrators and staff, the MGT survey indicated an 84 percent favorable response from central office administrators and a 91 percent response from building administrators. The teachers responded with a 49 percent favorable response. The MGT survey question regarding the adequacy of training of school administrators in fiscal management techniques, across all groups of respondents the favorable, agree or strongly agree, response was low: (52 percent for central administrators; 63 percent by school administrators; and 24 percent by teachers).

MGT survey results when the FCPS are compared with other districts regarding management of funds wisely to support education indicated a 84 percent agree or strongly agree response by FCPS central office administrators to a 68 percent favorable response by other districts' central administration; a 79 percent favorable response of FCPS school administrators to a 67 percent favorable response of building administrators in other districts; and a 49 percent FCPS teachers to a 28 percent favorable response of teachers in other districts.

**EXHIBIT 2-1
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Funds are managed wisely to support education in this school district.	84/5	68/18	79/4	67/19	46/19	28/46
2. The budgeting process effectively involves administrators and staff.	84/5	N/A	91/4	N/A	49/21	N/A
3. School administrators are adequately trained in fiscal management techniques.	52/5	N/A	63/21	N/A	24/4	N/A
4. My school allocates financial resources equitably and fairly.	53/5	N/A	91/4	N/A	48/16	N/A
5. The purchasing department provides me with what I need.	90/0	N/A	96/0	N/A	65/10	N/A
6. The purchasing process is easy.	79/0	N/A	96/0	N/A	65/11	N/A
7. Textbooks are distributed to students in a timely manner.	63/0	N/A	96/0	N/A	63/9	N/A
8. The books and resources in the school library adequately meet the needs of students.	53/5	N/A	84/12	N/A	61/15	N/A

Source: FCPS staff responses to MGT survey, 2007.

Franklin County Public Schools is commended for:

- Spending significantly less than its peer divisions in the area of administration, and significantly more on instruction, on a per pupil basis.
- The formula used for the allocation of resources is equitable.

Recommendations contained in this chapter are essentially focused on suggested changes to improve the ability of the school board, the superintendent, and his staffs to more effectively manage the FCPS financial resources and update processes and functions to increase efficiency and effectiveness. The staffing level of the department of business and finance is appropriate to the functions of the department and for this size school division. Updating and automating the processes and use of software to replace manual systems should not impact the numbers of staff currently employed, except to better utilize their time and provide security back-up to records. Key recommendations

that should assist the superintendent and school board as they continue to consider all aspects of the division's financial management system include:

- Reorganize the Franklin County Schools department of business and finance.
- Construct a zero-based site driven budget on a three year cycle.
- Use purchasing cooperatives to effect a more efficient and cost effective procurement system.
- Consider hiring one person to serve in the dual capacity as internal auditor and risk manager.

2.1 Financial Operations

Sound school division financial management involves the effective use of limited resources to support student achievement. School divisions must maximize the resources available from all sources and must account for their use of these resources accurately to local taxpayers and the state and federal governments. The planning and budgeting process must support division goals. Proper accounting must reduce the risk of lost assets and ensure their appropriate use. The division must provide its board and administrators with timely, accurate, and useful reports concerning its financial condition.

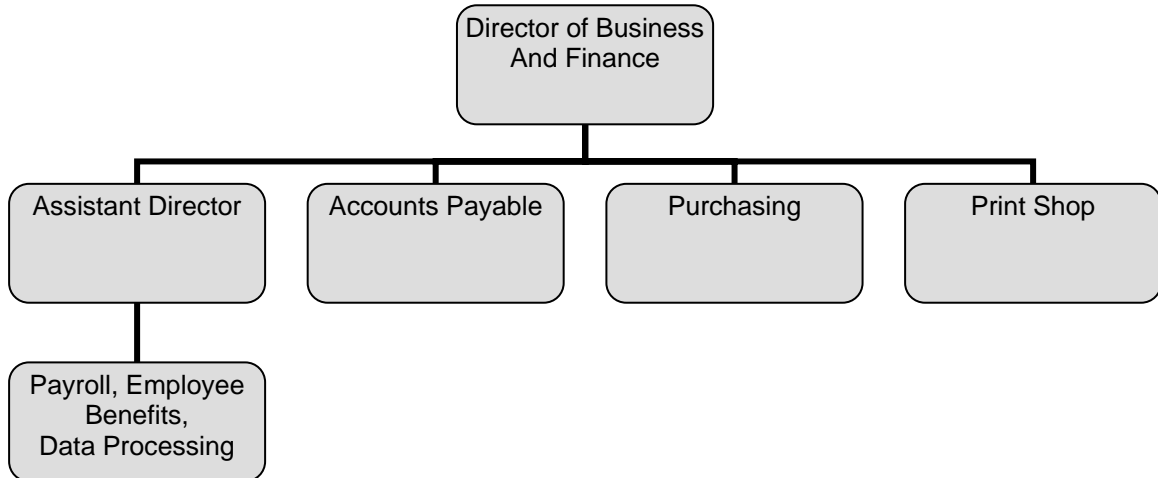
The education of almost 7,445 students is the major responsibility of FCPS; however, this cannot be accomplished without the financial resources entrusted to the division by the citizens of the county and the state and by the federal government. To ensure financial resources are protected and spent appropriately, a division needs a strategic plan, written policies and procedures, an accounting information system, revenue and spending forecasts and budgets, systems of internal control, and a support system that enhances the ability of school administrators and teachers to carry out their responsibilities.

The business and finance department oversees and manages the fiscal operations of the school division including: payments to employees and vendors; budget development, management and oversight; procurement and acquisition of needed goods, services and construction requirement; centralized warehousing, receiving and distribution; and fixed assets.

FCPS financial management activities are managed by a director of business and finances (**Exhibit 2-2**). The director reports to the superintendent and is responsible for the division's budget, general ledger accounting, accounts payable and receivable, payroll, and purchasing and warehouse activities. In addition, the director oversees the operations of the division's print shop where high volume print work is produced.

Several financial management activities are also performed by the county's finance department, including managing cash and investments.

**EXHIBIT 2-2
FCPS DEPARTMENT OF BUSINESS AND FINANCE
CURRENT ORGANIZATION STRUCTURE
2007**



Source: FCPS Department of Business and Finance, 2007.

FCPS is one of 45 school divisions in the Commonwealth of Virginia identified in Cluster 4, and is one of the largest divisions in the cluster. The Virginia public school divisions selected four peer divisions for comparison to FCPS. The peer divisions are:

- Campbell County Public Schools.
- Culpeper County Public Schools.
- Pittsylvania Public Schools.
- Amherst County Public Schools.

These divisions were selected as peers because of their similarities to FCPS. **Exhibit 2-3** shows basic data for each of the peers. In terms of student enrollment, FCPS ranks third among the peers, while it has more schools than all other peer except for Pittsylvania County. FCPS also ranks third among the peers in the number of instructional staff. With 41.82 percent of its student population qualifying for free or reduced price lunches, FCPS falls second among the peers in this category. The designation of “free and reduced” is used as a measure of economic disadvantage. Having a large population of economically disadvantaged students places certain strains on a school division, but at the same time qualifies the division to receive additional funding.

**EXHIBIT 2-3
OVERVIEW OF SELECTED COMPARISON DIVISIONS IN CLUSTER 4
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	NUMBER OF SCHOOLS	TOTAL STUDENT ENROLLMENT	PERCENT FREE AND REDUCED LUNCH	TOTAL INSTRUCTIONAL STAFF
Franklin County	15	7,445	41.82	751.44
Campbell County	14	8,940	33.98	843.40
Culpeper County	9	6,997	28.15	711.72
Pittsylvania County	18	9,298	42.76	982.92
Amherst County	10	4,798	40.93	507.34
DIVISION AVERAGE	13	7,496	37.53	759.36

Source: Virginia Department of Education Web site, 2007.

The Commonwealth of Virginia distributes state aid using a local composite index which is an indicator of a locality's ability to pay for public education. The local composite index is derived from local true values of real estate and public service corporation property values, adjusted gross income, and local retail sales per local average daily membership and population. The index is then weighted against the same values on a statewide basis. The higher a locality's local composite index, the greater a locality's ability is expected to be to fund public education.

Exhibit 2-4 illustrates FCPS's receipts by fund source. What is most significant in the data is that FCPS relies more on city, town and county funds than the other peer divisions due to the county's relative ability to pay for public education.

**EXHIBIT 2-4
RECEIPTS BY FUND SOURCE
COMPARISON DIVISIONS IN CLUSTER 4
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	STATE SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	CITY, TOWN, AND COUNTY FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.	TOTAL RECEIPTS
Franklin County	9.50%	38.50%	8.90%	36.70%	3.30%	2.90%	\$70,980,513.57
Campbell County	11.00%	49.90%	8.30%	27.30%	3.10%	0.40%	\$71,825,077.79
Culpeper County	4.90%	20.60%	3.50%	30.50%	2.20%	38.20%	\$115,145,002.53
Pittsylvania County	11.50%	55.90%	10.00%	19.10%	3.20%	0.00%	\$72,904,095.87
Amherst County	9.80%	45.60%	8.30%	28.80%	3.10%	4.10%	\$42,823,155.23
DIVISION AVERAGE	9.34%	42.10%	7.80%	28.48%	2.98%	9.12%	\$74,735,569.00

Source: Virginia Department of Education Web site, 2007.

FINDING

Peer comparisons indicate that FCPS makes efficient use of its funds to educate students.

Exhibit 2-5 compares per pupil expenditures for administration and instruction for FCPS and its peers for fiscal year 2004-05. This comparison shows that FCPS rates second-highest among the peers in spending on instruction, yet is ranked lowest for per pupil spending on administration.

Culpepper County has an enrollment almost the same as FCPS, yet spends, on a per pupil basis, \$349.72 on administration, nearly \$223 more than FCPS. It should be noted that the amount reported for Culpepper greatly exceeds the other divisions in the cluster. Nevertheless, two other divisions, Amherst with an expenditure of \$173 and Campbell with \$204 for administration per pupil, still outspend FCPS. As the exhibit shows, FCPS' Administrative disbursements of \$126.86 are \$47 less than the next lowest division (Amherst County) and \$98 less than the peer average of \$224.82.

**EXHIBIT 2-5
PER PUPIL DISBURSEMENTS
COMPARISON DIVISIONS IN CLUSTER 4
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	PER PUPIL ADMINISTRATION DISBURSEMENTS	PER PUPIL INSTRUCTION DISBURSEMENTS
Franklin County	\$126.86	\$6,068.92
Campbell County	\$204.09	\$5,833.30
Culpeper County	\$349.72	\$6,175.17
Pittsylvania County	\$270.44	\$5,540.69
Amherst County	\$173.00	\$6,013.25
DIVISION AVERAGE	\$224.82	\$5,926.27

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2007.

COMMENDATION 2-A:

FCPS spends significantly less than its peer divisions in the area of administration, and significantly more on instruction, on a per pupil basis.

FINDING

The department of business and finance does not organizationally oversee food service operations.

At present, the director of food services is depicted on the 2007 organization chart as reporting to the director of facilities and transportation, but actually does not. It is most appropriate to reassign that function to the department of business and finance. In addition, the director of the department of business and finance plays a key role in the district with a wide range of responsibilities. In order to resolve the issue of a director reporting to a director, the director of the department of business and finance needs to

have a title appropriate to the responsibilities of the position and distinguished from a same title of a position that is subordinate. The office of accounts payable reports to the director while the assistant director of business and finance supervises payroll, employee benefits and data processing. It is appropriate to reassign the office of accounts payable to the assistant director to consolidate all data processing, business functions under a single supervisor.

With the recommended addition of the office of food service assigned to the department of business and finance, the role becomes even more expanded.

RECOMMENDATION 2-1:

Reorganize the Franklin County Schools department of business and finance.

RECOMMENDATION 2-2:

Change the title of the director of business and finance to executive director of business and finance.

The change of the title of the director of business and finance to executive director of business and finance, which reflects the key role of that position and the individual who serves as director as well as recognizes the increased responsibilities with reorganization of that department and assuming responsibility for supervising the office of food services. The change of title resolves the matter of a position with a title of director reporting to another position that is titled as a director (see **Exhibit 2-6**, the revised organization chart of the department of business and finance).

Change the title of the director of business and finance to executive director of business and finance to better reflect the key role of that position as well as the increased responsibilities with reorganization of that department (see above) and to resolve the matter of a position with a title of director reporting to another position that is titled as a director

FISCAL IMPACT

This recommendation can be implemented with approximately one hour of clerical time to develop the new organizational chart and for the superintendent to notify individual staff.

RECOMMENDATION 2-3:

Reassign the office of accounts payable to the assistant director of business and finance.

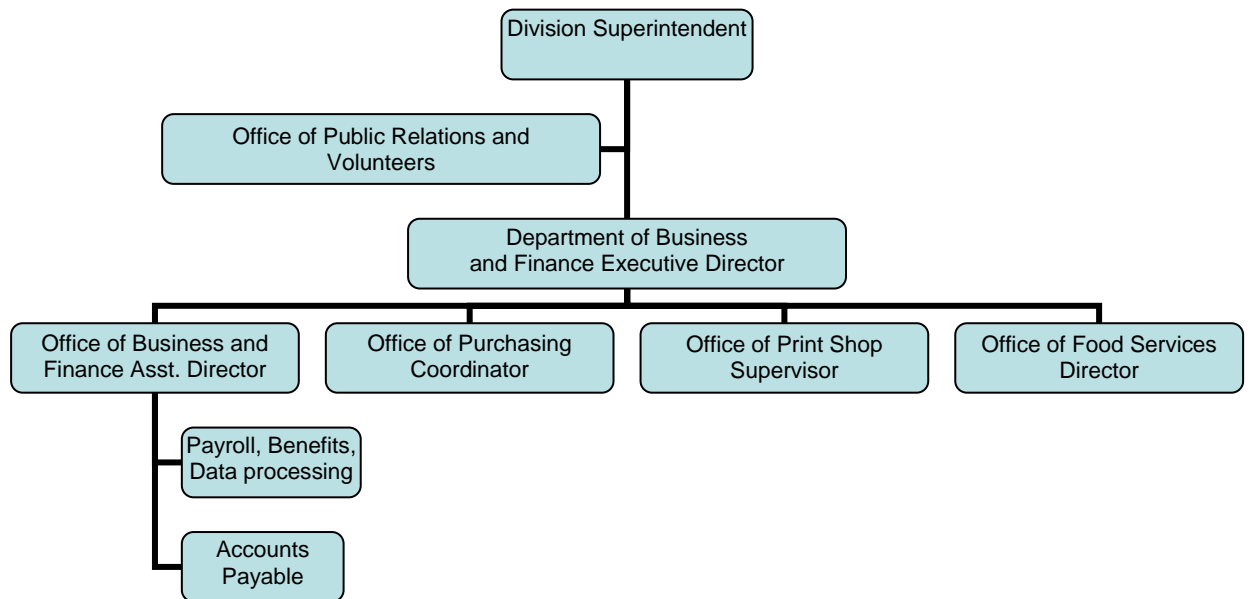
The reassignment of the office of accounts payable and the one and one half employees to the assistant director of business and finance allows the part time employee, who reports to two different supervisors, the supervisor of accounts payable and to the assistant director, to report to one evaluator/supervisor. In addition, this reassignment centralizes all data processing business functions within the domain of the assistant director, and it allows adequate time for the director of business and finance to supervise

the reassigned office of food services (see **Exhibit 2-6**, the revised organization chart of the department of business and finance).

FISCAL IMPACT

This recommendation can be implemented with an approximately one hour of clerical time to develop the new organizational chart and for the superintendent to notify individual staff.

**EXHIBIT 2-6
FRANKLIN COUNTY SCHOOLS
PROPOSED ORGANIZATION STRUCTURE
OF THE DEPARTMENT OF BUSINESS AND FINANCE**



Source: Created by MGT of America, 2007.

FINDING

FCPS does not prepare its annual school reports (ASR) in a timely manner.

The independent audits for FCPS's 2004-05 and 2005-06 comprehensive annual financial reports indicate that financial controls and expenditures are well within allocated budgets. However, management letters dated October 21, 2005 and November 16, 2006 contain management level comments pertaining to the failure of the FCPS to submit the annual school report on time for the past two years (2004-05 and 2005-06). Staff interviewed were not clearly able to identify specific reasons for the delay in this process.

Virginia school divisions are required to submit their ASRs to the Department of Education by October 15 of each year.

In addition, FCPS failed to submit the ASR on time to the county administrator. The ASR

is due to the county on November 30 each year for inclusion in the submission of its comparative cost transmittal forms as required by the auditor of public accounts. When interviewing the county administrator, he pointed out that the county was still awaiting the receipt of the school division's 2006-07 ASR.

RECOMMENDATION 2-4:

Develop and follow a timeline for preparing and submitting the annual school report.

Preparing and submitting timely financial information is important to all stakeholders of an entity, especially those of a school division.

The director of business and finance should prepare a timeline containing all steps in the process necessary for preparing and submitting the ASR. Each task should be assigned an interim due date with adequate time allowed to complete each step.

The director should provide regular updates to the superintendent to ensure that adequate staffing and other resources are dedicated to accomplishing the tasks on time.

FISCAL IMPACT

There is no fiscal impact as a result of this recommendation because staff time is already allotted to prepare the reports.

2.2 Budgeting

A budget enables a school division to adequately maintain and control its financial resources. Central office administrators, school administrators, department heads, teachers, and community members need to be involved in the budgeting process. The budget should reflect the overall goals and objectives of the division's long-range strategic plan and provide an accurate projection for the receipt and disbursement of funds.

In the budget planning process, school divisions must consider general educational goals, specific program goals, and alternatives for achieving program goals. Budget planning and evaluation must be a continuous process and needs to constitute a part of each month's activities. Ideally, the budget needs to:

- Present a comprehensive forecast of all division expenditures and revenues based on specific educational needs and plans.
- Serve as an overall picture of the school program operation.
- Depict the division's educational plans with definite statements of goals, policies, and curriculum plans.
- Establish spending plans that include a translation of the educational plans into dollars.
- Present finance plans that include proposed means and sources for securing adequate revenue to meet school program needs.

FINDING

The director of business and finance provides monthly, computerized expenditure reports for board members. The reports are straightforward and contain all needed information for executive review and controls.

In addition, the FCPS annual budget document is readable, easily understood by all audiences and provides enough detail to answer most general inquiries. It makes use of some colorized graphics, pie charts indicating expenditures and revenues, and is a good balance of narrative and figures.

COMMENDATION 2-B:

The monthly printouts of expenditure statements by fund are presented in a readable, user friendly format appropriate for executive level review and the annual budget document is designed to be readily understood by most readers.

FINDING

FCPS has implemented school funding formulas that result in an equitable distribution of funds and accounts for special needs of each school.

Equitably distributing funds to schools is something that divisions often struggle with. Merely basing funding formulas on enrollment does not account for special needs of students.

FCPS bases its funding on enrollment, but also includes other variables. The weighting variables for certain types of students are as follows:

- Pre-K students – 1.0
- Economically disadvantaged students – 0.4
- Special Education students – 0.2
- Number of students enrolled in gifted and talented programs – 0.2

This means that for each Pre-K student, a school receives funding for one additional student; for each student classified as economically disadvantaged, schools receive funding based on 0.4 of a student; etc. Boone’s Mill Elementary School, for example, has an enrollment of 426 students. However, due to the weighting of the funding formula, it receives funding as if it had an enrollment of 488.2 students as calculated below:

Total students	426.0
Pre-K (15 students X 1.0)	15.0
Economically disadvantaged (91 students X 0.4)	36.4
Special Education (34 students X 0.2)	6.8
Gifted and talented (20 students X 0.2)	4.0
Adjusted enrollment	488.2

In addition to funding based on weighted student counts, each school receives funding for fixed allocations and for maintenance.

Fixed allocations are defined as those funds provided for the acquisition of base-line support personnel and fixed resources for all schools at a particular level and for all central office departments.

Maintenance needs at the school are offered in priority status and the estimated costs and justification.

All requests for supplies, staff development, postage, library items, replacement equipment, new equipment, texts and consumables are set forth in a spreadsheet with the amounts approved for the previous two years and the amount requested for the upcoming year. The central office makes determinations of the decisions on the requests.

COMMENDATION 2-C:

The formula used in FCPS for the allocation of resources is equitable.

FINDING

The development of the annual budget is a process that is heavily dependent upon established protocols and forms with little automation and use of existing software available to the division.

All of the forms are completed at the schools and transmitted to the director who rolls up the data into a document on an Excel spreadsheet. The director is responsible for calculating any possible cost increases in the personnel arena. The assistant director is responsible for personnel costs in the non-certificated and non contracted personnel area. The current process does not utilize available features of the software on the mainframe.

RECOMMENDATION 2-5:

Fully automate the budget development process to take full advantage of available features of software in the areas of personnel costs, projections of cost of increases, and budget needs.

The current process does not utilize available features of the software on the mainframe, nor allow for direct entry into the database by multiple users. Despite the lack of use of software the process is straight forward, transparent, and methodical.

FISCAL IMPACT

Projected staff training time to implement this recommendation is estimated at less than four hours.

FINDING

There is not a site based, zero based budget process practiced in the division. FCPS budgeting processes do not use site-based management as a way to realign the

decision making authority by decentralizing the control from central offices to individual school sites.

Staff interviewed indicated that while they employ a site based management philosophy and functions, the budget development process is initiated and controlled at the central office level by the department of business and finance. For example, per pupil allocations for instructional supplies for each school, staffing allocations based on enrollment projections by school and grade levels are provided to the school sites. At the school level, the principal applies the proposed allocations as appropriate. When there may be a specific need at the site level, the principal may contact the director to discuss the needs. All of the allocations are historically embedded in the process.

Site-based management provides administrators, teachers, parents, community members, and students more control over decisions relating to budgetary issues, personnel, and curriculum.

RECOMMENDATION 2-6:

Construct a zero-based site driven budget on a three year cycle.

Not only will this exercise occasion site level examination of needs and priorities, but also it will ensure an open process designed to inform community and stakeholders and provide good professional development training to building administrators. This process will allow for some true site based management decisions to take effect.

FISCAL IMPACT

Professional development time to set forth the process and train the principals is estimated at five hours

2.3 Purchasing

Purchasing for FCPS is the responsibility of the coordinator of purchasing who reports to the director of financial services. The coordinator of purchasing has a staff of 2 part-time employees that assist with the purchasing functions of the division. The mission of this office is:

*...to provide the best supplies available to the students of our system
to support the educational process in the most cost efficient method.*

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

An efficient warehouse operation must ensure that all purchases and deliveries to schools and units are complete and timely; inventory levels are sufficient to meet requests for supplies from individual schools and units; property and equipment are accounted for properly and controlled; and surplus or obsolete property is disposed of properly and removed from division records.

The Virginia Public Procurement Act permits divisions to adopt written procedures for purchases not requiring the use of competitive sealed bidding or competitive negotiation for a single form contract for goods and services other than professional service if the aggregate or sum of all phases is not expected to exceed \$50,000. **Exhibit 2-7** presents FCPS's purchasing procedures that are required for purchases for a certain dollar value.

**EXHIBIT 2-7
FRANKLIN COUNTY PUBLIC SCHOOLS
PURCHASING PROCEDURES
2006-07 SCHOOL YEAR**

DOLLAR VALUE OF PURCHASE	PURCHASING PROCEDURE
\$3,000 or less	One fair and reasonable price quote.
Between \$3,000 and \$15,000	Solicit quotes from three qualified sources.
Between \$15,000 and \$50,000	Unsealed bids from at least four qualified sources.
Over \$50,000	Sealed Competitive Bidding – advertise and issue an invitation for bid to at least six qualified sources.

Source: FCPS central purchasing office, 2007.

FINDING

FCPS does not have established protocols for vendor notification.

There is no record of a system to notify bidders whose proposals have been rejected. The informal system of responding to telephone calls by vendors inquiring into the status of their proposal is random, incomplete and does not conform to practices generally expected from a public agency.

A more effective approach would be to create an established procedure to notify vendors when the division does not select a particular vendor.

RECOMMENDATION 2-7:

Establish protocols to notify vendors in a formal manner when they are unsuccessful bidders.

There is a need to extend professional courtesy to vendors as well as to ensure their continued interest in serving FCPS.

FISCAL IMPACT

The time to implement this recommendation includes staff time to develop a form letter and mail the notification letters, estimated as five hours of work by a secretary over the course of a year.

FINDING

FCPS does not make use of efficiency or cost saving options in the procurement of goods and services.

Virginia law allows school divisions to participate in cooperative purchasing arrangements with other local government and Commonwealth agencies. Cooperative purchasing generally provides better prices due to combined bulk purchasing power, at the same time satisfying bidding requirements.

Typically, cooperatives have a list of goods and services that have already been bid out, and school divisions can purchase directly from these pre-established bid awards.

The Roanoke Consortium of local Virginia school divisions, of which FCPS is a member, meets on a regular basis to consider ways to share services and collaborate on purchasing to ensure low bids. Occasionally the coordinator of purchasing participates in the meetings, but rarely participates in the opportunities for joint purchasing. The coordinator asserts that FCPS receives lower bids than if it were to participate in shared purchasing through the consortium. The coordinator compares the consortium prices obtained for major items and continues to see how the division can benefit. For instance, copy paper prices were compared to the consortium and the division beat the price by over \$26 per case or nearly \$10,000 on the order.

The division did bid its own fuel contract that provided for a lower cost per gallon and a higher priority for supply than what was available through cooperative contacts.

However, the consortium is not the only cooperative purchasing opportunity available for FCPS use. For instance, Virginia's eVA program is available to all school divisions and provides discounted prices on a variety of goods and equipment such as copiers, vehicles, and office supplies.

Best practice encourages the regular participation in the meetings of the consortium in addition to participation in other purchasing cooperatives. In addition, the purchasing coordinator needs to compare eVa prices to bid prices.

RECOMMENDATION 2-8:

Use purchasing cooperatives when pricing and quality are advantageous, to establish a more efficient and cost effective procurement program.

Comparing prices among the various cooperatives may produce cost and efficiency savings for the division.

FISCAL IMPACT

This recommendation should result in time savings for purchasing employees because they will not have to obtain as many bids, and it may reduce the price the division is paying for its goods and services.

FINDING

The purchasing guide/manual has not been formally updated since 2001. A copy of it could not be located in the office of purchasing. Due to the long term tenure of the coordinator of purchasing, all procedures have been memorized and informally applied over many years of experience and service. This current approach was corroborated by division staff interviewed by this study.

RECOMMENDATION 2-9:

Update the purchasing guide/manual and maintain an active copy in the office of purchasing as well as on the division Web site for handy access and referral.

An effective organization has a purchasing manual/guide in effect at all times.

FISCAL IMPACT

Estimated staff time for the purchasing coordinator to complete this task is eight hours.

FINDING

There is a need to establish a more effective and efficient system of logging/recording all deliveries/packing slips. Currently, the packing slips are kept on a clipboard. Although the coordinator of purchasing is very precise and organized, the lack of an automated system as well as a back up log is evident.

RECOMMENDATION 2-10:

Automate the recording/logging of deliveries/packing slips: maintain a log of deliveries and the packing slips as a backup system.

FISCAL IMPACT

Estimated staff time to implement the recommendation is five hours, with minimal time required to maintain the process.

FINDING

The purchasing department needs to make more adequate use of technology. Although the department purchased a new software (QuickBooks) in 2007, not all purchasing employees are making use of it.

Prior to the purchase in 2007, there was not a review of the features that may already be available on the county's Gemstone software. The lack of coordination resulted in a fragmented approach to automating the appropriate systems.

There is a critical need to establish base, functional knowledge and use of technology and software capability by the employees of the office of purchasing. At present the coordinator keeps mostly paper records and does not use any automation. Recently, the office has relied upon the skills of a part-time employee who has attempted to move some records to database software.

RECOMMENDATION 2-11:

Provide intensive computer training to employees in the office of purchasing.

There is a lack of computer literacy of the coordinator.

FISCAL IMPACT

Staff time to implement this recommendation is estimated to take approximately 16 hours.

2.4 Risk Management

Risk management includes the identification, analysis, and reduction of risk through insurance and safety programs to protect the division's assets and employees. Workers' compensation is intended to protect division employees in the event of work-related accidents or injuries. Property insurance and casualty insurance protect the division from liabilities arising from property damage, bodily injury, and other situations in which the division may be at risk. A group health plan ensures that division employees are protected from catastrophic illness and financial ruin by spreading the risk of serious illness across a pool of employees.

Franklin County provides a number of risk management services. Bank accounts are managed centrally by Franklin County, along with the investment of any idle cash in the accounts. In addition, the county establishes tax rates and the collection of taxes to fund the county's operations, and provides the county's share of local revenue for the school division.

Risk management at FCPS is primarily provided by a contracted carrier, Sedgwick Claims Management Services, Inc. (CMS) of Richmond, Virginia to handle FCPS's workman's compensation program.

Every few months a representative for the carrier visits two or three division sites and either visits the director or assistant director of business and finance. Generally, all schools are visited once a year. The purpose of the visits are to observe several sites and to determine any changes to the facilities as well as to brief the division administrators on loss control activities and status of pending claims and investigations. A follow up letter stating findings is sent to the division.

Each school has a designated workers' compensation coordinator, usually a nurse or secretary, who is responsible for entering online to the carrier's website any

accident/incident information. In addition, each site is expected to provide a copy of accident/incident reports to the assistant director of business and finance who is expected to record and monitor the case.

The division does not employ an internal auditor or risk manager.

FINDING

FCPS does not analyze injury claims to determine where and why accidents are occurring or what situations exist that result in reoccurring injuries. Without analysis to determine where and why accidents are occurring, the division is unable to structure safety training specifically directed at reducing the accidents and injuries. The division solely relies upon the contracted services of its contracted carrier.

A process to analyze accidents provides a division with information that enables it to develop safety training specifically related to reducing a specific danger and reducing the number of accidents. The specific training reduces injuries to employees and often reduces associated workers' compensation claims.

RECOMMENDATION 2-12:

Develop a process to analyze accidents and provide training directed at reducing recurring accidents.

Conduct an intensive review of trends/experiences of workers compensation claims to determine if a more accelerated risk management program needs to be implemented.

RECOMMENDATION 2-13:

Consider hiring one person to serve in the dual capacity as internal auditor and risk manager.

A cost-benefit analysis should be completed to determine if the division should continue with its current process or consider employing a trained individual to serve in a dual role as internal auditor and risk manager.

FISCAL IMPACT

The cost of a consultant to conduct the study should be less than \$5,000. If a position is created as a result of the study, then the costs associated with the recommendation to create a position and hire an individual in the dual role of internal auditor/risk manager is about \$50,000 per year, plus benefits, for a total of \$67,500. The likelihood is that the cost of an onsite internal auditor/risk manager will be offset by a reduction in the number of claims and premiums.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Consider Hiring One Person In The Dual Capacity As Internal Auditor And Risk Manager	(\$5,000)	(\$67,500)	(\$67,500)	(\$67,500)	(\$67,500)

FINDING

FCPS may not be competitive with other school divisions in the amount it contributes toward payment of employee health premiums.

FCPS contracts with Anthem Blue Cross/Blue Shield for Health and Major Medical Insurance. Delta Dental Plan of Virginia, Inc is the dental insurance carrier. A comparison of 2005-06 and 2006-07 data indicated that the number of contracts increased by 3.3 percent; the cost per contract increased 6.9 percent; the claims per premium increased from 85 percent vs. 82 percent; the claims increased 10.4 percent, and there are 25 large claims in excess of \$25,000.

Increases in group health insurance contracts for the 2007-08 were 13.8 percent; the annual increases of employee share ranged from \$404.40 for employee only coverage; \$694.00 for employee/child coverage; \$1,079.90 for employee/spouse coverage; and \$1,222.10 for employee/family coverage. The board share increased by \$200. In summary, the board share is \$3,800 per year for all groups while the employee share ranged from \$1,173.40 to \$7,901.80.

A review of Rappahannock County Public Schools shows that the RCPS Board contributes between \$7,914 for employee-only medical and dental coverage and \$12,645 for employee/family medical and dental coverage. RCPS employees pay the difference which ranges from \$970 to \$3,275 annually. Employee-only medical and dental coverage is paid 100 percent by the board.

RECOMMENDATION 2-14:

Examine the ratio of board share and employee share of group health insurance.

The need to recruit and retain highly qualified employees should be a top priority for the FCPS. One of the considerations for a potential employee is the available coverage and costs of health insurance. The FCPS should conduct a survey and a comparison study with surrounding divisions and other major employers.

FISCAL IMPACT

The survey and comparison study should take five hours by the director of human resources.

Implementing an increase of medical premiums paid by the board will result in a fiscal impact of approximately \$4,500 per person, but this amount would be determined by the study.

**3.0 EDUCATIONAL SERVICE
DELIVERY**

3.0 EDUCATIONAL SERVICE DELIVERY

This chapter presents the findings and recommendations for the cost of educational service delivery for Franklin County Public School (FCPS).

The major sections of this chapter include:

- 3.1 Introduction
- 3.2 Special Programs
- 3.3 Staffing

CHAPTER SUMMARY

The audit team examined a wide variety of documentation including but not limited to: student enrollments and demographics, curriculum information; internal and external reviews of educational programs; budget expenditure documents; contracts for out-sourced educational services; descriptions of key components of special programs; Adequate Yearly Progress (AYP) histories, federal and state grant awards; staff patterns and staffing for special programs. The team reviewed numerous documents to gain an insight into the effectiveness and efficiency of the division's educational services to students.

Franklin County Public Schools is commended for:

- Outstanding accomplishment in delivering educational services to students in an efficient manner.
- The achievements made in the Virginia Standards of Learning Assessments are laudable even as the division struggles to improve the salary structure for its employees.

Key recommendations that should assist the school board and superintendent as they continue to consider the cost of delivering educational services to students include:

- Restructure the Title I program so that funding is available to BFMS-West and the Gereau Center to supplement SOL instruction.

3.1 Introduction

Increasingly, public schools are expected and required by local, state, and federal regulations to reach higher levels of achievement and accountability when they use public funds to provide educational services to students. *No Child Left Behind* requirements reinforce that expectation by requiring schools and school districts/divisions, to meet AYP requirements in certain academic areas for all sub-groups of students.

Exhibit 3-1 shows the comparison of Franklin County Public Schools with its peer cluster divisions in the areas of number of schools, total student enrollment, percentage

of students with disabilities, and the percentage of students who are eligible to receive free and/or reduced priced meals for the 2005-06 school year. FCPS falls closely to the cluster average in the number of schools, student enrollment, and total instructional staff. It falls slightly above the cluster average in the percentage of students receiving free and/or reduced priced meals by 4.29 percentage points. It exceeds the cluster average in the percentage of students with disabilities by 4.78 percentage points.

**EXHIBIT 3-1
COMPARISON OF SELECTED BACKGROUND DATA
FOR DIVISIONS IN PEER CLUSTER
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	NUMBER OF SCHOOLS	TOTAL STUDENT ENROLLMENT	PERCENTAGE OF STUDENTS WITH DISABILITIES	PERCENTAGE OF FREE AND REDUCED LUNCH	TOTAL INSTRUCTIONAL STAFF
Franklin County	15	7,445	18.40	41.82	751.44
Amherst County	10	4,798	12.59	40.93	507.34
Campbell County	14	8,940	12.00	33.98	843.40
Culpeper County	9	6,997	10.79	28.15	711.72
Pittsylvania County	18	9,298	14.32	42.76	982.92
CLUSTER AVERAGE	13	7,496	13.62	37.53	759.36

Source: Virginia Department of Education Web site, 2007.

The division has shown higher levels of success in student achievement as measured by student performance on state assessment. **Exhibit 3-2** compares students' performance on the Virginia Standards of Learning assessment for the 2005-06 school year with other divisions in cluster 4 in mathematics and English. Students in the Franklin County Public Schools academically out-performed students of the other divisions in the cluster. It had the highest percentage of students passing in both subject areas.

**EXHIBIT 3-2
VIRGINIA STANDARDS OF LEARNING ASSESSMENT DATA
COMPARISON DIVISIONS IN PEER CLUSTER
2005-06 SCHOOL YEAR**

DIVISION	TOTAL # OF STUDENTS	MATH 2005-06			ENGLISH 2005-06		
		PERCENT-AGE PASSED	PERCENT-AGE TESTED	PERCENT-AGE NOT TESTED	PERCENT-AGE PASSED	PERCENT-AGE TESTED	PERCENT-AGE NOT TESTED
Franklin County	7,445	83	99	1	90	100	0
Campbell County	8,940	75	100	0	83	100	0
Culpeper County	6,997	77	100	0	83	100	0
Pittsylvania County	9,298	73	100	0	83	100	0
Amherst County	4,775	75	99	1	83	99	1
CLUSTER AVERAGE	7,491	77	100	0	84	100	0

Source: Virginia Department of Education Division Report Card, 2007.

An efficient education service delivery system for a school division is one that is frugal in its allocation of resources while maintaining a high degree of effectiveness in the

delivery of programs and services. It is imperative that a focus is maintained on a well-crafted mission and vision statement and quantifiable goals and objectives. Care should be given to ensure that all students receive quality and equitable services without regard to their school of attendance. It is also important to ensure that monitoring and evaluation devices are in place to help the division determine whether it is being successful in achieving its goals and objectives in an effective and efficient manner.

Exhibit 3-3 provides selected student information for FCPS and in comparison with the same information for the state.

**EXHIBIT 3-3
FRANKLIN COUNTY PUBLIC SCHOOLS IN COMPARISON WITH THE STATE
SELECTED STUDENT INFORMATION
2005-2006**

STATISTIC	FRANKLIN COUNTY	STATE
Student Membership End-of-Year	7,180	1,177,197
Total Average Daily Membership	7,194	1,185,051
Total Average Daily Attendance	6,887	1,128,022
Total Attendance Percentage	96%	95%
Dropout Percentage	1.86%	1.88%

Source: Virginia Department of Education Web site, 2007.

Exhibit 3-4 provides graduation and follow-up information on the class of 2006 in comparison with the same information for the state.

**EXHIBIT 3-4
FRANKLIN COUNTY PUBLIC SCHOOLS IN COMPARISON WITH THE STATE
STUDENT STATISTICS
CLASS OF 2006**

CLASS OF 2006	FRANKLIN COUNTY PUBLIC SCHOOLS	STATE
Fall Membership in Grade Nine 2002-2003	691	101,473
Total Graduates 2005-2006	512	77,562
Percentage of Graduates of 2002 Grade Nine Membership	74.1	76.4
GRADUATION FOLLOW-UP		
Attended Two/Four Year College	64.6	74.10
Enrolled in Other Continuing Education Plans	5.1	5.0
Began employment or Enlisted in the Military	26.2	14.9
No Further Plans	4.1	6.0

Source: Virginia Department of Education Web site, 2007.

FINDING

Exhibit 3-5 illustrates the results of a survey conducted to determine the attitude and feelings of central office administrators, principals, assistant principals and teachers regarding curriculum and instruction in FCPS. A large majority (77 percent) of the respondents agree to the sufficiency of student services (counseling, speech therapy,

health, etc.) provided to the students of the division. When asked about the effectiveness of educational programs in the academic areas, approximately 70 percent of the central office respondents agreed that they were effective, while a higher percentage (81 percent) of school level administrator and teacher respondents agreed to the effectiveness of academic programs. A small percentage (approximately 13 percent) of all respondents disagreed with the effectiveness of the arts and physical education. The 13 percent represents the highest percentage of disagreement regarding the effectiveness of all the academic areas. When asked about the effectiveness of other instructional programs (special education, literacy, drop-out prevention honors and gifted programs, alternative education, etc.) the percentage of agreement was not as pronounced. About half (51 percent) of the central office administrators agreed that the other instructional programs were effective while 40 percent of school-level administrators and teachers agreed that instructional support programs were effective. The converse of that opinion is that 60 percent of the school-level respondents disagreed or had no opinion regarding the effectiveness of other instructional programs. In regard to Special Education services, a majority of the respondents expressed agreement that there is divisionwide cooperation, coordination, the eligibility determination of students is timely, and staff development for special education is adequate. When teacher responses are considered separately, a different picture emerges regarding staff development for special education teachers. Only 39 percent of the teacher respondents agreed with the adequacy of staff development for special education teachers. The converse here is that 61 percent disagreed or had no opinion regarding the question.

**EXHIBIT 3-5
FRANKLIN COUNTY PUBLIC SCHOOLS
COMPARISON OF RESPONSES WITHIN THE DIVISION
CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school district has increased in recent years.	79/0	84/4	82/5
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	69/5	80/17	67/19
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	85/0	92/4	72/13
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	85/0	92/8	85/8
5. Lessons are organized to meet students' needs.	74/0	100/0	89/2
6. The curriculum is broad and challenging for most students.	79/0	96/4	82/7
7. Teachers in our schools know the material they teach.	64/0	100/0	92/2
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	79/0	100/0	70/7
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	74/5	96/4	66/18
10. Our district provides curriculum guides for all grades and subject areas.	63/0	96/0	85/6
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	84/0	100/0	88/2
12. Our district has effective educational programs for the following:			
a) Reading and Language Arts	79/0	87/13	84/6
b) Writing	79/0	84/4	77/8
c) Mathematics	79/0	96/4	87/4
d) Science	79/0	100/0	80/6
e) Social Studies (history or geography)	79/0	100/0	84/3
f) Foreign Language	69/0	67/0	44/6
g) Basic Computer Instruction	73/0	91/4	78/4
h) Advanced Computer Instruction	63/0	71/4	46/6
i) Music, Art, Drama, and other Fine Arts	58/5	67/21	55/21
j) Physical Education	69/5	84/13	74/11
k) Career and Technical (Vocational) Education	58/0	63/0	52/6
l) Business Education	58/0	62/0	48/3
13. The district has effective programs for the following:			
a) Special Education	90/5	79/17	66/17
b) Literacy Program	79/0	71/17	58/11
c) Advanced Placement Program	58/5	67/17	52/9
d) Drop-out Prevention Program	63/5	51/17	25/9
e) Summer School Programs	84/0	84/8	64/9
f) Honors and Gifted Education	58/16	80/17	47/20
g) Alternative Education Programs	58/11	63/17	37/9
h) Career Counseling Program	43/0	55/8	26/8
i) College Counseling Program	48/0	50/8	29/8
14. The students-to-teacher ratio is reasonable.	74/11	63/25	51/40
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	95/0	96/4	87/3
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	85/0	88/8	64/12

Source: FCPS responses to MGT Survey, 2007.

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

FINDING

Exhibit 3-5 also shows the respondents have a mixed opinion regarding Limited English Proficient (LEP) services. Approximately 60 percent of all respondents agree to the adequacy of LEP policy implementation, the identification of English language learners, and mandated assessments of these students. However, only 33 percent of the teacher respondents agree to the adequacy of all LEP services. Of particular note are the survey comments by all respondents regarding the provision of documents to parents in their native language, and translation services provided to them. While some document translation is provided on a cost-per document basis, less than a majority agree to its adequacy. Interviews with some central office staff members also revealed the need for certificated personnel in this area.

Exhibit 3-6 illustrates the increase in the number of students eligible for LEP services in the division; as the years pass, the rate of increase appears to be significant.

**EXHIBIT 3-6
HISTORICAL ENROLLMENT OF LEP STUDENTS
FRANKLIN COUNTY PUBLIC SCHOOLS
2003-07**

FRANKLIN COUNTY	2003	2004	2005	2006	2007
	51	57	98	135	165

Source: Virginia Department of Education Web site, 2007 and FCPS.

RECOMMENDATION 3-1:

Implement a program of services that provides for the translation of more documents to parents in their native languages.

Implementation of this recommendation will ensure that all parents have complete access to information relative to their child’s education in a manner that can be easily read and understood. This recommended practice will demonstrate to non-English speaking families that the division is embracing their presence and working to contribute to their adjustment to the educational culture of the community.

FISCAL IMPACT

There may be costs associated with the documentation translation. If there is internal capacity there should be no significant fiscal impact. If no internal capacity is available to provide the services, the division could develop and post an RFP on its Web site that would seek these services on an annual basis. If the services are out-sourced the cost would be determined by RFP process. According to College Grad.Com, a Web based salary information and reporting site, the base salary for a translator in the Rocky Mount area is \$33,173, with a median salary of \$38,811.

Exhibit 3-7 compares the student enrollment by ethnicity of FCPS with that of its cluster divisions for the 2005-06 school year.

**EXHIBIT 3-7
STUDENT ENROLLMENT BY ETHNICITY
COMPARISON DIVISIONS IN CLUSTER 4
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	AMERICAN INDIAN/ ALASKA NATIVE	ASIAN	BLACK	HISPANIC	WHITE	HAWAIIAN/ PACIFIC ISLANDER	UNKNOWN	TOTAL
Franklin County	0.4%	0.6%	11.6%	2.5%	84.8%	0.0%	0.1%	7,445
Campbell County	0.3%	1.2%	19.2%	1.4%	77.6%	0.0%	0.3%	8,940
Culpeper County	0.2%	1.4%	19.0%	8.8%	68.7%	0.1%	1.8%	6,997
Pittsylvania County	0.2%	0.2%	29.2%	2.0%	68.0%	0.0%	0.5%	9,298
Amherst County	1.0%	0.8%	26.3%	1.5%	69.7%	0.2%	0.4%	4,775
DIVISION AVERAGE	0.42%	0.84%	21.06%	3.24%	73.76%	0.06%	0.62%	7,491

Source: Virginia Department of Education Web site, 2007.

Exhibit 3-8 breaks down the student population into ethnic groups for FCPS and non-cluster peer school divisions for the 2006-07 school year.

**EXHIBIT 3-8
COMPARISON OF ETHNICITY OF FULL-TIME STUDENTS WITH
NON-CLUSTER PEER DIVISIONS
2006-07 SCHOOL YEAR**

ETHNICITY	FRANKLIN COUNTY	BEDFORD	ROANOKE CITY	SALEM	PEER AVERAGE
Unspecified	11	30	0	30	24
As a % of Total Enrollment	< 1%	< 1%		< 1%	< 1%
American Indian	26	28	23	10	22
As a % of Total Enrollment	< 1%	< 1%	< 1%	< 1%	< 1%
Asian	55	120	265	90	133
As a % of Total Enrollment	< 1%	1%	2%	2%	2%
Black	874	1,017	6,405	394	2,173
As a % of Total Enrollment	12%	9%	48%	10%	20%
Hispanic	231	140	592	65	257
As a % of Total Enrollment	3%	1%	4%	2%	3%
White	6,405	9,809	5,942	3,387	6,386
As a % of Total Enrollment	84%	88%	44%	85%	76%
Hawaiian	0	2	0	2	2
As a % of Total Enrollment		< 1%		< 1%	< 1%
Total Enrollment	7,602	11,146	13,227	3,978	8,988
Percent Minority	16%	12%	55%	15%	29%

Source: Virginia Department of Education Web site, 2007.

In **Exhibit 3-9**, the data show that FCPS ranks within two percentage points of the non-cluster peer average in all budget categories except debt service where it has a variance of three percentage points below the average allocation for debt service. This finding tends to support the conclusion that FCPS manages its financial resources in a frugal manner, being mindful of its long term obligations while maintaining a posture of normalcy in its budgeting process for educational services when compared to other divisions.

Exhibit 3-9 also illustrates how closely the expenditures of the division are to its non-cluster peer divisions in the other categories. However, this relative normalcy of expenditures can be misleading when teacher and administrator salaries in the division are compared with the same group of non-cluster peer divisions (illustrated in the Human Resources Chapter **Exhibit 4-10** and **4-11**) where the beginning teacher and school level administrator salaries for the division are the lowest in the non-cluster peer comparisons. The budgeted amount in administrator and instruction categories both fell below the non-cluster peer average.

**EXHIBIT 3-9
PERCENTAGE OF EXPENDITURES BY BUDGET CATEGORIES
FRANKLIN COUNTY PUBLIC SCHOOLS AND NON-CLUSTER PEER DIVISIONS
FISCAL YEAR 2005-06**

CATEGORY	FRANKLIN COUNTY	BEDFORD COUNTY	ROANOKE CITY	SALEM CITY	NON-CLUSTER PEER AVERAGE
Administration	944,509	977,843	2,715,824	1,055,06	1,423,296
Percentage of Total Disbursement	1%	1%	2%	3%	2%
Instruction	45,183,138	60,107,764	96,817,555	28,593,775	57,675,558
Percentage of Total Disbursement	64%	68%	59%	69%	65%
Attendance	784,364	1,501,795	1,962,922	948,387	1,299,367
Percentage of Total Disbursement	1%	2%	1%	2%	2%
Pupil Transportation	5,280,010	5,721,601	6,717,808	1,115,553	4,708,743
Percentage of Total Disbursement	7%	6%	4%	3%	5%
Operations	6,450,703	6,296,782	13,485,474	3,054,533	7,321,873
Percentage of Total Disbursement	9%	7%	8%	7%	8%
School Food Services	3,132,592	4,051,674	5,350,356	1,515,912	3,512,634
Percentage of Total Disbursement	4%	5%	3%	4%	4%
Summer School	147,866	240,354	1,161,064	44,946	398,558
Percentage of Total Disbursement	<1%	<1%	<1%	<1%	<1%
Adult Education	472,697	52,213	501,170	3,750	257,458
Percentage of Total Disbursement	<1%	<1%	<1%	<1%	<1%
Other Educational	1,545,516	970,905	5,742,907	165,692	2,106,255
Percentage of Total Disbursement	2%	1%	3%	<1%	2%
Facilities	4,229,036	2,686,519	18,620,919	1,143,140	6,669,904
Percentage of Total Disbursement	6%	3%	11%	3%	6%
Debt Services	2,477,852	5,857,987	11,853,076	3,873,351	6,015,567
Percentage of Total Disbursement	4%	6%	7%	9%	7%
TOTAL	70,648,283	88,465,438	164,929,076	41,514,04	91,389,211

Source: Created by MGT from data collected from the Virginia Department of Education Web site, 2007.

3.2 Special Programs

School divisions throughout the nation use special programs in a supplementary manner to further enhance the quality and effectiveness of their basic educational program. The extent to which these programs are effective in meeting the goals and objectives of the school division has a direct bearing on the resources available to support these programs.

FINDING

FCPS utilizes several traditional special programs to supplement its basic instructional program; however, a more thorough process is needed to clearly identify students with special needs. Special services are provided to students in the areas of special education, English as a second language (ESL), dropout prevention, alternative education, at-risk programs, career/technical education, and gifted and talented program.

The special education program provides services to a significantly large number of students with disabilities. **Exhibit 3-10** compares the number of students receiving special education services in FCPS with non-cluster peer divisions for the 2005-06 school year. FCPS has the highest percentage (18.95) of students receiving special education services in the comparison. It also exceeded the state average by 4.29 percentage points. Interviews with special education staff members revealed that the percent has not changed very much since that time. The approximate percentage for the 2008 school year is still in excess of 18 percentage points. The division is working to lower the number of students identified for services in the program and bring it more in line with the non-cluster peer and state averages. Some of the current attempts include not taking the results of assessments too quickly, encouraging parents to work with the processes and alternative approaches in the schools before requesting assessment for possible identification a child as a student with a disability (SWD). The division also cites the need for more training for teachers to help them understand social issues and how they impact the learning process and the need for more training to help teachers deal with difficult children. A review of training documents confirms the inadequacy of staff development offerings in these areas.

**EXHIBIT 3-10
FRANKLIN COUNTY SCHOOLS AND NON-CLUSTER PEER DIVISIONS
SPECIAL EDUCATION STUDENTS
2005-2006 SCHOOL YEAR**

SCHOOL DIVISION	ENROLLMENT AT SEPTEMBER 2005	DECEMBER CHILD COUNT 2005	SPECIAL EDUCATION STUDENTS AS A PERCENT OF TOTAL ENROLLMENT
Franklin County	7,228	1,370	18.95%
Bedford County	10,861	1,214	11.17%
Roanoke City	12,638	2,072	16.39%
Salem City	3,893	471	12.09%
NON-CLUSTER PEER AVERAGE	8,655	1,282	14.80%
STATE DIVISION TOTAL	1,194,319	175,176	14.66%

Source: Virginia Department of Education, 2007.

The division utilizes two major approaches to meet the needs of students with disabilities or regular education students that may be on the cusp of being identified as a SWD. Inclusion is the first approach, implemented throughout the division as a way of educating SWD in a regular classroom. It is less costly than a pull-out arrangement. Research also has shown that students learn better in a regular classroom. It is also implementing the Response to Intervention (RTI) model which is designed to identify behavioral and learning needs of children early in their schooling and provide intervention so that the need for student referrals and placement in special education programs will be reduced or eliminated.

FCPS is considering other alternatives to meeting the needs of students on the cusp of being identified as SWD in an effort to reduce the number of students served. The special education program works very closely with parents to help them understand there are other interventions to help borderline students before staffing them into the program. It is looking for other consultative models to consider that involve the regular education teacher, parent, and other professional staff members in a collaborative way to take a critical look at the child and determine whether his/her behavior is a manifestation of a learning disorder or some other problem that impacts his/her learning.

RECOMMENDATION 3-2:

Increase emphasis on the use of the RTI model through required training and awareness for all professional staff members and stakeholders as well as inclusion.

In 2002, the National Research Council issued a report to Congress, *Minority Students in Special and Gifted Education* which recommended that schools:

- Apply universal screening for reading and behavioral problems to help reduce reliance on teacher referral
- Integrate general and special education services and apply high quality instruction based on evidence-based practices.

Research and current practice show that schools and districts engaged in aligning resources, promoting greater collaboration and striving to serve students through rigorous evidence-based intervention models. When students first struggle academically and behaviorally, Response to Intervention (RTI) leads to:

- Gains in reading and math assessment scores;
- Decrease in inappropriate referrals to special education--particularly for minority students and boys;
- Improved collaboration between general and special education;
- Corresponding cost benefits.

RTI is an intervention model that focuses on assisting teachers with students' academic and behavioral concerns through one-on-one case consultation along with a focus on providing an instructional match between the student and the environment. Research has validated this model as being beneficial in reducing special education referrals and placements, improving teacher skills, confidence and satisfaction, and reducing disproportionate referrals of minority students. The goal of RTI is not to avoid special education when those resources are needed, but to attempt to work very carefully in the context of when a problem first appears and while it is a relatively small problem. If fully implemented with adequate resources and support, RTI will be effective in reducing the number of students being identified as SWD and increase overall achievement by those students.

FISCAL IMPACT

There should be no significant financial impact with the implementation of this recommendation. The use of creative ways to offer training for teachers, administrators, and other professional staff members can minimize the cost. Some examples would be computer assisted learning either on-line or stand alone, incorporating training over time into regular staff meetings at schools, required readings, short courses, etc. A six hour training module extended over the school year should provide enough time to heighten the awareness of inclusion and RTI. MGT estimates it will take the director of special education 40 hours to develop this training module.

FINDING

Exhibits 3-11 through **Exhibit 3-13** show the cost of special education services out-sourced by FCPS for the 2005 through 2007 school years. A review of the data shows the services provided and the vendors. The student services include, but are not limited to: speech therapy, physical therapy, autism services, psychological evaluations, interpretation, and social skills training. In addition to services provided to students, other services were out-sourced. Among those were Medicaid billing/filing services, training for teachers, assisting teachers with lesson planning and student discipline, brochure development, assisting with the preparation of Individual Educational Plans (IEPs), and chairing eligibility meeting for elementary and middle schools.

The exhibits also show the escalating costs of out-sourced special education services. For the 2006 school year the cost increased by \$93,193.56 or 95.7 percent over the prior year. For the 2007 school year the cost increased by \$26,128.97 or 13.7 percent over the prior year. From the 2005 through the 2007 school year, the cost of out-sourcing special education services increased by an average of 54.7 percentage points.

The main reason for the out-sourcing of services is the inability of the division to find and hire certificated and highly qualified personnel for positions that would provide these services. The division significantly exceeds the state and non-cluster peer division average in identifying and staffing students with disabilities into special education programs. The division could reduce its dependence on out-sourcing by finding ways to ensure students' needs are appropriately identified.

**EXHIBIT 3-11
EXPENDITURES FOR OUT-SOURCED SPECIAL EDUCATION SERVICES
FRANKLIN COUNTY PUBLIC SCHOOLS
2005 SCHOOL YEAR**

VENDOR	SERVICES	CONTRACT	AMOUNT
Michelle Brown	Psychological	YES	\$8,500.00
Elaine King	Psychological	YES	\$3,000.00
Debbie Coker	Psychological	YES	\$21,500.00
Norfolk Public Schools	Unidentified	NO	\$27,536.40
Piedmont Community Services	Unidentified	NO	\$3,000.00
Professional Therapies of Roanoke	Physical Therapy	YES	\$33,843.36
TOTAL			\$97,379.76

Source: Franklin County Public Schools Special Education Department, 2007.

**EXHIBIT 3-12
EXPENDITURES FOR OUT-SOURCED SPECIAL EDUCATION SERVICES
FRANKLIN COUNTY PUBLIC SCHOOLS
2006 SCHOOL YEAR**

VENDOR	SERVICES	CONTRACT	AMOUNT
Barbara Humphreys	Professional Services	YES	\$17,069.04
Professional Therapies	Physical Therapy	YES	\$57,989.29
Radford University (Cindy Scott)	Psychological	YES	\$14,062.54
Debbie Coker	Psychological	YES	\$17,390.00
Norfolk Public Schools	Unidentified	NO	\$27,536.00
Piedmont Community Services	Social Skills Training	YES	\$3,000.00
Commonwealth Autism	Unidentified	NO	\$1,283.94
Therapy Associate of Martinsville	Speech Therapy Services	YES	\$50,184.11
TOTAL			\$190,573.32

Source: Franklin County Public Schools Special Education Department, 2007.

**EXHIBIT 3-13
EXPENDITURES FOR OUT-SOURCED SPECIAL EDUCATION SERVICES
FRANKLIN COUNTY PUBLIC SCHOOLS
2007 SCHOOL YEAR**

VENDOR	SERVICES	CONTRACT	AMOUNT
Learning Works	Medicaid Billing	YES	\$17,886.70
Public Consulting Group	IEP Software License, Training, Maintenance	YES	\$20,700.00
Piedmont Community Services	Unidentified	NO	\$1,500.00
Cindy Scott	Psychological	NO	\$1,419.18
Andrea Foutz	Psychological	YES	\$5,850.00
Educational Interpreters Agency	Interpreting for 2 Students	YES	\$38,694.36
Goodwill	Unidentified	NO	\$7,163.10
Heartland Rehab	Unidentified	NO	\$3,462.50
Norfolk Public Schools	Unidentified	NO	\$47,175.68
Professional Therapies	Physical Therapy	YES	\$72,850.77
Barbara Humphreys	Professional Services	YES	\$17,069.04
TOTAL			\$216,702.29

Source: Franklin County Public Schools Special Education Department, 2007.

COMMENDATION 3-A:

FCPS is commended for securing resources external to the division to provide services to students as required by Individual Educational Plans (IEP) when those services cannot be provided by FCPS.

FINDING

The Gereau Center for Applied Technology and Career Exploration offers a unique vocationally oriented program to its principal clientele, all grade 8 students in the division. In a shared arrangement with the middle school, all grade 8 students are cycled through the center on a two day a week rotation for the entire school year and given an opportunity to explore careers in visual arts, aviation, engineering, environmental

science, finance, health and human services, legal studies and media. Students may select any three of the eight modules.

Not only does the center provide exploratory career awareness but it also incorporates Standards of Learning (SOL) instruction into its curriculum. The center also prepared a matrix that shows specific SOL in mathematics, English, science and social studies and the accompanying module that complements that standard. This ensures students' continual preparation for assessment in the academic areas even when they are in vocationally oriented courses at the center.

The Gereau Center has collaborated with Virginia Tech, the Virginia Department of Mines, Minerals and Energy, and the U. S. Department of Energy to create a Regional Renewable Energy Learning Center for residential construction. The goal is to create a sustainable building that will serve as the focus of curricula to ignite a desire in students, architects, builders, and homeowners to explore and investigate new "green" technologies.

COMMENDATION 3-B:

The division is commended for providing resources to support and sustain career and workforce development programs for all 8th grade students; and for ensuring that SOL instruction is integrated into the curriculum at the Gereau Center for Applied Technology and Career Exploration.

FINDING

The 2007-08 AYP report based on 2006-07 data indicates that the division made AYP; however, the Benjamin Franklin Middle School-West (BFMS-West) did not make AYP. The report indicates that BFMS-West Students with Disabilities (SWD) did not meet criteria in English and mathematics performance. Additionally, students identified as disadvantaged did not meet criteria in the area of mathematics performance.

BFMS-West has demonstrated need for additional resources to improve student achievement. This is based on the performance of Black students, students identified as being disadvantaged, and SWD at the school in the areas of English and mathematics.

The Gereau Center also did not make AYP because SWD did not meet criteria in the area of English performance; this was also true for the 2005-06 school year. Black students at the center did not make AYP for the 2005-06 year but the sub-group was too small for reporting purposes for the 2006-07 school year.

The Gereau Center has demonstrated need for additional resources. This is based on the performance of SWD in English and Black student performance for the 2005-06 school year which places that sub-group under scrutiny for a 3-year period in English performance.

Federal Title I grants provide funding to schools throughout the United States to supplement, but not supplant, educational programs. Upon becoming eligible to receive such funds, schools and school districts/divisions have broad flexibility in deciding how

those funds will be used to supplement instruction. According to the FCPS 2007-08 budget, the Title 1 Part A allocation is \$1,568,603. The School-wide model is used to provide supplementary educational services to students in elementary schools. Secondary schools are not a part of the Title I program.

RECOMMENDATION 3-3:

Restructure the Title I program of the division so that funding is available to BFMS-West and the Gereau Center to supplement SOL instruction.

SOL supplementation should be in the academic areas of need with consideration given to applying the target assistance model, so that resources could be concentrated in the areas of need to the sub-groups in need.

The implementation of this recommendation will provide additional resources (financial and/or human) to help provide additional instruction in English and mathematics for sub-groups in these schools that are having difficulty meeting AYP criteria. The anticipated overall effect would be improved performance in English and mathematics at these schools by the sub-groups.

FISCAL IMPACT

The fiscal impact to the division will be negligible. There is no reduction in funding to the division because it chooses to apportion its funds in this manner. Conversely, there is no increase in funding from the Federal government. Schools currently identified as being Title I schools will see a reduction in their individual appropriations because the overall Title I funding for the division will be divided among more schools.

FINDING

FCPS has experienced a small reduction in its dropout rate over a two year period. It offers several programs that contributed to the decline. The Dropout Prevention and Alternative Education programs of the division are located primarily at the Franklin County High School (FCHS). Among the programs is the School for Alternative Academic and Vocational Education (SAAVE) on the west campus of FCHS. Its stated goal is to “increase knowledge in GED core content areas; identification of aptitudes, interest and abilities in relation to careers; improve critical thinking and reasoning skills; reduce disciplinary infractions; reduce truancy; improve peer/adult relationships; and improve student self confidence and motivation.” There are currently 19 students enrolled in the program. The Individual Student Alternative Education Program (ISAEP) is a GED preparation program. Students take science, mathematics, social studies, writing and reading courses. The goal is for students to secure employment and successfully accumulate 120 work hours. They also attend a work studies class each week. Seventy (70) students graduated using the alternative education program during the 2006-07 year.

The division has established an off-campus program referred to as the Life's Academy. The program provides an alternative school setting for SWD who are unable to function in the regular school setting due to maladaptive behavior or academic problems. Currently there are 5 students in the program.

Exhibit 3-14 compares the annual dropout rates for FCPS and non-cluster peer divisions. Though the increments are small and unlike the other divisions in the exhibit, FCPS experienced annual declines in its dropout rate from each of the years from 2003-2006. A review of the data for the other divisions shows a fluctuating rate for one division and increases for the other two.

**EXHIBIT 3-14
ANNUAL DROPOUT RATE COMPARISONS
FRANKLIN COUNTY PUBLIC SCHOOLS AND NON-CLUSTER PEER DIVISIONS
2003 THROUGH 2006 SCHOOL YEARS**

SCHOOL DIVISION	2003-2004	2004-2005	2005-2006
Bedford County	0.78	1.11	1.26
Franklin County	2.06	1.89	1.86
Roanoke City	3.40	4.07	3.69
Salem City	0.21	0.77	0.88
NON-CLUSTER PEER AVERAGE	1.61	1.96	1.92

Source: Virginia Department of Education Web site, 2007.

COMMENDATION 3-C:

FCPS is commended for implementing dropout and alternative education programs that have resulted in annual declines in the dropout rate for three consecutive years.

FINDING

Alternative placement programs for students who have been expelled from school not only provide the students with a second chance at completing their courses of study for the duration of the expulsion period but also provides for the continued monitoring of undesirable behaviors in a setting that provide interventions to help the maladjusted student refocus on desirable behaviors and academics as well. Except for SWD, schools have no legal obligation to provide educational services to students who are expelled from school.

The FCPS 2007-08 budget appropriates \$50,000 for the establishment of a local or regional program for expelled students. This benefits the students academically and also allows the division to collect funding for providing educational services to these students.

The recognition that expelled students need an alternative to being completely disconnected from the educational system and to have the opportunity to continue their education in a more structured environment is an indication that the board is committed to the education of all its students.

COMMENDATION 3-D:

The FCPS is commended for recognizing the need for and providing funding to support the establishment of an alternative placement program for students who have been expelled from regular school attendance in the division.

3.3 Staffing

Standards of Quality (SOQ) are guidelines to be used by school divisions to determine staffing levels for administrative, instructional, and support personnel.

FINDING

The data displayed in the following exhibits attest to the frugality of the division when compared to cluster and non-cluster peer divisions. During interviews, various staff members, cited the success of the division as being the work of a dedicated workforce despite the division ranking in terms of salary offerings.

Exhibit 3-15 shows staffing levels for FCPS teachers in relation to its non-cluster peer divisions. FCPS has fewer total teachers per 1,000 students than each of the compared divisions. When comparing the ratio of pupils to teachers for grade K-7 in Franklin County, it is lower than the non-cluster peer division average of 13.7; and when comparing grades 8-12 teaching positions FCPS has a 13.1 ratio as compared to a non-cluster peer average of 8.3. These figures translate into slightly smaller class sizes at the K-7 level and larger classes at the grades 8-12 level when compared with the other non-cluster peer divisions.

**EXHIBIT 3-15
FRANKLIN COUNTY PUBLIC SCHOOLS AND NON-CLUSTER PEER DIVISIONS
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADE K-7	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Franklin County	72.9	12.2	13.1
Bedford County	75.9	14.3	9.9
Roanoke City	79.0	11.4	10.0
Salem City	74.2	16.8	9.3
NON-CLUSTER PEER AVERAGE	75.5	13.7	8.3

Source: Virginia Department of Education Web site, 2007.

Exhibit 3-16 shows staffing levels for FCPS teachers in relation to its cluster peer divisions. FCPS has fewer total teachers per 1,000 students than each of the compared divisions. When comparing the ratio of pupils to teachers for grade K-7 in Franklin County, it is lower than the cluster peer division average of 13.32; and when comparing grades 8-12 teaching positions FCPS has a 13.1 ratio as compared to a cluster peer average of 10.96. These figures translate into slightly smaller class sizes at the K-7 level and larger classes at the grades 8-12 level when compared with the other cluster peer divisions.

**EXHIBIT 3-16
FRANKLIN COUNTY PUBLIC SCHOOLS AND CLUSTER PEER DIVISIONS
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADE K-7	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Franklin County	72.87	12.2	13.1
Amherst	81.77	12.5	9.8
Campbell	75.47	17.9	8.3
Culpepper	76.16	13.4	10.7
Pittsylvania	81.01	10.6	12.9
CLUSTER PEER AVERAGE	77.46	13.32	10.96

Source: Virginia Department of Education Web site, 2007.

Exhibit 3-17 compares the number and average annual salaries for instructional and teacher aide positions in non-cluster peer divisions to FCPS. The comparison, based on 2005-06 data reveals that FCPS's average annual salary for instructional positions is \$1,794 below the average for the non-cluster peer divisions. FCPS is the second lowest division in the comparison in terms of average annual salary for instructional personnel. The average annual salary for FCPS teacher aides exceeds the average teacher aide salary for non-cluster peer divisions by \$448. The FCPS average teacher aide salary is the highest among the non-cluster peer divisions used in the illustration.

**EXHIBIT 3-17
FRANKLIN COUNTY PUBLIC SCHOOLS AND NON-CLUSTER PEER DIVISIONS
STAFF POSITIONS AND SALARIES
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	ALL INSTRUCTIONAL POSITIONS ¹		TEACHER AIDES	
	NUMBER OF POSITIONS	AVERAGE ANNUAL SALARY	NUMBER OF POSITIONS	AVERAGE ANNUAL SALARY
Franklin County	612	\$43,169	104	\$12,670
Bedford County	970	\$38,604	181	\$13,163
Roanoke City	1,196	\$46,798	267	\$10,819
Salem City	329	\$51,283	78	\$12,234
NON-CLUSTER PEER AVERAGE	777	\$44,963	158	\$12,222

Source: Virginia Department of Education Web site, 2007.

¹ "All Instructional Positions" includes classroom teachers, guidance counselors, technology instructors, librarians, principals, and assistant principals.

Exhibit 3-18 compares the number and average annual salaries for instructional and teacher aide positions in cluster peer divisions to FCPS. The comparison, based on 2005-06 data reveals that FCPS's average annual salary of \$43,169 for instructional positions is \$1,739 above the \$41,430 average for the cluster peer divisions. FCPS has the highest average annual instructional salary when compared with other divisions in

peer cluster. The average annual salary for FCPS teacher aides exceeds the average teacher aide salary for peer cluster divisions by \$246. The FCPS average annual teacher aide salary is the second highest among the peer divisions used in the illustration.

**EXHIBIT 3-18
FRANKLIN COUNTY PUBLIC SCHOOLS CLUSTER PEER DIVISIONS
STAFF POSITIONS AND SALARIES
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	ALL INSTRUCTIONAL POSITIONS ¹		TEACHER AIDES	
	NUMBER OF POSITIONS	AVERAGE ANNUAL SALARY	NUMBER OF POSITIONS	AVERAGE ANNUAL SALARY
Franklin County	612	\$43,169	104	\$12,670
Amherst County	429	\$40,483	65	\$12,484
Campbell County	732	\$40,891	95	\$12,014
Culpepper County	591	\$42,532	114	\$15,049
Pittsylvania County	830	\$40,075	131	\$9,905
CLUSTER PEER AVERAGE	639	\$41,430	102	\$12,424

Source: Virginia Department of Education Web site, 2007.

¹ "All Instructional Positions" includes classroom teachers, guidance counselors, technology instructors, librarians, principals, and assistant principals.

Exhibit 3-19 shows the 2005-06 instructional cost per Average Daily Membership (ADM) for FCPS and non-cluster peer divisions. The non-cluster peer average is \$6,635. Franklin County has a slightly higher cost (\$6,086) than that of the peer divisions used in the comparison. Two other divisions exceed the average and one division falls below FCPS in the comparison.

**EXHIBIT 3-19
FRANKLIN COUNTY PUBLIC SCHOOLS AND NON-CLUSTER PEER DIVISIONS
INSTRUCTIONAL COST
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	COST OF INSTRUCTION	COST PER ADM
Franklin County	\$45,183,138	\$6,086
Bedford County	\$60,107,764	\$5,920
Roanoke City	\$96,817,555	\$7,290
Salem City	\$28,593,775	\$7,308
NON-CLUSTER PEER AVERAGE	\$57,675,558	\$6,635

Source: Virginia Department of Education Web site, 2007.

Exhibit 3-20 shows the 2005-06 instructional cost per Average Daily Membership (ADM) for FCPS and cluster peer divisions. The peer average instructional cost per ADM is \$7,260. Franklin County has the lowest cost per ADM (\$6,086) of the peer divisions used in the comparison. Three other divisions exceed the average and one other division falls below the average.

**EXHIBIT 3-20
FRANKLIN COUNTY PUBLIC SCHOOLS AND CLUSTER PEER DIVISIONS
INSTRUCTIONAL COST
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	COST OF INSTRUCTION	COST PER ADM
Franklin County	45,183,138	6,086
Amherst County	28,599,882	7,562
Campbell County	52,149,660	7,507
Culpepper County	43,207,653	7,974
Pittsylvania County	51,517,370	7,170
CLUSTER PEER AVERAGE	44,131,541	7,260

Source: Virginia Department of Education Web site, 2007.

Exhibit 3-21 shows the number of principal/assistant principals, teachers, and teacher aides per 1,000 students in FCPS and non-cluster peer divisions and compares the number with the average number per employee group among the divisions. The data indicates that Franklin County has a higher administrator average per 1,000 students than all other divisions in the comparison. The FCPS Division employed approximately 3 (2.64 FTE) less teachers per 1,000 students than the non-cluster peer division average. Likewise, the FCPS Division employed approximately 4 (3.68 FTE) less teacher aides per 1,000 students than the non-cluster peer division average.

**EXHIBIT 3-21
FRANKLIN COUNTY PUBLIC SCHOOLS AND NON-CLUSTER PEER DIVISIONS
STAFF COMPARISONS PER 1,000 STUDENTS
2005-2006 SCHOOL YEAR**

SCHOOL DIVISION	PRINCIPALS/ ASSISTANT PRINCIPALS	TEACHERS	TEACHER AIDES
Franklin County	4.21	72.87	14.09
Bedford County	3.59	75.93	16.40
Roanoke City	3.78	79.04	20.38
Salem City	3.85	74.22	20.20
NON-CLUSTER PEER AVERAGE	3.86	75.51	17.77

Source: Virginia Department of Education Web site, 2007.

COMMENDATION 3-E:

FCPS is commended for its outstanding accomplishment in delivering educational services to students in an efficient manner.

COMMENDATION 3-F:

The achievements made in the Virginia Standards of Learning Assessments are laudable even as the division attempts to improve the salary structure for its employees.

4.0 HUMAN RESOURCES MANAGEMENT

4.0 HUMAN RESOURCES MANAGEMENT

This chapter reviews the personnel and human resources management functions of the Franklin County Public Schools (FCPS).

The major sections of the chapter include:

- 4.1 Organization and Management
- 4.2 Policies and Procedures
- 4.3 Recruitment and Involvement of Staff in Hiring
- 4.4 Performance Evaluation
- 4.5 Staff/Professional Development
- 4.6 Employee Compensation
- 4.7 Efficiency of Operations

CHAPTER SUMMARY

The performance review team examined a wide variety of documentation including, but not limited to, policy and procedural handbooks, personnel records, staff training and development records, department financial data, employment contracts, departmental forms, informational brochures, the division's strategic plan and the division's Web site. In addition, interviews were conducted with various employees as well as the superintendent. These activities provided insight into the operational routines of the department, and allowed the audit team to make recommendations and note commendations regarding human resources practices and procedures.

Franklin County Public Schools is commended for:

- Ensuring that employees have access to staff development opportunities by providing the funding needed for them to take advantage of those opportunities.

The following key recommendations should assist the FCPS Board and administration as they consider options for improving the operations of the human resources department in the division:

- Restructure the human resources department and create a human resources specialist position to allow for a better distribution of the work and for greater efficiency in carrying out the functions of a human resources department.
- Restructure the division's performance evaluation system so that it becomes a system of components linked in such a way as to provide for the appraisal of employee performance, merit compensation, growth and development of the individual, and growth of the organization.
- Automate the operations of the human resources department and ensure that it is integrated with and operates as an entity of a division wide information technology system.

4.1 Organization and Management

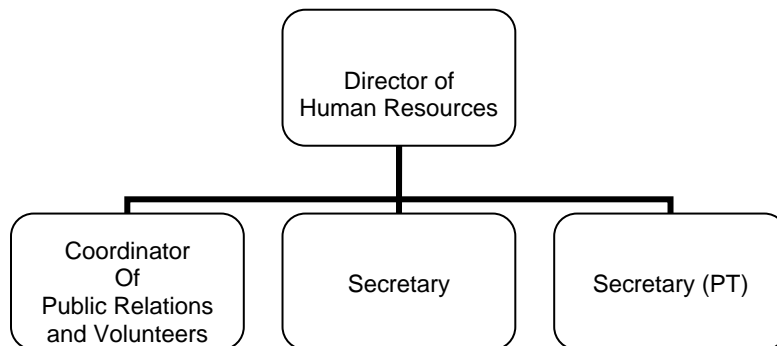
The human resources (HR) department of an organization is responsible for planning, implementing, and maintaining a sound system of personnel services and human resource management that complies with local, state, and federal regulations and guidelines. It also must act consistently with the mission, goals, policies, and procedures of the organization.

Exhibit 4-1 shows the organizational structure of the FCPS human resources department. The current duties and responsibilities of the HR department include:

- Developing and maintaining a personnel plan for the division.
- Recruiting, interviewing, and recommending certificated and classified personnel to the superintendent for employment.
- Assisting in the development of quality staff development offerings.
- Assisting in the evaluation of staffing needs.
- Planning and implementing, in association with others, the initial orientation of new teachers and substitute teachers.
- Assisting in the determination of personnel allotment to the various schools.
- Administering and implementing school board personnel policies/regulations.
- Serving as the superintendent’s designee in hearing grievances as outlined in the grievance procedure.

The department carries out all the HR functions except for the administration of personnel benefits, which is a function of the Business and Finance Department.

**EXHIBIT 4-1
FRANKLIN COUNTY PUBLIC SCHOOLS
HUMAN RESOURCES ORGANIZATION CHART
2007-08**



Source: Franklin County Public Schools, Human Resources Department, 2007.

FINDING

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

The director assumes responsibility for most of the work in the department. The coordinator of public relations, who is a direct report, provides no significant assistance in carrying out HR functions; the secretary carries out the requirements of her job and the half-time secretary splits her time working in the payroll area and with the board. The director has only been in his current capacity for approximately 18 months and as such is still learning and understanding the complexities of human resource management. The department has no other administrative or quasi-administrative personnel to assist in making the department an effective entity of the division.

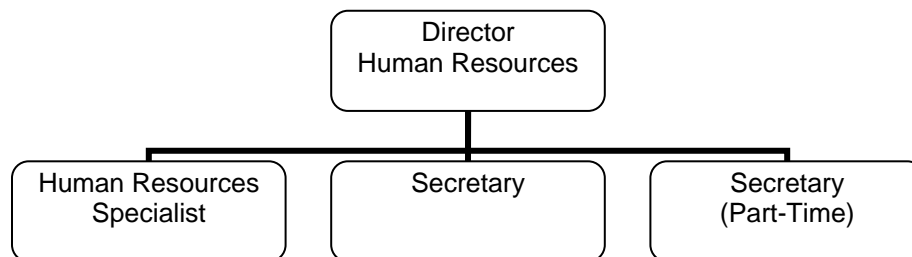
The staff development function of HR is not centrally coordinated and as a result, division departments and schools are responsible for the planning and delivery of staff development for their respective employees. The industry standard for delivering staff development to employees is to centrally plan, coordinate, implement, and track participation. Adhering to that standard guards against unnecessary duplication, improves efficiency in delivery of training, utilizes common planning between and among departments, and centrally houses records for easy access and retrieval.

RECOMMENDATION 4-1:

Restructure the human resources department and create a human resources specialist position to allow for a better distribution of the work and for greater efficiency in carrying out the functions of a human resources department.

Implementing this recommendation will place regular functions of the HR department under the direction of a staff devoted almost exclusively to human resources. It is suggested that the human resources specialist serve as the official in the department that has specialized training and experience in implementing local, state, and federal labor law, policies and procedures, and human resources best practices. **Exhibit 4-2** shows the organizational structure of the human resources department after hiring a human resources specialist and relocating the public relations and volunteer position to the superintendent of schools as show in **Exhibit 1-8** in Chapter 1.0 Division Administration.

**EXHIBIT 4-2
FRANKLIN COUNTY PUBLIC SCHOOLS
RECOMMENDED HUMAN RESOURCES ORGANIZATION CHART**



Source: Developed by MGT of America, 2007.

FISCAL IMPACT

The cost of implementing this recommendation over a five-year period is estimated at \$262,400, which includes fringe benefits cost. This figure was obtained by conducting an Internet search for a research-based salary that reflects local cost-of-living and other indices for the Rocky Mount-Roanoke, Virginia region.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Employ One Human Resources Specialist	(\$52,480)	(\$52,480)	(\$52,480)	(\$52,480)	(\$52,480)

4.2 Policies and Procedures

An effectively and efficiently managed human resources department is one that is well-structured, adequately staffed, and adheres to clearly defined policies and procedures to guide its day to day operations.

FINDING

The performance review team examined a section of the board’s policies entitled “Franklin County Public Schools Personnel” and the accompanying document “Regulations – Franklin County Public Schools Personnel” and found each to have a mixture of policies and regulations. The documents were designed to complement each other with regulations being used to implement school board policy. Both documents have approval/adoption dates dating back as early as 1987 with the majority having an adoption date of October 12, 1987, many with no revisions since that time. Discussion with various staff members indicated that all division policies and procedures are being revised and should be approved by the superintendent and board adopted by the end of the current fiscal year.

Franklin County Public Schools currently has no human resources handbook. A handbook provides an explanation of what is expected of employees, as well as what they can expect from the organization including but not limited to benefits. It also provides protection in legal disputes, as courts have typically considered an employee handbook to be a contractual agreement during litigation.

RECOMMENDATION 4-2:

Continue the revision of school board policies and develop a human resources manual that will specify procedures to be followed when implementing school board human resources policies.

Particular attention should be given to the inclusion of all functions of the department.

RECOMMENDATION 4-3:

Develop an employee handbook to be distributed to all new employees and/or made available to all employees via division’s Web site.

Although employee handbooks will differ, depending on size, number of employees and benefits offers, most handbooks should include the following general areas:

- **District Overview:** Include introductory information with a few paragraphs about the division's history, growth, goals, mission, and leadership philosophy.
- **Legal Issues:** Include policy statements regarding equal employment opportunity, non-discrimination and anti-harassment, Americans with Disabilities, conflict of interest and outside employment, and confidentiality.
- **Compensation and Evaluation:** Discuss performance management and compensation programs, performance appraisal, payment of salaries, overtime pay and employee assistance programs.
- **Leaves:** Include procedures for requesting all types of leave.
- **Employee Benefits:** Include information regarding health insurance, group life insurance, disability, retirement, worker compensation, and flexible spending accounts, and others as may be applicable.
- **Job-Related Issues:** Include information regarding attendance and punctuality, drug and alcohol use/abuse, appearance and dress code, zero tolerance offenses, responses to accidents and emergencies, grievance or complain procedure, email and Internet policies, use of school board equipment and computer systems, smoking policy, and tuition reimbursement.
- **Employment Termination:** Include the expectations and procedures for resigning a position, dismissals, post-resignation and terminations procedures.

Exhibit 4-3 is a sample table of contents for an employee handbook that the division should consider for this recommendation.

**EXHIBIT 4-3
SAMPLE TABLE OF CONTENTS
EMPLOYEE HANDBOOK**

TABLE OF CONTENTS
SECTION 1 – GENERAL INFORMATION <ul style="list-style-type: none">■ School Board Meetings■ Vision, Mission, and Beliefs■ Code of Ethics■ Equity in Division■ Prohibition of Harassments, Hate Crimes, and Threats of Violence■ Learning Environment■ Professional Standards■ Self-Reporting of Criminal Involvement■ Confidentiality and Student Records■ Reporting Child Abuse■ Alcohol, Drug and Tobacco-Free Workplace■ Clean Air Policy■ Blood borne Pathogens Control Plan■ Hazardous Substances■ Weapons or Firearms on School Board Property■ Acceptable Use Policy Governing Internet Use■ Employee Rights: Fair Labor Standards Act
SECTION 2 - PERSONNEL PRACTICES AND PROCEDURES <ul style="list-style-type: none">■ Incident Reporting■ Employee Assistance Program (If applicable)■ General Employment Practices■ Appointment and Reappointment (Instructional and Non-Instructional Personnel)■ Payroll Deductions and Reductions■ Performance Appraisal■ Complaints Relating to Employees■ Leaves of Absence■ Family Medical Leave Act (FMLA)■ Personnel Files■ Suspensions and Dismissals■ Safety and Emergency Evacuation Procedures
SECTION 3 – EMPLOYEE BENEFITS <ul style="list-style-type: none">■ General Information■ Flexible Benefits Plan■ Tax Sheltered Annuity (TSA)■ COBRA■ Worker Compensation■ Liability Insurance■ Unemployment Compensation■ Retirement■ Terminal Pay Benefits.

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

FISCAL IMPACT

These recommendations can be implemented by having a task force complete all strategies, revisions, and development of new manuals in approximately 200 hours.

4.3 Recruitment and Involvement of Staff in Hiring

Choosing staff is one of the most important aspects of maintaining a productive and viable organization. This is especially true for school divisions that are increasingly being held accountable for the success or lack thereof in meeting local, state, and federal standards. Beginning teachers and those who are rather early in their careers realize the need for highly qualified teachers in areas of critical shortages. They look for places to work that have attractive benefits and other support mechanisms to help them in their adjustment to the rigors of teaching.

FINDING

The recruitment plan for the division states that its sole purpose is to “employ qualified personnel, professional and/or classified, to serve the needs of the students, schools, and community of Franklin County.”

The director of human resources is responsible for the interviewing and hiring of administrators, teachers and school nurses. In addition, the director oversees the employment of teacher assistants and secretarial staff upon recommendation from appropriate department heads. The directors of transportation and school food service develop and post their respective vacancy notices, conduct initial screenings, interviews, and recommend persons for employment. Recommendation forms are signed by the department head and forwarded to the director of human resources for final approval.

The plan lists several avenues for exploration when recruiting teachers and school nurses; among them are job fairs, posting vacancies on Teachers-Teachers.com Web site, the division’s Web site, the Virginia Department of Education, and hiring through the career switcher program. While the acquisition of teachers and professional staff is the primary responsibility of the human resource director, school and central office administrators indicated that they have the opportunity to provide input into employee selection in their departments or schools and in most, if not all instances, the recommendation they make are accepted.

The cost for implementing the recruitment plan for 2007-08 is illustrated in **Exhibit 4-4**.

**EXHIBIT 4-4
FRANKLIN COUNTY PUBLIC SHOOOLS
RECRUITMENT EXPENSES FOR 2007-08 STAFFING**

ACTIVITY	EXPENSE
Attending Education Career Fair (Radford University and Virginia Polytechnic Institute)	\$170.00
Attending Salem Job Fair and Franklin County Job Fair	125.00
Magazine Advertisement for Minority Recruitment (Flagship)	180.00
Attending the American Association of School Personnel Administrators’ Annual Conference	1,050.31
Advertisements Assistant Superintendent and Athletic Director positions	4,943.05
TOTAL	\$6,468.36

Source: Franklin County Public School District, 2007.

Having human and financial resources dedicated to the recruitment efforts of the division helps attract the most highly qualified applicants to fill vacant positions.

COMMENDATION 4-A:

The division is commended for using an employee selection system that provides for input from the staff members and committing resources to teacher recruitment.

4.4 Performance Evaluation

The key purposes of a performance evaluation system are to promote continuous employee and organization improvement, increase productivity, and accomplish both in an effective and efficient manner. A quality performance evaluation system has two major dimensions: the first spans the employee's entire career and is designed to provide growth and development and support for increased performance, the second provides a systemic approach to continual organization growth and development.

FINDING

FCPS uses too many separate systems for the evaluation of its personnel; one for certificated personnel, one for classified personnel, and a different less structured system for administrators.

For teachers, the division uses criteria, instruments, and forms from a document entitled "Supervision and Evaluation," which is a training model developed during the 1985-86 school year and revised in 2003. Forms A, B, C, and D are used for observation, evaluation, and teacher improvement. **Exhibit 4-5** outlines the principal components of the system used for certificated personnel (teachers).

**EXHIBIT 4-5
FRANKLIN COUNTY PUBLIC SCHOOLS
DESCRIPTION OF TEACHER EVALUATION FORMS**

COMPONENT	USE
Form A - Lesson Observation	The evaluator uses this form to record the results of observing the delivery of a lesson to students. The evaluator makes written comments regarding lesson objectives, commendations, and recommendations. The teacher has the option to make comments if desired. A conference date and signatures are required on the form. This form remains in the teacher's personnel file at the school.
Form B - General Observation Year-To-Date	The evaluator uses this form to record data gathered from informal observations. The evaluator makes written comments regarding planning skills, instructional skills, evaluation of student performance skills, human relation skills, and professionalism. Each teacher must receive a completed Form B prior to the end of the first semester. This form generally remains at the school in the teacher's personnel file.
Form C – Teacher Evaluation Form	The evaluator uses this form for the final evaluation of the year. The areas of evaluations are planning skills, classroom management skills, instructional skills, evaluation of student performance, human relation skills, and professionalism. The form requires signatures and a conference date. The original is placed in the division personnel file and a copy remains at school.
Form D – Teacher Improvement Plan	The plan is designed to help teachers improve skills to correct deficiencies. Failure to improve skills to correct deficiencies as indicated in the plan may lead to further employment action.
Options 3 – Personal Enhancement Plan	This option is available to tenured personnel who desire to complete a Personal Enhancement Plan for professional growth.
Option 4 – Partnership Enrichment Plan	This option is available to two or more tenured teachers who desire to complete a Partnership Enrichment Plan working together to better understand teacher/learning strategies and techniques.

Source: Supervision and Evaluation, Franklin County Public Schools.

Franklin County School Board Regulation R5-53.8 outlines the evaluation procedure for classified personnel. In its regulation it states:

The evaluation process for the classified personnel of the school division is designed primarily to assist them in the improvement of job performance and to make decisions with regard to classified employees. In addition, the

purpose of the evaluation process shall be to assist classified employees to overcome identified weaknesses and to assist in the retention of employees who have demonstrated performance which is satisfactory or above.

The rating scale will be as stated on the evaluation instrument. All classified employees will be evaluated on the following performances and/or skills [performance factors]:

- *Quality of work*
- *Job knowledge*
- *Attitude*
- *Attendance and punctuality*
- *Personal characteristics*
- *Possesses skill and judgment in the use of equipment*
- *Interpersonal relationships*
- *Job description*

Classified personnel including secretaries, nurses, teacher assistants, maintenance employees, custodial employees, bus drivers, safety officers, and food service workers all have evaluation forms developed specifically for their positions. Personnel are rated on performance factors using the following rating scale: Satisfactory (S), Unsatisfactory (U), Shows Improvement (SI), or Not Applicable (NA).

The teacher assistant and school nurse forms generally parallel the forms (A, B, and C) used by the teacher evaluation system outlined in **Exhibit 4-5**.

A review of several administrator evaluations conducted between 2004 and 2007 reveals a “mixed bag” of procedures and the formats for evaluation of principals. The 2005-06 evaluation for a central office administrator consisted of twenty-one (21) commendations and one (1) recommendation. A 2004-05 evaluation for another central office administrator had twenty (20) commendations and fourteen (14) recommendations. A 2005 evaluation for a district-level coordinator contained commendations and recommendations in four areas: comprehensive school improvement plan, professional development, evaluation, and other. Lastly, the 2005-06 evaluation of a school principal contained three recommendations for comprehensive school improvement, three recommendations for professional goals; one for self and two for staff, three recommendations for teacher supervisions and evaluation, and three recommendations for other commendations and recommendations. There were also recommendations of strategies on an attachment of the evaluation.

A review of the personnel regulations and school board policy for personnel did not reveal language that set forth the criteria and/or manner in which administrators are to be evaluated in the division. Interviews with several principals revealed that they were not aware of the specific forms to be used in the process. The common threads in this finding are the absence of approved, written, quantifiable criteria upon which to base administrator evaluations, a lack of structure in the overall process, and infrequent conducting of evaluations.

The industry standard in this area is to identify the criteria being used to evaluate the performance of an employee and to review those criteria with the employee so as to make clear management's performance expectations for the individual. Performance evaluations should be periodic and accompanied by feedback to the employee to help him/her improve performance and productivity.

RECOMMENDATION 4-4:

Restructure the division's performance evaluation system so that it becomes a system of components linked in such a way as to provide for the appraisal of employee performance, merit compensation, growth and development of the individual, and growth of the organization.

The division will benefit from a restructured comprehensive performance evaluation system with components that link goal setting, performance expectations, professional development, coaching, and rewards so that employment is a continuous improvement process of professional development. The assumption is that a highly qualified and prepared workforce produces high quality outcomes in an effective and efficient manner. If/when merit compensation is instituted in the division the evaluation system can also provide quantifiable data that can be used to make decisions regarding the awarding of merit compensation to employees.

The superintendent, in collaboration with the human resources director, should establish a set of guiding principles that will serve as the foundation for restructuring the performance evaluation system. When establishing that foundation, the following should be considered:

- Organization beliefs, mission and purpose.
- Practices that are research based.
- Local specific job by job descriptions.
- Measurable criteria with identifiable sources of evidence.
- Best practices human resources models that focus on the employee and the organization, with coaching as a major component.
- The understanding that performance evaluation for the employee is finalized only after formative planning that includes the employee's input.
- A design that provides for quantify, quality, efficiency, and timelines that are achievable.
- Data collection from a variety of identifiable sources.
- The situational context of employee service.
- Links to rewards and/or compensation.

The human resources director should:

- Conduct job analyses for all positions within the division to ascertain specific duties and responsibilities of each position. Care should be taken to not rely solely upon the current job description as roles and responsibilities change over time and accurate job analyses are critical to the development of an effective performance evaluation system.
- Develop job descriptions based on the findings of the job analyses. The job descriptions should include all of the current components in addition, but not limited to, components such as service delivery, interagency communication, professional growth and development, work-site standards, employee responsibilities, leadership and strategic orientation, systemic functions, (if the position is instructional, include student achievement as a component). Each component should contain specific measurable performance responsibilities.
- Develop the performance evaluation form for each job description and ensure that the form and the job description are parallel in terms of performance responsibilities. The form should be designed so that quantifiable ratings are assigned that are consistent with data collected for the evaluation. The final evaluation form should contain data-based ratings that can be used for merit compensation and other employment decisions.
- Develop procedures and guidelines that govern the conduct of on-going performance evaluations and ensure that formative coaching and goal setting are components of the procedures and guidelines.
- Perform a pilot of the system to determine any systemic problems with implementation so that they can be solved prior to full implementation. Revise the system based on the results of the pilot.

The superintendent should secure board approval of the revised performance appraisal system and the human resources director should then develop and present a performance evaluation orientation and training seminar so that all employees responsible for conducting performance evaluations will have a working knowledge of and skill in the use of the newly adopted evaluation system. Guidelines that the division should use can be found in the Missouri Department of Elementary and Secondary Education by the Administrator Evaluation Committee or by using the Principal Leadership Performance Review: A Systems Approach, created by the Iowa school leaders.

The current teacher evaluation system has many useful features that can and should be incorporated into the revised evaluation system.

FISCAL IMPACT

The division could use its current capacity to develop the system and minimal additional resources, if any, would be needed. This recommendation can be implemented by the human resources director along with other appointed staff and collectively take approximately 550 hours to complete.

4.5 Staff/Professional Development

An effective staff development program in schools is one that is conceived for the purpose of enhancing the knowledge, expertise, and performance of all employees. The *No Child Left Behind* Act defines such a program as being of high quality, sustained, intensive, and focused on the classroom in order to have a lasting positive effect on teaching and learning.

Staff development is critical to the success of a school division's total operation but even more critical to instruction. Investments in staff development reap large dividends in terms of increased efficiency, improved employee morale, and improved classroom instruction which in turn improves student achievement.

FINDING

The responsibility for staff and professional development is shared among various positions in the division. There is no central person assigned to coordinate staff development on a system wide basis. Essentially, each department and school is responsible for staff development with documentation of participation being kept in the department/school and at the central office. Such an arrangement, while meeting the needs of the departments and schools, could result in duplication of efforts and services when they could have been centrally coordinated for greater efficiency.

School Board Rules 3-49 and 5-50-1 address professional growth opportunities for administrators and certificated personnel. No reference to in-service training for classified employees was found. The performance review team also found no system wide professional development plan that sets forth a vision, goals, objectives, rules, and operating procedures regulating professional development activities in the division. The materials presented to the audit team as the division's professional development plan were actually school improvement plans for individual schools. Several of those plans included strategies and action steps for professional development at the school; but those cannot be considered as a division professional development plan.

On the "**Request for Attendance at Professional Conference or Meeting**" form, the applicant must provide the purpose of the conference or meeting, expected outcomes (personal and/or professional), location, and other pertinent information. However, there were no requirements for the participant to provide a follow-up report and/or share with the faculty and/or staff the knowledge and skills gained from the professional development activity.

Employees of the division generally feel that staff development opportunities range from good to excellent. **Exhibit 4-6** illustrates that point.

**EXHIBIT 4-6
FRANKLIN COUNTY PUBLIC SCHOOLS
STAFF DEVELOPMENT OPPORTUNITIES
COMPARISON OF EMPLOYEE RESPONSES**

STATEMENT	(%E + G) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Staff development opportunities provided by this school division for teachers.	79/0	79/21	60/38
Staff development opportunities provided by this school division for school administrators.	74/5	63/38	22/7
Staff development opportunities provided by this school division for support staff.	58/26	38/50	25/20

Source: Created by MGT of America, Inc., 2007, based on survey data provided by FCPS.

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

In fiscal year 2007-08 the FCPS Budget lists several federal, state, and local sources of funding for staff development activities in the division. **Exhibits 4-7** and **4-8** illustrate the specific sources of funding devoted to staff development.

Exhibits 4-7 and **4-8** illustrate the financial commitment the division had made for the current and prior fiscal year. It further supports the feelings of satisfaction of employees reflected in their survey responses to the provision of staff development activities.

**EXHIBIT 4-7
FRANKLIN COUNTY PUBLIC SCHOOLS
FUNDING FOR INSTRUCTIONAL STAFF DEVELOPMENT
2006-07 THROUGH 2007-08**

FUNDING	2006-07	2007-08
Division Based Staff Development	\$78,000	\$78,000
Title I Part A (Division - Prof. Dev./ Other Services)	10,000	13,000
Title I Part A (School - Prof. Dev. / Other Services)	37,000	43,200
Title I Part A 4-Yr. Program (Prof. Dev./Other Services)	28,000	30,705
Title II Part A (Training for Mentor Implementation)	5,000	5,000
Title II Part A (Training for Highly Qualified Staff)	27,223	27,223
Title V Part A (Workshops & Conferences)	5,000	5,000
Title V Part A (Professional Development)	2,000	2,000
Adult Basic Education (Staff Development)	2,000	2,000
SOL Teacher Training	102,000	107,000

**EXHIBIT 4-7 (Continued)
FRANKLIN COUNTY PUBLIC SCHOOLS
FUNDING FOR INSTRUCTIONAL STAFF DEVELOPMENT
2006-07 THROUGH 2007-08**

FUNDING	2006-07	2007-08
School Based Staff Development & Training	81,625	85,676
Reading First (Travel and Training)	1,500	1,500
TOTAL	\$379,348	\$399,974

Source: Franklin County Public Schools Budget, 2007-2008.

**EXHIBIT 4-8
FRANKLIN COUNTY PUBLIC SCHOOLS
FUNDING FOR NON-INSTRUCTIONAL STAFF DEVELOPMENT
2006-07 THROUGH 2007-08**

FUNDING	2006-07	2007-08
Administration (Travel and Training)	25,812	25,812
Pupil Transportation (Travel and Training)	11,900	11,900
Maintenance Staff (Travel and Training)	3,500	3,500
School Food Service (Travel and Training)	1,849	1,849
TOTAL	\$43,061	\$43,061

Source: Franklin County Public Schools Budget, 2007-2008.

COMMENDATION 4-B:

FCPS ensures that employees have access to staff development opportunities by providing the funding needed for them to take advantage of those opportunities.

RECOMMENDATION 4-5:

Develop and implement a Professional Development Plan for the division.

The implementation of this recommendation will bring form and structure to the division's staff development program by establishing a mission and vision statement, goals, objectives, strategies, operational procedures to include an evaluation component to determine the effectiveness of the overall program in meeting its goals and objectives. It is also important that the plan include accountability measures so that others may benefit from the training and further hone their skills. In doing so, the overall efficiency and effectiveness of the staff development program for the division will be greatly improved. Coordination of the program should be the responsibility of the human resources department.

FISCAL IMPACT

There should be little to no fiscal impact for the division to implement this recommendation. It could be implemented by staff development personnel in approximately 160 hours.

4.6 Employee Compensation

Highly qualified teachers teach well-designed, standards-based lessons, and are able to experience success in the classroom because they know how and why students learn. They work effectively with their colleagues to push and lead school improvement and they work steadily to sharpen their skills and increase their knowledge because they believe it is part of their professional responsibility to do so.

Likewise, highly qualified administrators, auxiliary and support personnel approach their job responsibilities with the same level of skill and commitment as teachers. The working conditions upon which they practice their craft and the compensation package provided to employees say a great deal about how the board of education values the quality and quantity of work provided by its employees.

FINDING

Interviews with employees of the division revealed a general thought that employee compensation, especially for auxiliary workers and teachers, needs to be a major funding priority of the superintendent and school board when developing the budget for the next fiscal year. Many employees expressed the need for regionally competitive salaries in order to continue to attract highly qualified personnel to the division.

Exhibit 4-9 displays the results of a Web-based survey of central office administrators, school based administrators, and teachers conducted by MGT of America. It reveals the employees' attitude and feelings regarding the human resources functions of the division.

**EXHIBIT 4-9
FRANKLIN COUNTY PUBLIC SCHOOLS
HUMAN RESOURCES FUNCTIONS
COMPARISON OF EMPLOYEE RESPONSES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school district are competitive.	10/63	21/76	22/62
2. Our district has an effective employee recognition program.	58/16	58/25	35/32
3. Our district has an effective process for staffing critical shortage areas of teachers.	26/10	29/37	19/32
4. My supervisor evaluates my job performance annually.	85/11	66/8	92/2
5. Our district offers incentives for professional advancement.	42/26	54/33	53/26
6. I know who to contact in the central office to assist me with professional development.	84/0	96/4	70/16
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	100/0	100/0	85/10
8. My salary level is adequate for my level of work and experience.	43/27	55/42	21/65
9. Our district has an effective teacher recruitment plan.	37/21	38/38	23/20
10. I have a professional growth plan that addresses areas identified for my professional growth.	48/16	50/33	63/16

Source: Created by MGT of America, 2007, based on survey data provided by FCPS.

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

An analysis of the responses provided by the central office administrators shows only 27 percent of those responding agree that salary levels are competitive and adequate for themselves; while 45 percent of that same group disagree that salaries are competitive and adequate for themselves.

Thirty-eight percent (38%) of the school level administrators responding to the survey agree that salary levels are competitive and adequate for themselves; while 59 percent of that same group disagree that salaries are competitive and adequate for themselves.

Twenty-three percent (23%) of the teachers responding to the survey agree that salary levels are competitive and adequate for themselves; while 64 percent of that same group disagree that salaries are competitive and adequate for themselves.

Exhibit 4-10 and **4-11** are provided to show FCPS as it compares with school divisions that are of close proximity and who are in regional competition with FCPS to recruit and maintain highly qualified employees.

**EXHIBIT 4-10
TEACHER SALARY COMPARISONS OF
FRANKLIN COUNTY PUBLIC SCHOOLS WITH THAT OF
NON-CLUSTER PEER DIVISIONS
2007-08**

SCHOOL DIVISION	STARTING SALARY (BACHELOR'S/0 YRS)	STEP 5 (BACHELOR'S)	STEP 10 (BACHELOR'S)	MAXIMUM (BACHELOR'S)
Franklin County Public Schools	\$33,000	\$34,400	\$36,900	\$52,325
Bedford County Public Schools	\$33,717	\$35,031	\$37,38	\$50,913
Roanoke City Schools	\$34,859	\$35,709	\$38,092	\$53,928
Salem City Schools	\$39,760	\$40,430	\$41,435	\$62,605
NON-CLUSTER PEER AVERAGE	\$35,334	\$36,393	\$38,809	\$54,943

Source: Superintendent's Office, Franklin County Public Schools, October, 2007.

**EXHIBIT 4-11
PRINCIPAL SALARY COMPARISONS OF THE
FRANKLIN COUNTY PUBLIC SCHOOLS WITH THAT OF
NON-CLUSTER PEER DIVISIONS
2005-06**

DIVISION	ELEMENTARY	MIDDLE	HIGH	SUPPLEMENT
Franklin County Public Schools	\$64,450	\$75,250	\$77,700	MS-15+\$1,000 Spec/CAGS+2,500
Bedford County Public Schools	\$99,411	\$99,411	\$104,381	Dr. +10% MA +5% Spec/CAGS + \$750
Roanoke City Schools	\$77,126	\$77,126	\$88,576	MA30+600 Dr.+\$1,325
Salem City Schools	\$80,288	\$84,355	\$88,629	MA-12+\$3,280 MA-24+\$3,660
NON-CLUSTER PEER AVERAGE	\$80,319	\$84,036	\$89,822	

Source: Human Resources Department, Franklin County Public Schools, 2007.

The average variance from the non-cluster peer average for employees in **Exhibits 4-10** and **4-11** is 14.5 percentage points below the average on a division-wide basis. It is projected that it would require the division to increase salaries for these employees approximately 15 percent in order to bring the division to the non-cluster peer average for teachers and administrators. Using the FCPS 2007-08 budget line items 1.1 through 1.9 (excluding substitute teachers) the annual cost to reach the non-cluster peer average would be approximately \$4,398,215 excluding fringe benefits. Fringe benefits would also have to be factored into the cost and that would be in addition to the recommended 15 percent increase.

Exhibit 4-12 compares the average annual teacher salaries of FCPS with that of its cluster peer school divisions. The exhibit shows that FCPS' average annual teacher

salary exceeds the cluster peer division average and that of the individual divisions in the cluster. Its elementary average teacher salary ranks in the middle when comparing each individual division; and its secondary average annual salary ranks highest when comparing each individual division.

**EXHIBIT 4-12
TEACHER SALARY COMPARISONS OF
FRANKLIN COUNTY PUBLIC SCHOOLS WITH THAT OF
CLUSTER PEER DIVISIONS
2005-2006**

SCHOOL DIVISION	ELEMENTARY AVERAGE SALARY	SECONDARY AVERAGE SALARY	DIVISION AVERAGE
Franklin County Public Schools	\$40,888	\$43,763	\$41,945
Amherst County Public Schools	\$39,154	\$40,377	\$39,705
Campbell County Public Schools	\$41,222	\$38,505	\$39,644
Culpeper County Public Schools	\$44,356	\$37,273	\$41,404
Pittsylvania County Public Schools	\$38,518	\$39,752	\$38,941
Cluster Peer Division Average	\$40,828	\$39,934	\$40,328

Source: Virginia Department of Education Website, 2007.

Exhibit 4-13 compares the average annual principal salaries of FCPS with that of its cluster peer school divisions. The exhibit shows that FCPS' average annual principal salary falls below the cluster peer division average at both the elementary and secondary levels as well as the division average. Its elementary average principal salary ranks in the middle of the cluster and its secondary average principal salary ranks lowest in the cluster when comparing them with individual divisions.

**EXHIBIT 4-13
PRINCIPAL SALARY COMPARISONS OF
FRANKLIN COUNTY PUBLIC SCHOOLS WITH THAT OF
CLUSTER PEER DIVISIONS
2005-2006**

SCHOOL DIVISION	ELEMENTARY AVERAGE SALARY	SECONDARY AVERAGE SALARY	DIVISION AVERAGE
Franklin County Public Schools	\$68,595	\$68,319	\$68,486
Amherst County Public Schools	\$62,285	\$73,741	\$66,104
Campbell County Public Schools	\$77,482	\$84,117	\$80,325
Culpeper County Public Schools	\$79,194	\$91,194	\$80,694
Pittsylvania County Public Schools	\$67,946	\$74,578	\$69,859
Cluster Peer Division Average	\$71,100	\$78,390	\$73,094

Source: Virginia Department of Education Website, 2007.

RECOMMENDATION 4-6:

Conduct a feasibility study to determine the degree to which the community's tax base and other economic infrastructures will support and sustain a special assessment to generate funds to make the FCPS salary schedules more comparable to and competitive with the non-cluster peer divisions in the region; and provide classified employees equal consideration for improved salaries.

Implementing this recommendation should provide the information needed to determine an approach to increasing the attractiveness of the division for highly qualified teachers and other potential applicants through salary schedule enhancements. In addition, it will be very effective in improving the morale of all employees of the division knowing that efforts are underway to make salaries of FCPS more competitive. This allows for an avenue to recruit and retain staff more efficiently.

Reestablishing budget priorities might be the more doable approach and would allow the division to upgrade salaries at the expense of the current level of services provided to students and employees. In reestablishing budget priorities, the division would be making decisions to permanently redistribute funding because funds used for salaries must come from recurring revenue sources. Priorities eventually translate in a reduction of services to clientele. A feasibility study would be the litmus test to see whether or not there is broad based community support to further invest in public education to upgrade employee salaries before reestablishing budget priorities.

FISCAL IMPACT

The fiscal impact of implementing this recommendation would be contingent upon the approach the division takes to assess the ability and desire of the community-at-large to support salary equalization throughout the division. The suggested approach is to widely

disseminate a Request for Proposal (RFP) to conduct the study and determine from the responses received which proposal would best meet the objectives of the study for the least cost. The human resources director could implement this recommendation in approximately 20 hours.

4.7 Efficiency of Operations

One of the hallmarks of any organization that provides a service is its ability to operate within the confines of its resources in the most effective and efficient manner possible. Such an organization continuously seeks ways to minimize cost and improve the quality of the services it provides.

FINDING

The department consists of a human resources director who assumes most of the duties and responsibilities of the department, a .50 FTE secretary, a full-time secretary, and a public relations coordinator. The division has over 1,000 full-time employees. Applications for a position in the division can be completed and submitted on-line via the division's Web site. That is the extent of automation in the division for the human resources department. The payroll functions of the department are automated; however there are no plans to convert to a digitized record-keeping system. Human resources and technology personnel see the need for full automation. Preliminary software searches have been done by the technology department but a decision has not been made by human resources as to how it plans to move forward with the process.

Acquisition of the software, training in its use, paralleling the current system, and implementation of human resources data processing software will improve the overall efficiency of operations for the department and minimize duplication of efforts across the division.

RECOMMENDATION 4-7:

Automate the operations of the human resources department and ensure that it is integrated with and operates as an entity of a division-wide information technology system.

Implementing this recommendation should allow the division to modernize the department by electronically processing all human resources operations, eliminating some paper-pencil procedures, improving the storage and retrieval of personnel information, and improving the delivery of services to its clients. It will be critical that the most appropriate software package is selected; one that will seamlessly integrate into a divisionwide information technology (IT) system and perform the functions needed for the division in a user-friendly manner. Once a software package has been selected, ensure that comprehensive training is provided for the IT department in the maintenance and use of the software. It is further suggested that the current system of records processing and the newly created integrated system parallel each other for a full calendar year to ensure that the new system is designed and configured to meet current and future human resources needs. It is important for the end-users to be comfortable in the use of the software before going "live".

FISCAL IMPACT

The fiscal impact of implementing this recommendation will come in several ways. The cost of software licensing and maintenance, training, and hardware upgrades, if necessary, will all impact the cost. Most human resources software packages come in modules. Among them are applicant tracking and hiring, payroll, position control, staff development, federal tax reporting, attendance, recruitment, etc. An estimated cost for implementing this recommendation in a mid-range computer client server environment is illustrated in the chart that follows.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
AUTOMATE HUMAN RESOURCES: Software Licensing Fees	(\$50,000)	\$0	\$0	\$0	\$0
AUTOMATE HUMAN RESOURCES: Software Maintenance	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)
AUTOMATE HUMAN RESOURCES: Software Training	(\$2,000)	\$0	\$0	\$0	\$0
TOTAL	(\$55,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)

**5.0 FACILITY USE AND
MANAGEMENT**

5.0 FACILITY USE AND MANAGEMENT

This chapter presents the results of the review of facility use and management and related policies and procedures in Franklin County Public School (FCPS). The four sections in this chapter are:

- 5.1 Organizational Structure
- 5.2 Capital Planning and Construction
- 5.3 Maintenance, Operation, and Custodial Services
- 5.4 Energy Management

FCPS includes 11 elementary schools, one middle school, one technical center, and one high school. The middle school and the high school have multiple buildings.

The buildings vary in age with the oldest building being built in 1937 and the newest building in 1996. A majority of the buildings were built from 1960 through 1980. Custodial and maintenance staff work diligently and do an excellent job in providing a safe and clean environment for all of the Franklin County students.

CHAPTER SUMMARY

The director of transportation and facilities is the primary individual responsible for the facilities. The director reports directly to the superintendent. A supervisor of maintenance and a supervisor of transportation report to the director and assist the director in the day-to-day decisions concerning school facilities and transportation.

Key commendations of this facility review include:

- FCPS is commended for conducting a comprehensive analysis of school facilities and developing a 10-year facility master plan.
- The maintenance department is commended for having blueprints digitized and copies of these CDs stored off-site and available to emergency personnel.
- The division is commended for exceeding the recommended standards for maintenance personnel on a per square foot basis as established by American School and University guidelines.
- FCPS provides custodial staffing levels that exceed the American School and University standard for schools with an enrollment exceeding 3,500 students on a per square foot basis.

Recommendations contained in this chapter are focused on facilities planning and development, custodial services, and energy management program development. These recommendations should inform the superintendent and school board as they continue to consider all aspects of improving the school division. Key recommendations include:

- Sell a minimum of nine mobile units when the Windy Gap Elementary School is built and occupied.

- Incorporate the rekeying of all school facilities into the capital improvement plan to be accomplished within the next five years.
- Use automatic product dispensing device for each custodial closet to reduce excessive use of custodial products.
- Employ a resource conservation manager to lower utility costs by developing a comprehensive energy conservation and recycling program.

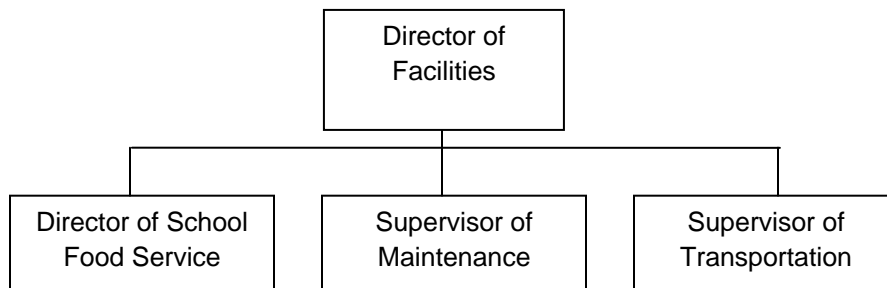
5.1 Organizational Structure

The current organizational structure indicates that the director of facilities has three direct reports, including the director of school food service, supervisor of maintenance, and supervisor of transportation. The supervisor of maintenance has one assistant supervisor of buildings and grounds, one compliance coordinator, 13 maintenance personnel, 3.5 grounds personnel and 4.5 safety officers. The total maintenance staff equals 24 FTE.

The custodial staff report directly to the building principals. The director of facilities assists the building principals in the hiring and supervision of custodial staff on an as-needed basis.

Exhibit 5-1 shows the current organizational structure for the facilities department.

**EXHIBIT 5-1
FCPS MAINTENANCE DEPARTMENT ORGANIZATIONAL CHART
2006-07**



Source: Franklin County Public Schools Organization Chart, 2006-07.

FINDING

The director of food service does not report directly to the director of facilities. In **Chapter 8.0** of this report, it is recommended that the director of food service report to the director of business and finance. In various publications throughout the school division the position of director of facilities is identified officially as the director of transportation and facilities.

The current organizational chart is not accurate in that it does not reflect the appropriate title for the director of transportation and facilities. It also indicates that the director of food services reports to the director of facilities.

Inaccurate organizational charts can be confusing to new staff members and the community as they try to determine the appropriate person for assistance. Therefore, an accurate organizational chart that reflects the current organizational structure and appropriate titles for the director of transportation and facilities is needed.

RECOMMENDATION 5-1:

Revise the organizational chart to reflect the current reporting structure to the director of facilities and utilize the title of director of transportation and facilities.

Implementation of this recommendation will result in an accurate organizational chart that reflects the proper titles and direct reports to the director of transportation and facilities.

FISCAL IMPACT

Implementation of this recommendation will involve approximately one hour of clerical time.

FINDING

The most updated copies of board policy provided to the review team that are associated with facility maintenance are out of date and many of the policies have not been revised since October 12, 1987.

Review team members identified numerous policies that are in need of revision to include policy 4-59 Maintenance of Plant: Painting, policy 4-53 Security of Buildings and Grounds, policy 4-53.1 Security of Buildings and Grounds: Communications Devices, and 4-61 New Construction. These policies do not reflect the department's current practices as discussed during the onsite visit.

It was reported to the review team that the division is planning a revision of the entire policy manual. The director of transportation and facilities has not been involved in the revision process.

The intent of a policy manual is to provide the school division with policies and procedures that accurately reflect the philosophy, and acceptable administrative practices used to accomplish the day-to-day tasks. Outdated policies do not reflect the current practices of the division and can cause confusion internally and externally.

The Montgomery County Public Schools (VA) has an excellent policy manual that includes two sections on facilities. The first section deals with Building and Custodial Services and the second section involves policies associated with Planning Facilities and Design. Each policy indicates the appropriate state code or statute that relates to the policy.

RECOMMENDATION 5-2:

Update the board policies that pertain to facilities, maintenance and grounds, and custodial services.

Implementation of this recommendation should result in providing employees and the communities with current and acceptable administrative practices that ensure the policies are consistent with Commonwealth code and other controlling requirements.

FISCAL IMPACT

Implementation may involve approximately 10 hours of the facilities administrator's time and approximately 20 hours of clerical time. All work should be forwarded to the administrative office assigned responsibility for overall policy updating and coordination.

FINDING

The director of transportation and facilities' most current job description was last revised April 15, 1996. The job description does not reflect the current duties associated with the position. The plumbing foreman, carpentry foreman, maintenance assistant, HVAC foreman, and head custodian job descriptions were last updated November 27, 1989. The titles for these positions are obsolete and are not currently used within the division.

The 2007-08 FCPS salary scale for buildings and grounds personnel reflect the following classifications/titles for employees:

- Part-time maintenance
- Maintenance class II
- Maintenance class I
- Preventative maintenance
- HVAC technicians
- Custodian part time
- Custodian class II
- Custodian class I

The current job descriptions and position titles do not reflect the duties of staff. Coordinating the job titles to pay scales enables supervisors and employees to easily identify the proper pay schedule that corresponds to their position.

Obsolete job descriptions prevent the evaluation process of personnel from being tied directly to an employee's job description. Employees can not use their job description as a guide to assist them identifying their role and responsibilities within the organization. Job descriptions should be updated as part of the evaluation process annually.

RECOMMENDATION 5-3:

Revise the maintenance department and custodial personnel's job descriptions to reflect their current duties and align the job descriptions with the titles utilized in the appropriate salary schedules.

Implementation of this recommendation will ensure employees are familiar with their job descriptions and that they are performing tasks that are important to the organization. Employees also benefit from knowing that their immediate supervisor has a working knowledge of their responsibilities and the role they play within the organization. Accurate and up-to-date job descriptions that reflect the current positions associated with the salary schedule are important to personnel looking for guidance about job expectations and compensation.

FISCAL IMPACT

Implementation of this recommendation will involve approximately 10 hours of facility administrator’s time, five hours of the director of human resources time, and five hours of clerical time. The job description revision process should be assigned to the office for human resources for coordination and completion.

5.2 Capital Planning and Construction

Addressing the need for school facilities was expressed by many of the individuals interviewed as a top priority for FCPS. The division has hired the consulting firm of Fanning/Howey to conduct a comprehensive analysis of school facilities and develop a 10-year facility master plan.

The need for school facilities is emphasized in the survey results of division staff. **Exhibit 5-2** provides the responses to the staff survey administered by MGT concerning sufficient space in the facilities to support instructional programming, facility planning, and input into the planning process.

**EXHIBIT 5-2
FACILITIES MANAGEMENT
COMPARISON OF RESPONSES WITHIN THE DISTRICT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Our schools have sufficient space and facilities to support the instructional programs.	16/79	16/84	18/74
Our district plans facilities in advance to support growing enrollment.	37/27	50/37	28/47
Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	58/11	50/25	37/26

Source: FCPS survey respondents. 2007.

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

The goal of the FCPS facilities department is to plan, design, and construct school facilities that provide new and modern buildings to meet the needs of students at the lowest possible cost.

Windy Gap has been designed to have a capacity of 350-400 students in grades Pre-K through fifth grade. Construction bids have been submitted for approximately \$400,000 over the funded level of 12 million dollars. The county Board of Supervisors is being requested to approve the bids late in the month of November 2007. If approved by the Board of Supervisors, this building will provide relief from overcrowding in many of the elementary schools in the Northeast portion of the division.

School facility planning is a major responsibility for a public school division. School facilities and major renovations or additions require a substantial taxpayer investment. Existing school facilities represent community equity that requires ongoing maintenance investments to maintain its value.

FINDING

The consulting firm of Fanning/Howey is conducting a comprehensive facilities review and developing a 10-year facilities master plan for the Franklin County Public Schools. The FCPS does not currently have a facilities master plan.

The facilities master plan will include the following:

- Capacities of each school facility.
- Enrollment projections.
- Analysis school facilities based upon physical condition.
- Educational suitability.
- Attendance zones.
- Building sites.
- Community involvement.
- Identification of capital construction needs to meet educational program requirements.

The facilities master plan draft is due by the first of 2008.

COMMENDATION 5-A:

FCPS is commended for conducting a comprehensive analysis of school facilities and developing a 10-year facility master plan.

FINDING

The facilities study being conducted by Fanning/Howey includes an analysis of student populations and projects student enrollments. The techniques utilized to develop these projections include regression analysis, ratio methods, econometric modeling method, and a cohort survival method.

Prior to the Fanning/Howey study the FCPS has utilized a simple percentage based increase enrollment projection that projects enrollments one-year into the future. This projection is used primarily as a tool to assist the division in the budgeting process.

In order for FCPS to plan for new facilities and to renovate existing facilities in a timely manner, the utilization of enrollment projections becomes a key instrument in the planning process. Projected enrollments should be compared to actual enrollments on an annual basis. Utilizing this comparison the division can modify enrollment projections based on actual data.

Failing to make the comparison between actual and projected enrollments and making the appropriate modifications to projected enrollments into the future will prevent a school division from doing the proper prior planning needed to address facility needs based upon changing trends in student enrollment and addressing those trends in a timely manner.

RECOMMENDATION 5-4:

Evaluate the projected enrollments found in the facility master plan versus actual enrollments on an annual basis and modify enrollment projections based on this comparison.

Implementation of this recommendation should serve the purpose of ensuring accurate enrollment projections based on history and will assist the division in identifying specific facility needs.

FISCAL IMPACT

Implementation for this recommendation can involve approximately 15 hours of administrator's time and approximately two hours of clerical time on an annual basis.

FINDING

The FCPS has not identified capacities for specific school buildings. A portion of the facilities master plan as developed by Fanning/Howey will provide the division with current facility capacities.

The utilization of building capacities will assist the division in making decisions concerning the needs and locations of mobile classrooms. The division currently utilizes 21 mobile units. Each of the mobile units is considered to be permanently installed, but could be relocated to another site if needed. **Exhibit 5-3** identifies the current location of mobile units and the number of units at each location.

**EXHIBIT 5-3
FCPS SUMMARY OF MOBILE UNITS BY LOCATION
2006-07**

LOCATION	MOBILE UNITS
Boones Mill Elementary School	4
Burnt Chimney Elementary School	3
Callaway Elementary School	1
Dudley Elementary School	2
Glade Hill Elementary School	1
Rocky Mount Elementary School	4
Sontag Elementary School	4
Benjamin Franklin Middle School	2
Total	21

Source: Created by MGT of America, Inc., based on FCPS data, 2007.

The construction of Windy Gap Elementary School will impact the number of mobile units currently used at Boones Mill Elementary School, Burnt Chimney Elementary School, and Dudley Elementary School. The three schools combined have a total of nine mobile units currently being utilized. The construction of Windy Gap Elementary School will provide the school division the opportunity to relocate students from Boones Mill, Burnt Chimney and Dudley Elementary Schools. The relocation of students will provide the opportunity to discontinue the use of the mobile units at each current location.

RECOMMENDATION 5-5:

Sell a minimum of nine mobile units once the Windy Gap Elementary School is built and occupied.

Without having established capacities of each school facility it is difficult to project additional reductions or relocation of mobile units based on the construction and occupancy of Windy Gap Elementary School. It is reasonable to assume that Windy Gap Elementary School will allow the school division to reduce the number of mobile units by at least nine.

FISCAL IMPACT

Exhibit 5-4 summarizes the potential fiscal impact associated with the liquidation of nine mobile units. The estimated resale value of the mobile units is determined by taking the new purchase price and assuming a value of 25 percent. It was stated to the review team that the cost per mobile unit is approximately \$40,000. Utilizing a resell value of 25 percent of the purchase value would give each mobile unit a resale value of \$10,000. FCPS has not sold mobile units within the last few years so determining an actual resale value is not feasible.

**EXHIBIT 5-4
ESTIMATED REVENUE ASSOCIATED WITH THE LIQUIDATION OF 9 MOBILE
UNITS**

DESCRIPTION	REVENUE	9 MOBILE UNITS	TOTAL REVENUE
Estimated Selling Price	\$10,000	9	\$90,000
Reduced M & O Expenses Per Unit on an Annual Basis	\$4.73**	9,000 Square Feet	\$42,570
Total Savings			\$132,570

Source :MGT of America, Inc. 2007.

**April 1, 2006 American School and University 35th Annual M & O Cost Study. The cost is the national medium for schools with a population of over 3,500 students on a square foot basis.

The sale of the nine mobile units for \$90,000 would be a one-time revenue source. It is recommended that this money be allocated back to the capital improvement fund. The savings in maintenance and operation cost would equal \$42,570 per year. Cost savings would begin once the Windy Gap Elementary School is occupied during the 2009-10 school year.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Sell nine Mobile Units for \$10,000 Each	\$0	\$90,000	\$0	\$0	\$0
Savings from Maintenance and Operational costs	\$0	\$42,570	\$42,570	\$42,570	\$42,570
Total Savings	\$0	\$132,570	\$42,570	\$42,570	\$42,570

FINDING

The FCPS utilizes a capital improvement plan (CIP) that projects five years into the future. The plan includes roof replacement, paving, boiler replacement, renovations to buildings and facilities, installation of air-conditioning units in cafeterias, and floor covering replacement.

The CIP is developed by soliciting input from each building principal and division administrative personnel. The suggestions are then prioritized by the director of transportation and facilities and approved by the superintendent's administrative team and board of trustees.

The capital improvement plan serves as a guide for maintenance personnel and school administrators concerning the priorities for capital improvements and there estimated costs.

COMMENDATION 5-B:

FCPS has a commendable capital improvement plan the projects five years into the future.

FINDING

The FCPS policy manual does not include a policy associated with the development and approval of change orders associated with facility renovation and new construction.

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 representative for the construction project must authorize a change order request. Change order requests are then taken to the school board at the next scheduled meeting for approval. Without a change order policy and procedure there is the potential for fiscal abuse. A change order policy and procedures make it easier to detect abuses that could occur, and this recommendation will result in provisions that should minimize those opportunities.

Exhibit 5-5 provides a sample construction change order policy.

**EXHIBIT 5-5
SAMPLE CONSTRUCTION CHANGE ORDER POLICY**

The superintendent or administrative designee 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 for 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 circumstance shall subcontracted construction management firm's 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: Created by MGT of America, Inc., based on best practices, 2007.

RECOMMENDATION 5-6:

Develop and adopt policy and procedures governing construction change orders.

Implementation of this recommendation should significantly reduce the potential for fiscal abuse as it relates to the development and approval of work orders associated with facility renovation projects and new construction.

FISCAL IMPACT

The director of transportation and facilities should write a draft policy concerning the governing of construction change orders. The estimated time for preparation of this

recommendation is one hour of administrative time and one hour of clerical time. The draft policy should be submitted to the superintendent for approval by the board of trustees.

FINDING

FCPS building blueprints are stored in metal file cabinets located in the assistant maintenance supervisor's office. The drawings are used by the maintenance department and by subcontractors. The division's blueprints have been digitized and copies are stored off-site in case of a catastrophic loss.

Digitizing the blueprints and storing copies of the blueprints at secure locations is extremely important since these blueprints are irreplaceable. Many of the school buildings are old and have had numerous renovations. Finding duplicate and current copies of blueprints would be almost impossible.

The FCPS maintenance department has provided city and county emergency personnel with electronic copies of all building blueprints. This practice allows for a quicker and more effective response time in an emergency.

COMMENDATION 5-C:

The FCPS maintenance department is commended for having blueprints digitized and copies of these CDs stored off-site and available to emergency personnel.

5.3 Maintenance, Operations, and Custodial Services

The proper maintenance and custodial/ground services of facilities is critical to ensuring support for an effective instructional program. Research has shown that appropriate heating and cooling levels, building and room appearances, condition of 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 and cleaning provisions are proven to lead to increased cost of facility operations by shortening the useful lifespan of equipment and buildings.

Many school systems have adopted rigorous preventive maintenance programs and maintain a record of the performance of equipment and the cost of regular maintenance against that they measure the effectiveness of the facilities maintenance department.

FINDING

The review team visited all school facilities within the school division, and observed that each school facility was extremely well maintained. In discussing the service provided by the maintenance department with building staff, a positive response was consistently received.

Exhibit 5-6 shows the school staff survey results concerning the maintenance of school facilities.

**EXHIBIT 5-6
COMPARISON OF RESPONSES WITHIN THE DISTRICT IN RELATIONSHIP TO
FACILITY MAINTENANCE AND CUSTODIAL SERVICES
2006-07**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Our facilities are clean.	100/0	100/0	79/13
Our facilities are well maintained.	100/0	100/0	80/12
Our school buildings and grounds are free of hazards that can cause accidental injury.	95/0	96/4	78/8

Source: FCPS survey responses, 2007.

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

Exhibit 5-7 shows a comparison of responses with the FCPS and other districts in relationship to facility management.

**EXHIBIT 5-7
COMPARISON OF RESPONSES FOR FACILITY MANAGEMENT AND CUSTODIAL
SERVICES WITH OTHER DIVISIONS
2006-07**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
Our school buildings provide a healthy environment in which to teach.	89/0	N/A	100/0	N/A	74/15	N/A
Our facilities are clean.	100/0	70/30	100/0	65/34	79/13	52/47
Our facilities are well maintained.	100/0	70/30	100/0	65/34	80/12	52/47
Our school buildings and grounds are free of hazards that can cause accidental injury.	95/0	N/A	96/4	N/A	78/8	N/A

Source: FCPS survey responses, 2007.

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

These two exhibits show the overwhelmingly positive responses that central office administrators, principals and assistant principals, and teachers have concerning the maintenance and custodial services of their facilities and the facility maintenance department. A response of 100 percent agreeing or strongly agreeing with the statement “our facilities are well maintained” for both the central office administrators and principal/assistant principal group is unprecedented. A positive response of 80 percent of the faculty concerning the maintenance of the school facilities compared to a 52 percent positive response from other comparable school divisions is significant. A response of 100 percent agreeing or strongly agreeing with the statement “our facilities are clean” for both the central office administrators and principal/assistant principal group is excellent.

A positive response of 79 percent of the faculty concerning the cleanliness of the school facilities compared to a 52 percent positive response from other comparable school divisions is very significant.

The FCPS maintenance department has a staff of one supervisor of buildings and grounds, one assistant supervisor of buildings and grounds, and 13 maintenance personnel who are responsible for the maintenance of the school facilities. In addition, the staff includes 3.5 individuals assigned to grounds and one compliance coordinator.

The school division contains a total of 968,834 square feet of building space. The 13 maintenance personnel maintain this building space.

The standard that is established in the American School and University 35th Annual Maintenance and Operations Cost Study for square feet per maintenance personnel in a school division in excess of 3,500 students is 80,240 square feet. The Franklin County Public Schools maintenance department has an average square feet of building space maintained by each maintenance staff member of 74,525 square feet.

The responsibility for custodial services resides primarily with the principals of each school facility. The principals are responsible for the day-to-day supervision for the custodial staff within their facilities. The director of transportation and facilities assists the principals in the hiring process and provides support associated with the training of custodial staff. The division does not have an individual who serves in the role of director or coordinator of custodial services.

COMMENDATION 5-D:

The maintenance and custodial departments are commended for the high maintenance and cleanliness levels of all school facilities and for exceeding the recommended standards for maintenance on a per square foot basis as established by the American School and University guidelines.

FINDING

In March 2003, the maintenance department implemented online software designed specifically for the FCPS maintenance department to meet their needs for the submission and completion of work orders.

The work order system allows individuals at each school location to submit a work request, and view open and completed work orders. If a work request is denied, an e-mail is automatically sent to the user with a reason why the request was denied. The user also receives an e-mail containing a copy of the completed work order when it is closed out.

The work order software system can track work orders based on trade codes, location codes, room codes, equipment codes, worker codes, contact codes, and user codes. The reporting categories for the software can generate reports that separate work order totals by location/trade, location/worker, and trade/worker. Individuals at a specific location and individual workers can view the work order status using a date range for completed work orders and current active work orders.

This work order system is very efficient and provides the tracking mechanisms necessary to ensure accurate records of maintenance tasks performed.

COMMENDATION 5-E:

The maintenance department is commended for the development of a work order system that is responsive to staff needs yet provides numerous tracking capabilities.

FINDING

Each morning the maintenance supervisor and assistant supervisor of buildings and grounds meet and discuss the work orders for the day with the maintenance personnel. If multiple work orders are assigned to specific individuals the priority for the work orders is from the front of a list to the back. During the day if a maintenance worker is dispatched to another location to complete a job for which they do not have a work order the work order will be faxed to that location. At the end of the workday all work orders are turned in and are separated as completed or incomplete. The maintenance staff provides a description of the work done and the time spent on task for each work order. If supplies and materials are purchased those items are listed on the work order along with the purchase order number. All completed work orders are closed out and incomplete work orders are rescheduled.

Many work orders are assigned and completed the day after they are approved. Work orders that are not completed within a working week are usually due to the ordering of supplies and materials.

Since the work order software was implemented in March 2003, the maintenance department has received 10,400 work orders. Of those 10,400 work order requests, there are 121 outstanding work orders currently. The percentage of outstanding work orders equals 1.1 percent.

COMMENDATION 5-F:

The maintenance department is commended for its outstanding completion rate on work orders and short response time associated with the completion of work orders.

FINDING

All of the maintenance employees are evaluated annually using the Franklin County Public Schools Evaluation Form for Maintenance Employee's, **Exhibit 5-8**. The evaluation form covers the areas of skills/knowledge, work habits, work attitude, and overall performance.

The evaluation instrument utilizes a satisfactory/unsatisfactory scale and provides room for the evaluator's comments. Employees and the evaluator are required to sign and date the form.

**EXHIBIT 5-8
FCPS EVALUATION FORM FOR MAINTENANCE EMPLOYEES
2007-08**

NAME _____ POSITION _____

DATE _____

Each employee shall be evaluated at least once yearly by his/her principal or immediate supervisor. In cases where unsatisfactory performance is noted, a follow-up evaluation will be conducted within six months to determine improvement.

Based upon the evidence collected, the evaluator indicates the employee's effectiveness in meeting each criterion as follows:

S=Satisfactory – The criterion is attained and the quality ranges from acceptable through exceptional. Comments denoting exceptional performances and/or suggestions for improvement may be included.

U=Unsatisfactory – The criterion is not attained. (Must be accompanied by a supporting statement identifying recommended improvements.) The criterion must become an objective of the employee the following year.

N/A = Not applicable

Performance Factor	S	U	N/A	Comments
1. SKILLS/KNOWLEDGE				
a. Dexterity				
b. Use of tools/equipment				
c. Technical knowledge				
d. Knowledge of materials				
e. Speed; Efficiency				
f. Diagnostic ability				
g. Decision making: Judgment				
h. Response to emergencies				
2. WORK HABITS				
a. Punctuality				
b. Use of time				
c. Thoroughness				
d. Neatness				
e. Safety habits				
f. Care of tools/equipment				
g. Teamwork				
3. WORK ATTITUDES				
a. Motivation; Industry				
b. Relations with others				
c. Acceptance of assignments				
d. Acceptance of working conditions				
4. OVERALL EVALUATION				

Evaluatee Signature _____ Date _____

Evaluator Signature _____ Date _____

Source: FCPS maintenance department, 2007.

COMMENDATION 5-G:

The maintenance department is commended for evaluating all maintenance personnel on an annual basis using an approved evaluation form.

FINDING

FCPS does not have a written preventative maintenance schedule. The maintenance department does allocate two full-time staff members to preventative maintenance. The maintenance department has developed a comprehensive list of mechanical equipment for each school with a checklist of when the equipment is to be serviced on a monthly or quarterly basis. Each preventative maintenance person submits in writing a summary of the activities performed on a daily basis. The writing of the summaries is a time-consuming task and could be omitted by utilizing a preventative maintenance schedule and checklist.

Without a preventative maintenance schedule, employees do not have a specific guide as to the preventative maintenance they should be performing on a monthly, quarterly, semi-annual, and annual basis. A preventative maintenance schedule is extremely important as a guide to new preventative maintenance staff in the event of staff turnover.

Exhibit 5-9 is an example of a monthly preventive maintenance schedule that if modified could incorporate the current worksheets utilized for the maintenance of the mechanical equipment. A schedule such as the one exhibited, makes it easy for the maintenance department to easily refer back and identify what maintenance tasks were performed when. This checklist system is much easier to use to identify what maintenance was performed when than by searching previous daily written logs.

**EXHIBIT 5-9
MONTHLY PREVENTATIVE
SAMPLE MAINTENANCE SCHEDULE**

MAINTENANCE MONTHLY ROUNDS:	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												
AIR HANDLING UNITS:												
Inspect and clean air filters or replace												
Check all controls—at proper setting?												
Check fan motor & belt tension—should have 1/2 to 1" play												
GENERATORS:												
Test glycol ADD GLYCOL												
Start generator and run with full load for 4 hours or more												
FIRE ALARM SYSTEM:												
Notify Principal, test Fire Alarm												
Turn over fire extinguishers and shake to loosen powder												
Inspect all fire extinguishers for proper operation												
FURNACE:												
Test flame for proper combustion; adjust as needed												
Inspect combustion chamber for cracks; repair as needed												
Inspect photo cell;-clean as needed												
WATER HEATER: (GUN FIRED)												
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												
BOILERS:												
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: Created by MGT of America, Inc., 2007.

RECOMMENDATION 5-7:

Develop and utilize a preventative maintenance check off sheet that identifies the preventative maintenance to be completed on a monthly, quarterly, semi-annual, and annual basis.

By incorporating the current list of mechanical equipment maintained in each school with a preventative maintenance schedule as exhibited in **Exhibit 5-9**, the FCPS maintenance department has a document that can easily be used by maintenance personnel for the preventative maintenance of each building. This document shows clearly the preventative maintenance expectations on a regular schedule and can be utilized as a guide for new personnel.

FISCAL IMPACT

Implementation can involve approximately five hours of facility administrator's time, two hours of preventative maintenance staff time, and approximately 10 hours of clerical time. Preventative maintenance staff should be involved in the development of the checklist and schedule to ensure the incorporation of all current preventative maintenance tasks into the checklist.

FINDING

Within the division there is not a complete set of building keys located in one central location. Each building principal is responsible for the security and distribution of keys for their specific building. The maintenance department does not have access to the keys for each building.

Due to the heightened security of school facilities, the securing of all external doors except the main entrance, and the practice of locking internal doors, the access to school facilities by maintenance personnel has been significantly restricted. In order to perform day-to-day maintenance activities, maintenance personnel check in at the main office in each school facility and either obtain a set of building keys from the main office or contact custodians to accompany them to provide keys into areas that are locked. If the maintenance personnel exit the building from an exit other than the main entrance they are often required to walk completely around the building in order to gain access to the facility via the main entrance.

It was reported to the review team that individual school buildings may require up to 30 different keys depending on the building. School personnel may be required to use numerous keys to access the various parts of the school building on a daily basis.

FCPS is attempting to address this problem and has installed proximity keys in Ferrum Elementary School.

Best practice would encourage the school division to have at least one set of keys in a common location. These keys could be checked out to maintenance personnel on an as-needed basis for specific schools. Having a set of keys for each school can enhance the ease of accessing buildings in the case of an emergency.

Additionally, it was reported that building principals currently have an extra set of building keys. These keys should be collected and housed in the maintenance department in a secured and accurately labeled key cabinets.

RECOMMENDATION 5-8:

House one complete set of all facility keys within the maintenance department to be utilized on as-needed basis by maintenance personnel and to enhance entry into buildings during an emergency.

Having access to keys for each school facility in the maintenance department that can be utilized by maintenance personnel on an as-needed basis will increase the efficiency of maintenance personnel and allow the maintenance staff the appropriate access without relying on the assistance of building administrators or custodians.

FISCAL IMPACT

It is estimated that the total key count for the entire school division will be between 450 and 600 unduplicated keys. Price estimates for secure key cabinets that can accommodate 600 keys are \$750.00 each. The purchase of the key cabinet is a one-time expenditure. The staff time to collect and label the keys is estimated at 80 clock hours of staff time.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase a Secure Key Cabinet	(\$750.00)	\$0	\$0	\$0	\$0

FINDING

The responsibility for facility keys currently resides with the building principal. The principals are responsible for the dissemination and collection of all building keys. In the event duplicate keys need to be made, the building principal assumes that responsibility as well.

The building principals do not have policies or procedures established to provide them guidance associated with their role in the dissemination, collection and duplication of keys. The lack of a policy for keys leads to inconsistency as to how keys are checked out, collected, duplicated, and secured from building to building.

Best practice would provide the principals with policies and procedures defining their role in relationship to the dissemination, collection, and duplication of building keys. Consideration should be given to establishing a central clearinghouse within the division that would be responsible for division wide key dissemination, collection, and duplication. Principals must play an active role in the security of their facilities; however, principals should not be assigned the task of responsibility for building keys.

RECOMMENDATION 5-9:

Develop board policies and procedures that will guide building principals concerning the dissemination, collection, duplication, and security of building keys.

Implementation of this recommendation will provide principals specific procedures used for the dissemination, collection, duplication, and security of building keys.

FISCAL IMPACT

Implementation can involve approximately three hours of facility administrators time, and approximately five hours of clerical time. A representative group of the principals should be involved in the development of the policies and procedures to ensure the incorporation of best practices.

FINDING

The FCPS has converted Ferrum Elementary School to a proximity key system. The system allows personnel to access the entire building utilizing one key. The key does not need to be inserted into the lock but is scanned electronically to provide access. In the event of an electrical failure, the key can be used as a normal key.

Interviews revealed that the division has established a goal of converting all school buildings to a proximity key system. The capital improvement plan does not show a line item for the re-keying of any school facilities within the next five years.

Based on the issues of providing access to maintenance personnel, the volume of keys needed by custodial personnel and staff to gain access internally due to tightened security practices, and the lack of one central location for division keys, a priority for the division should be rekeying all school facilities.

RECOMMENDATION 5-10:

Incorporate the rekeying of all school facilities into the capital improvement plan to be accomplished within the next five years.

Rekeying each facility within the division reduces the complexity of the dissemination, collection, duplication and security of keys. Providing maintenance personnel access to school facilities is greatly enhanced due to a significantly reduced numbers of keys. Responsibility for keys could easily be shifted to one central location for the entire school division.

FISCAL IMPACT

The cost of rekeying Ferrum Elementary School totaled approximately \$40,000. In evaluating the cost for rekeying Ferrum which has a square footage of 38,929 square feet, the cost for rekeying equaled approximately one dollar per square foot. The school division has a total of 968,830 square feet in all the schools combined. Subtracting the 38,929 square feet that has already been rekeyed in Ferrum Elementary leaves a total of 929,905 square feet to be rekeyed. Using the cost estimate of one dollar per square foot, the total cost would be \$930,000. If the cost is prorated over a five-year time period the annual cost for each year would equal \$186,000. The projected dollar amount for each year in CIP plan equals approximately \$4 million. The division could accomplish the rekeying of the entire school division within the five-year time by reallocating less than 5 percent of the current projection for the capital improvement plan for the next five years.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Rekey School Buildings with a Proximity Keying System	(\$186,000)	(\$186,000)	(\$186,000)	(\$186,000)	(\$186,000)

FINDING

FCPS Policy 4-51, Integrated Pest management (IPM) Policy, states “It is the policy of this school division to implement Integrated Pest Management procedures to control structural and landscape pests and minimize potential exposure to children, faculty, and staff to pesticides.”

The review team determined that the school division does not have a computerized system for tracking the application of pesticides, herbicides, and fertilizers. As tracking system should include the date of application, location, application rate, and person or company responsible for the chemical application. In addition, a computerized system would provide a list of approved chemicals to be used.

A computerized system for tracking the application of chemicals would reduce the possibility of dual applications and potential misuse of chemicals. In the event that the use of chemicals was questioned there would be accurate accounting for each application chemicals, the rate of application, and the person responsible for the application.

RECOMMENDATION 5-11:

Utilize a computerized system to track all chemical applications associated with pest control, herbicides, and fertilizers.

FISCAL IMPACT

Implementation of the recommendation can involve approximately three hours of facility administrators time, and approximately five hours of clerical time. The utilization of a spreadsheet showing location, rate, date, type the chemical applied, applicator would be adequate for the tracking of chemical applications.

FINDING

MGT recommends each custodian be responsible for the cleanliness of 19,500 square feet. Evaluation of the FCPS custodial staff on a per square foot basis by school facility shows that the division provides adequate custodial staff with each custodian being responsible for an average of 15,439 square feet

Exhibit 5-10 provides a detailed analysis of each school facility, the number of full-time equivalent custodians and the gross square feet of each building. This data shows the average square feet per custodian by building and for the total division.

**EXHIBIT 5-10
FCPS CUSTODIAN FTE/SCHOOL AND GROSS SQUARE FEET /CUSTODIAN
2007-08**

SCHOOL NAME	CUSTODIAL FTE	GROSS SQUARE FEET	GROSS SQUARE FEET PER FTE
Boones Mill Elementary	3.5	50,891	14,540
Burnt Chimney Elementary	3	47,886	15,962
Callaway Elementary	2	35,162	17,581
Dudley Elementary	2.5	42,725	17,090
Ferrum Elementary	2.5	38,929	15,576
Glade Hill Elementary	2.5	35,082	14,032
Henry Elementary	1.5	30,515	20,343
Lee Waid Elementary	5	55,808	11,161
Rocky Mount Elementary	3	44,906	14,968
Snow Creek Elementary	2	23,809	11,904
Sontag Elementary	2.5	36,566	14,626
Benjamin Franklin Middle-East Hall	6.5	93,500	14,384
Benjamin Franklin Middle-West Hall	6	93,600	15,600
Franklin County High	17.25	275,555	15,974
Gereau Center	3	63,900	21300
Total	62.75	968,834	15,439

Source: Franklin County Public Schools Facility/Maintenance Department Custodial FTE and School GSF 2007-08.

The average for all of the school facilities exceeds the recommended square footage of 19,500 per custodian as a recommended best practice.

COMMENDATION 5-H:

The FCPS provide custodial staffing levels that exceed the MGT standards.

FINDING

Twice a year the FCPS does a review of the school buildings and grounds for levels of cleanliness and maintenance. During the month of October, there is a formal review conducted and an informal review is conducted during April of each year. The October review is completed by a committee with one member from the central office staff, one

member from the maintenance department, and one member from the community at large. The April review is conducted by a member from the maintenance department.

The areas of each school facility that are evaluated include the school entrance, office area, corridors, restroom, lawn, shrubbery/landscaping, kitchen, cafeteria, boiler room, and gymnasium/stage. Items that are evaluated include signage, proper lighting, cleanliness, replacement of ceiling tiles, and general appearance.

Each review has 100 possible points and the two reviews are averaged to determine the level of recognition provided to a specific facility. In order for a facility to be awarded the gold recognition, it must average between 95-100 points for the two reviews. For the silver recognition, a school must average between 90-94 points. For bronze recognition, a school must average between 85-89 points. The schools that receive awards are recognized at the May school board meeting.

The custodial and maintenance staffs of each school facility are aware of the evaluation criteria that will be used during the three-week evaluation period. It is the expectation of the school division that any deficiencies noted on the formal or informal reviews will be corrected within 30 days after the completion of the review.

COMMENDATION 5-I:

FCPS are commended for performing a semi-annual review of the maintenance and cleanliness levels of the school buildings and grounds and recognizing schools for exemplary performance.

FINDING

Interviews with the building principals and custodians indicated daily and weekly custodial duties differed from building to building. Many of the principals conveyed their expectations for custodial services verbally. Custodial absences and resignations force principals or other custodial staff to assist substitutes or new hires in determining tasks that they are to complete on a daily and weekly basis. The consistency of custodial expectations from building to building can result in various levels of building cleanliness.

Exhibit 5-11 is an example of a time on task guide that could be adopted by FCPS. The time on task sheet identifies activities that are completed on a daily, weekly, monthly, and annual basis.

**EXHIBIT 5-11
SAMPLE CLEANING GUIDELINES
AS PER CLEANING STANDARDS**

Custodial Evaluation											
School: _____											
Date: _____											
	Level 1	Level 2	Level 3	Level 4	Level 5	Daily	Weekly	Monthly	Annually	Notes	
Classrooms, labs, gyms, offices											
Routine Activities											
1											
2											
3											
4											
5											
6											
7											
8											
Project Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
Hallways, foyers											
Routine Activities											
1											
2											
3											
4											
5											
Project Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
Restrooms, lockers											
Routine Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
Project Activities											
1											
2											
3											
4											
5											
6											

Source: Created by MGT of America, 2006.

RECOMMENDATION 5-12:

Create and implement divisionwide custodial tasks that will provide principals and custodians the tasks that need to be accomplished daily, weekly and monthly.

A list of custodial duties will assist in communicating expectations to the building custodians and provide a tool to assist in custodian evaluations. Consistency in building cleanliness should be enhanced.

FISCAL IMPACT

Implementation can involve approximately seven hours of facility administrators and principals time, and approximately five hours of clerical time. A representative sample of custodians should be included in the process of developing the task list.

FINDING

Custodians are not carefully dispensing the volumes of products recommended by the manufacturer. Most custodians use a variety of waxes and cleaning products that range from the “very safe” to those that are hazardous (for example, organic acids). Almost all custodial products have detailed use instructions and corresponding Materials Safety Data Sheets (MSDS) that provide some product safety information. However, custodians “measure” the amount of products to be used by using a measuring cup or estimating the amount of product they need to mix or apply.

Without careful dispensing, according to the manufacturers recommended process, custodians could find themselves in hazardous situations.

Industry experts indicate that overuse of custodial supplies is a major cost factor in many school systems. Based on the results from some test schools, Atlanta Public Schools in Georgia has calculated a potential savings of 20 to 30 percent by installing dispensing systems.

RECOMMENDATION 5-13:

Use automatic product dispensing devices for each custodial closet to reduce excessive use of custodial products.

The FCPS will benefit from the proper use of custodial products. The manufacturers recommended use rate is usually significantly less than custodians’ “estimated” product requirements. Using an estimate of three custodian closets per each of the schools plus the school division office building, the savings across the school division would be significant.

FISCAL IMPACT

The fiscal impact for this recommendation over five years is estimated at \$197,575 or \$39,515 per year. The number is derived from multiplying the estimated total custodial materials and supplies budget of \$197,578 for FY 08 by twenty percent. The cost of the dispensing hardware is estimated at \$5,000. This number was derived by multiplying 50

custodial closets times \$100 for each dispensing device. (Many custodial supply companies will provide the dispensing devices at no cost.)

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Use of Chemical Dispensing Devices	\$39,515	\$39,515	\$39,515	\$39,515	\$39,515
Purchase of Chemical Devices	(\$5,000)	\$0	\$0	\$0	\$0
Total	\$34,515	\$39,515	\$39,515	\$39,515	\$39,515

FINDING

Principals are assigned primary responsibility for the supervision and evaluation of custodial personnel. Interviews with principals reveal that some are satisfied with the present arrangement while others believe it could be organized to permit the principal to more fully focus on instructional-related issues.

Principals, overall, report that they are satisfied with their assigned responsibilities for custodial services. However, MGT consultants believe that centralization of custodial services could provide principals with more time to focus on improving instruction and instructional related matters. Redefining site-based management responsibilities of principals so as to exclude functions that can be managed at the division level with greater efficiency, is a strategy for permitting principals more time to focus on their primary role of instructional management and improvement.

Building principals and custodians expressed the inconsistent use of an evaluation process for custodians. Most building principals and custodians indicated that the custodians have not been formally evaluated for years. The FCPS does have a formal evaluation form for custodians. The evaluation form indicates that his /her principal or immediate supervisor shall evaluate each custodian at least once yearly. The evaluation form utilizes a scale of satisfactory, unsatisfactory, and shows improvement. The broad heading of skills/knowledge evaluates the custodian's use of tools/equipment, decision-making, responses to emergencies, efficiency, knowledge of materials, knowledge of the facilities, and knowledge of safety procedures associated with chemicals. The broad heading of work habits evaluates the employee's punctuality, dependability, thoroughness, neatness, and care of tools and equipment. The work attitudes section evaluates motivation, relationships with patrons or visitors, relationships with the principal/supervisor, relationships with faculty, and acceptance of assignments. The evaluation form provides the opportunity for comments and requires the signature of both the supervisor and the employee.

Roanoke City Public Schools utilizes a divisionwide custodial supervisor. The supervisor provides training to custodians, arranges for substitute custodians, and monitors the cleanliness of school facilities on a regular basis. The custodial supervisor works directly with the building principals concerning the custodial needs of each school facility and assists in the evaluation process of each custodian.

RECOMMENDATION 5-14:

Conduct a comprehensive review of responsibility for custodial services including the potential assignment of responsibilities to the facilities management department.

Implementation of this recommendation should result in the examination of the principals' custodial services responsibilities and the potential assignment of primary custodial services coordination, oversight, and evaluation to the facilities management services department. This could result in the employment of increased numbers of custodial coordinators responsible for both custodial and grounds services or the hiring of a division coordinator of custodial services.

These coordinators could be assigned the following responsibilities:

- Recruit, hire and place custodial personnel after consulting with individual principals;
- Training of all custodial and other assigned personnel;
- Conduct performance review of all assigned personnel;
- Ensure that all appropriate supplies and materials are available and dispatched to facilities as needed;
- Assume responsibility for the grounds crews and assist with the moving of furniture and other equipment as needed; and
- Coordinate, in collaboration with the operations, administration/finance, and engineering supervisors, maintenance, energy management, and preventative maintenance.

FISCAL IMPACT

This recommendation can be implemented with 20 hours of administrative time and four hours of clerical time and resources since it is a review of current practices and development of a final determination on the overall coordination of custodial services.

FINDING

The custodial staff for FCPS does receive ongoing and systematic training in those skill areas necessary for their success that include blood borne pathogens, CPR and first aid, chemical use, and possible chemical reactions. Vendors of products in areas related to product use provide some training. Staff expressed they have not had training concerning specific board policies, state and federal laws in relationship to sexual-harassment and discrimination.

School systems with comprehensive custodial training programs have a wide variety of training topics beyond vendor and first aid training.

Training topics that to be considered include:

- Time management.
- Professional skill development.
- Work scheduling.
- Quality control.
- Personnel management strategies.
- Interdepartmental communication skills.
- Customer communication skills.
- 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.
- The Fair Labor Standards Act.

RECOMMENDATION 5-15:

Implement an ongoing comprehensive staff development program for all custodial personnel that includes topics associated with productivity and state and federal statutes.

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

The compliance officer provides many of the topics currently covered for custodial training. Topics associated with state and federal statutes should be incorporated into the staff development program on an annual basis. The human resources personnel should provide the training associated with state and federal statutes. Preparation and instructional time is estimated at 20 hours per year.

FINDING

Each building principal is responsible for finding and contracting with an individual for snow removal. The practice of building principals being responsible for snow removal has been an ongoing process for numerous years and continues due to many local vendors in the area of each school providing the snow removal service. Money is budgeted in the school budget on an annual basis for snow removal. If the money is not

expended during the winter, principals have the latitude to allocate those monies for other maintenance projects.

Snow removal is not normally considered a role for a building principal. Principals who have been in the division for an extended period of time and have been in the same school facility expressed the contracting for snow removal was not a significantly time-consuming task. New principals indicated that they were surprised that they were assigned the duty of contracting for snow removal. All principals indicated that the task would be significantly more difficult if they needed to find a new vendor to provide the service.

The duty of snow removal is normally associated with the buildings and grounds department within a school division. School divisions may issue numerous contracts for snow removal based upon the size and distances between school facilities within the division. By having one individual within the division assigned the responsibility for contracting for snow removal for all school facility provides a mechanism where efficiencies may be increased by utilizing fewer contractors at potentially reduced costs.

RECOMMENDATION 5-16:

Reassign the duties of finding and contracting for snow removal from the building principals to the supervisor of maintenance and grounds.

Removing this responsibility from the building principals allows them the opportunity to focus on the instructional component of the school and relieves them of the duty of having to find and contract for snow removal.

FISCAL IMPACT

This recommendation can be implemented with existing resources. It is estimated that the supervisor for maintenance and grounds would spend 20 hours of administrative time and clerical time of two hours in securing snow removal vendors for the entire division.

5.4 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.

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.

FINDING

Over the years the FCPS has installed significant energy conservation equipment. The HVAC systems for all the schools are digitally controlled and maintenance personnel are able to analyze and diagnose problems associated with HVAC systems utilizing three computer software programs. At the high school an ice storage system is used for cooling the school, the system has reduced the electrical rate by making ice at off-peak hours. The HVAC system through digital control processes enables the school division to establish start times for these systems based on weather conditions and use of the facilities. The division wide global set points have been established at 73 degrees for cooling and 70 degrees for heating. Time of day scheduling is used to put the buildings in an unoccupied mode for night setback, which is 85 degrees for cooling and 60 degrees for heat.

The FCPS maintenance department has been involved in replacing all of the light fixtures in the school facilities with energy-efficient T-8 fixtures. The windows have been replaced in the older school facilities with energy efficient windows.

The school division has not monitored the energy savings due to the renovation of facilities and implementation of digital control systems. Due to a lack of comparative data, it is not possible to identify the exact dollar savings associated with these conservation techniques.

COMMENDATION 5-J:

The division is commended for utilizing digital controls for HVAC systems, replacing light fixtures with energy efficient fixtures, and replacing building windows with energy efficient windows.

FINDING

Although FCPS has installed some energy-saving devices in its schools, there are still a number of areas that provide opportunities for significant utility savings.

The school division does not have an assigned resource conservation manager who is directly responsible to the director of transportation and facilities. Moreover, there is no

aggressive program to affect the energy conservation behavior of students and staff in the school division.

A resource conservation manager can act as an instructional resource to school principals and teachers regarding energy conservation. Through this role, the resource conservation manager can affect behavioral change in staff and students. The rate of behavioral change can be accelerated with an incentive program for students and staff (for example, funds from recycling, additional supply budgets as a percent of utility savings).

FCPS does not have a divisionwide recycling program. Recycling is done on a building-by-building basis and is not an established priority for the school division. The resource conservation manager can assume a leadership role in developing and implementing a comprehensive school division recycling effort.

Through careful monitoring of utility bills, the resource conservation manager can provide guidance to the director of transportation and facilities, the business manager, and the superintendent of schools on which utility cost intervention programs would have the greatest return on the investment. The resource conservation manager can also be directly involved in obtaining grants and incentives from utility companies. A sample job description for a Resource Conservation Manager is provided in **Exhibit 5-12**.

**EXHIBIT 5-12
SAMPLE RESOURCE CONSERVATION MANAGER
JOB DESCRIPTION**

**RESOURCE CONSERVATION MANAGER (RCM)
PERFORMANCE RESPONSIBILITIES**

1. Monitor and report resource use habits and trends.
 - Establish a resource accounting database using compatible software.
 - Coordinate with the facility operator to identify conservation opportunities.
 - Complete walk-through surveys of each facility during and after normal operating hours using standardized survey forms.
2. Report base year consumption data to management and building staff. Coordinate conservation opportunities with the building staff and review the heating and lighting procedures at the school. Direct development and implementation of Resource Conservation management plans.
3. Prepare monthly status reports that include an assessment of conservation savings for review by management, building staff, and occupants.
4. Coordinate with management to provide resource efficiency information and training for all staff and occupants through such means as newsletters, presentations, and workshops.
5. Develop a recognition program that encourages actions toward savings goals and provides financial rewards for each building when goals are met.
6. Coordinate with interested staff to develop conservation teams to assist with implementation of program initiatives in their buildings.
7. Develop a recognition program that encourages monthly monitoring of conservation savings and provides incentives for individual buildings to achieve beyond minimum threshold levels.
8. Establish a bulletin board at each school that tracks the progress of the school's conservation savings.
9. Consult with the Business Office regarding the administration of the conservation *share-the-savings* rebates to the schools.
10. Coordinate with interested teachers the development and implementation of student conservation groups to monitor and reduce energy and natural resource consumption in their school buildings. Establish student "energy patrols."
11. Encourage the use of school building as learning laboratories to model energy conservation and environmental stewardship practices that may apply at school and at home.
12. Cooperate with the Curriculum Department to integrate energy and environmental education into the school division's curricula and facilitate teacher workshops.
13. Work closely with representatives of local utilities.

Source: Created by MGT of America, Inc., 2005.

RECOMMENDATION 5-17:

Employ a Resource Conservation Manager to lower utility costs by developing a comprehensive energy conservation and recycling program.

Exhibit 5-13 summarizes the budgeted utility costs for the FCPS for the fiscal year 2008.

**EXHIBIT 5-13
FCPS BUDGETED UTILITY COSTS FISCAL YEAR 2008**

ITEM	FY 2008 BUDGETED AMOUNT
Electrical Service	\$1,127,238
Water and Sewage	\$69,429
Heating and Fuel	\$591,744
Total Utilities	\$1,788,411

Source: Franklin County Public Schools FY 2008 Budget.

The Culpepper School Division has had a comprehensive energy conservation program that has saved the school division over a \$1,000,000 over the past 10 years. Exact savings by a division are hard to estimate but a conservative estimate of 10 percent per year is not unreasonable.

FISCAL IMPACT

Both costs and savings determine the fiscal impact of this program for the FCPS. The cost of a full-time resource conservation manager is estimated to be \$44,069, which is the twelfth step on the HVAC technician salary schedule (\$44,069 + 35% benefits). The utility savings realized through behavioral changes in students and staff through the employment of a resource conservation manager is estimated to equal \$178,841 (10% of total utility costs of \$1,788,411 FY2008 budget actual). The five-year net savings for the program is \$596,740.

RECOMMENDATION	2006-07	2007-08	2008-09	2009-10	2010-11
Employ Resource Conservation Manager	(\$59,493)	(\$59,493)	(\$59,493)	(\$59,493)	(\$59,493)
Generate Utility Savings	\$178,841	\$178,841	\$178,841	\$178,841	\$178,841
Net Annual Savings	\$119,348	\$119,348	\$119,348	\$119,348	\$119,348

6.0 *TRANSPORTATION*

6.0 TRANSPORTATION

The Franklin County Public Schools (FCPS) transportation system serves 11 elementary school campuses with grade levels kindergarten-5, one middle school campus with grades 6-8, one high school campus with grades 9-12, and one alternative education campus. The department transports approximately 5,635 students daily on 119 routes. Additionally, the department transports approximately 176 special education students daily on 27 routes. With a total budget of around \$5.5 million in 2006-07, the transportation department safely and effectively transports students in support of the daily educational process as well as in support of special events and activities.

While the Code of Virginia makes no requirement upon school divisions to provide transportation, the FCPS has committed considerable resources to student transportation in recognition of the safety of students, as well as a commitment of service to parents. The transportation department maintains a high level of on-time performance and operates a unique delivery system to address the logistics of the division's geographically de-centralized structure.

This chapter presents observations, findings, commendations, and recommendations for the transportation function in FCPS.

The major sections of this chapter are:

- 6.1 Planning, Policies, and Procedures
- 6.2 Routing and Scheduling
- 6.3 Vehicle Maintenance

CHAPTER SUMMARY

The Franklin County Public Schools transportation department delivers services which are in compliance with the requirements of the Virginia Department of Transportation as well as the Virginia Department of Education. The transportation department operates with an appropriate level of staffing, follows division policies, addresses routing and scheduling issues, provides consistent training for employees, and maintains division equipment. The review team identified commendable practices, as well as a number of practices which could be altered to improve the levels of service provided. Implementation of these recommendations should have an impact on department operations to include improved safety, efficiency, and stakeholder support.

Commendable practices found in the transportation department include:

- The division has uniquely addressed the safe, secure transportation of elementary students by transporting students in grades K-5 on routes void of students in Grades 6-12.

Key recommendations related to practices found in need of improvement include:

- Remove the responsibility for calling parents from the bus drivers and place the responsibility with administrative personnel within the division.
- Implement an electronic response system or communication process to augment the current documentation process related to student discipline.
- Assure resources to complete the implementation of routing software as well as the complete analysis of all routes.
- Assure the resources to complete implementation of a 12 year replacement cycle of buses over the next five years.

The FCPS transportation department provides a variety of services across the division. Many of the services are designed to reduce costs, improve working conditions, and support division personnel in their respective service areas. Conditions which did not rise to the level of commendation or recommendation are also addressed in this chapter.

This performance review included a diagnostic review in which input was sought at every level within the FCPS. Comments from administrators, teachers, and staff with regard to their opinions and attitudes about the services provided by the department of transportation were collected. This information is very valuable in completing the performance review. Respondents were very supportive of the department's operations, but also conveyed concerns with regard to certain aspects of the department's services. These concerns and stated perceptions include the following:

- Transportation costs for special populations seem disproportionately high and there appears to be no viable means to control the costs.
- The dual bus schedule must be maintained. This allows for the transportation of K-5 students on their own bus routes, leaving the 6-12 students to be transported on separate bus routes.
- Routing software is available but not completely implemented.
- Two-way communications and cameras should be required on all buses.
- Bus driver salaries are too low.
- Traffic issues created by current bus stop procedures around subdivisions lead to unsafe conditions on bus routes.
- A number of students are required to ride the buses for extended lengths of time each day under the current routing plan.
- The transportation department does a good job.

MGT conducted an online survey of FCPS central office administrators, school principals and assistant principals, and classroom teachers concerning their perceptions of the quality of transportation services provided by the school division. **Exhibit 6-1** displays the statements regarding transportation services that each group was asked to respond to by indicating that they *Agreed or Strongly Agreed or Disagreed or Strongly Disagreed* with each statement. As shown in the exhibit, the following responses were given by the surveyed stakeholders:

- Seventy-four to 96 percent of respondents disagreed or strongly disagreed that late-arriving buses were a problem in the division.
- Sixty-seven to 100 percent of respondents felt the division has a simple method of requesting buses for special events and field trips.
- While 64 and 88 percent of central office administrators and school administrators respectively thought that bus drivers maintain adequate discipline on school buses, only 49 percent of teachers held this opinion.
- Ninety-two percent of school administrators felt buses were kept clean, followed by 68 percent of central office administrators and 53 percent of teachers.
- Seventy-eight to 100 percent of respondents felt buses arrived early enough each morning for students to participate in the school breakfast program.
- One-hundred percent of central office and school administrators felt that FCPS buses were safe, but only 61 percent of teachers shared this view.

Exhibit 6-1 lists the FCPS survey responses related to transportation services.

**EXHIBIT 6-1
SURVEY RESPONSES REGARDING
TRANSPORTATION SERVICES
FRANKLIN COUNTY PUBLIC SCHOOLS
2007-08**

STATEMENT	(%A + SA) / (%D + SD)		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	0/74	4/96	9/81
2. The division has a simple method of requesting buses for special events and trips.	79/5	100/0	67/6
3. Bus drivers maintain adequate discipline on the buses.	64/0	88/4	49/12
4. Buses are clean.	68/0	92/0	53/2
5. Buses arrive early enough for students to eat breakfast at school.	79/0	100/0	78/9
6. Buses are safe.	100/0	100/0	61/5

Source: MGT of America, Inc. Survey Results, 2007.

When asked to rate the overall quality of transportation operations as either *Needs Some/Major Improvement* or *Adequate or Outstanding*, 69 to 95 percent of respondents felt that the quality was adequate or outstanding.

This segment of the chapter will include information to expand upon the above mentioned perceptions and stated opinions. Data provided by the division along with information gathered through interviews and observations of operations, and review of public data available through the division and the Virginia Department of Education all combine to provide the basis to support or refute the perceptions and opinions asserted.

The FCPS Transportation Department supports 119 regular routes, 16 exceptional routes, and nine activity routes, daily. The department maintains a fleet of 166 buses, and 116 passenger vehicles. With a budget in excess of \$5.5 million in 2006-07, the department has designated drivers to routes on which they reside to minimize deadhead miles by allowing drivers to keep the buses over night. Vehicles are provided to carpool drivers during the day to allow buses to remain in the service yard for daily fueling and minor service. The department is adjusting to rising fuel costs, currently at \$2.80 per gallon, with a budget built on an estimated \$2.00 per gallon.

Exhibit 6-2 illustrates the rising annual costs of fuel over a five-year period.

**EXHIBIT 6-2
FRANKLIN COUNTY PUBLIC SCHOOLS
FUEL DATA
2002-06**

YEAR	FUEL COSTS	PRICE/GALLON	GALLONS CONSUMED
2002	\$335,403	\$.95	333,256
2003	\$329,895	\$.95	326,258
2004	\$350,896	\$1.12	330,945
2005	\$485,951	\$1.51	310,672
2006	\$647,445	\$2.01	312,716

Source: FCPS department of transportation, 2007.

Exhibit 6-3 illustrates the department's total costs compared to peer divisions, over three-year period. .

**EXHIBIT 6-3
FRANKLIN COUNTY PUBLIC SCHOOLS
TOTAL YEARLY TRANSPORTATION COSTS
COMPARED TO PEER DIVISIONS
SELECTED YEARS 2003-06**

DIVISION	2003-04	2004-05	2005-06
Franklin	\$2,733,630	\$3,137,497	\$3,720,641
Campbell	\$2,009,730	\$2,277,121	\$2,465,340
Culpepper	\$1,584,712	\$1,854,436	\$2,012,532
Pittsylvania	\$2,516,251	\$2,999,826	\$3,165,873
Amherst	\$1,224,636	\$1,256,084	\$1,484,811
Average	\$2,013,792	\$2,304,993	\$2,569,839

Source: Virginia Department of Education Transportation Report, 2007.

Fuel is dispensed in ten locations throughout the county. Nine of the locations are at elementary campuses, and one location is located at the bus garage. The nine locations are secured by the local drivers and the tenth location is fully automated, tracking the bus and its mileage. Approximately \$110,000 in parts inventory is housed at the bus garage and controlled through a work-order process by the parts manager. A review of purchases and inventory revealed that the department minimizes the amount of resources invested in inventory by relying upon local suppliers. Local suppliers are able to provide just-in-time service for the transportation department.

The transportation department provides new drivers with a procedures manual, training to include hands-on driving as well as maintenance of the equipment and associated documentation. Training is provided for all drivers annually and there is a procedural requirement that supervisors ride each route annually and evaluate each driver annually. Several drivers were not aware of these procedures as they had neither been evaluated nor observed since employment.

As shown in **Exhibit 6-4**, driver turnover in the department has been between five and eight per cent over the last three years, while driver assistant turnover during the same period has been between 14 and 40 percent. Although the driver turnover rate is relatively low, there are always unfilled positions. The constant driver shortage has resulted in difficulty for the department to efficiently serve all of the division's routes. Drivers indicated that salaries were not competitive given the requirements and responsibilities associated with the job. (See **Exhibit 6-5**.)

Interviews with drivers indicate that they are appreciative of department efforts to make the job more appealing. Efforts such as providing daytime transportation for drivers, allowing drivers to bring their pre-school aged children on board when properly restrained, and the division's contributions to insurance costs were viewed positively by most drivers. However, some drivers expressed the desire to receive the cash value of the insurance premiums rather than force drivers to take the insurance to get the benefit. The department, like many employers, recognizes that their best insurance pricing is contingent upon participation or group size, and the procedures requiring drivers to participate in the insurance program to realize the benefit of the cash contribution are designed to maintain the integrity of the insured group.

Exhibit 6-4 lists FCPS bus driver and attendant three-year turnover rates by percentage.

**EXHIBIT 6-4
FRANKLIN COUNTY PUBLIC SCHOOLS
BUS DRIVER AND ATTENDANT TURNOVER**

YEAR	DRIVER TURNOVER	ATTENDANT TURNOVER
2005	5.5%	0%
2006	4.1%	14.3%
2007	7.6%	40%

Source: FCPS department of transportation, 2007.

Exhibit 6-5 lists FCPS bus driver hourly rates and the number of drivers per this hourly amount.

**EXHIBIT 6-5
FRANKLIN COUNTY PUBLIC SCHOOLS
BUS DRIVER SALARIES**

DRIVER DAILY SALARY	NUMBER OF DRIVERS
\$42.75	1
\$43.38	2
\$44.10	1
\$44.89	9
\$45.55	9
\$56.04	1
\$58.65	5
\$61.30	14
\$63.93	102

Source: FCPS department of transportation, 2007.

The large geographic area encompassed by Franklin County, combined with a dual route system which separates elementary and secondary students, relegates the importance of two-way communication with and among bus drivers as critical. Drivers consistently ranked this feature as a priority. Given the levels of criminal activity in our society and the potential for mechanical failure in locations where right-of-way is limited, the department should assure the presence of two-way communications equipment on all buses. Similarly, drivers communicated the importance of the camera in maintaining order on their buses. Safety is the number one transportation departmental goal, which requires that the maintenance of discipline and security on each bus is absolutely necessary. School divisions and districts have been utilizing cameras on buses to assure proper enforcement of discipline by recording the actions of riders and drivers.. The department's current goal to equip all buses with two-way radios and cameras should be perpetuated.

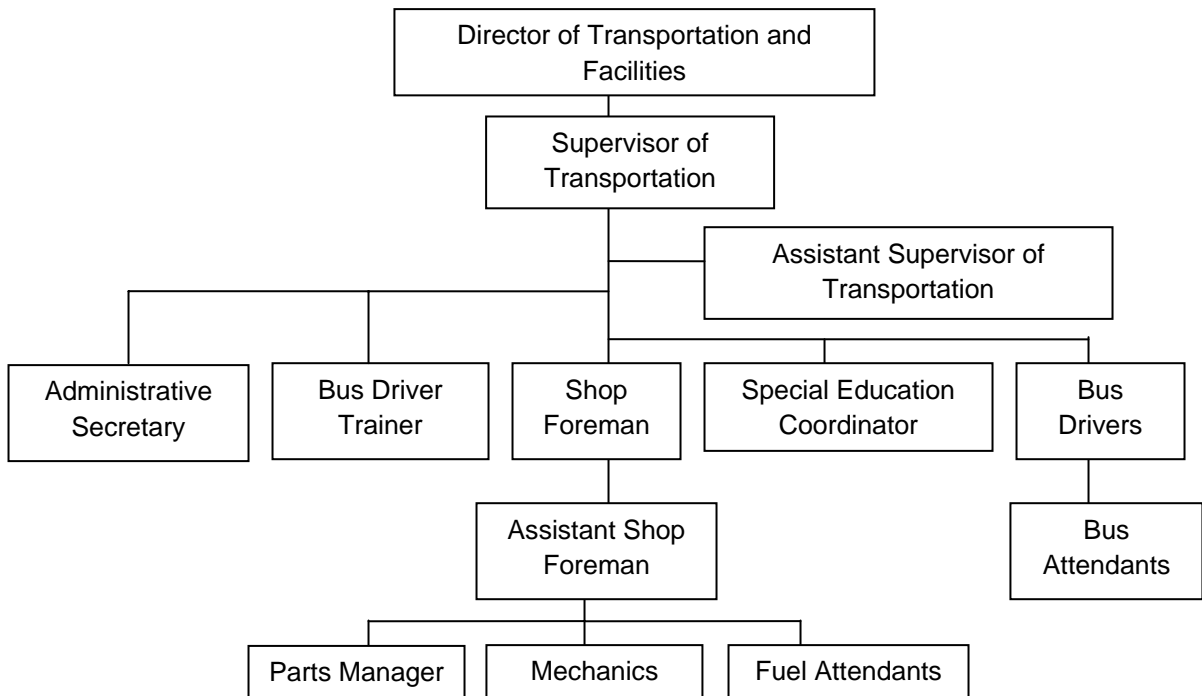
The FCPS Transportation Department operates under guidelines which provide maximum ride time targets for students. Elementary ride time on department buses should not exceed one hour while secondary students should not be required to ride more than one and one-half hours on any given route. Eight of the department's 60 elementary bus routes are approximately one and one half hours in length. Seven of the department's 59 secondary routes are between one hour and forty-five minutes and two hours in length. These routes potentially could have students riding well in excess of the department's ride time targets. Concern for students who might ride as much as three to four hours in daily combined routes has been consistently expressed throughout the survey and interview process. The factors of ride time in balance with costs of operation present conflicting interests to be managed by the department and overseen by the division. Adding routes to reduce ride time would add to costs and may adversely impact efficiency. Limiting routes adds to ride time which may adversely impact the educational opportunity for certain affected students. The division and the transportation department have continually addressed this issue through the partial implementation of routing software. Upon full implementation, the routing software should be utilized to complete a county wide analysis of all routes.

Exhibit 6-6 reflects the organizational structure under which FCPS provides support for daily operations in the department of transportation. The department of transportation includes the director of transportation and facilities, supervisor of transportation, assistant supervisor of transportation, an administrative secretary, bus driver trainer,

special education coordinator, shop foreman, assistant shop foreman, parts manager, five mechanics, one fuel attendant, and approximately 144 bus drivers.

Exhibit 6-6 lists the FCPS transportation department organizational structure.

**EXHIBIT 6-6
FRANKLIN COUNTY PUBLIC SCHOOLS
ORGANIZATIONAL CHART**



Source: FCPS Department of Transportation, 2007.

6.1 Planning, Policies, and Procedures

The division’s transportation department provides services which impact students, parents, taxpayers and FCPS staff. The ability to plan with respect to the needs of all these stakeholders is important to the future success of the department. Stakeholder input is essential in the process of designing, implementing, and evaluating new policies and procedures to meet the needs of FCPS. The Austin Independent School District transportation department in Austin, Texas has utilized this process successfully by utilizing a Web survey which is both in English and Spanish. Data collected from the survey has assisted the school district in better serving the district’s student transportation needs.

FINDING

The division has no existing method by which to receive input, including suggestions or complaints from stakeholders, including drivers, students, and parents.

Currently, the division's transportation department is implementing a process where drivers serve on an advisory committee which will provide an avenue for communication for drivers and other department employees; however, a formal process for stakeholder input is needed. Previous attempts by the department to include staff were limited in scope and topics. Staff indicated in interviews that the meeting agendas were screened to maintain the intended division focus. While this effort was legitimate in its nature and purpose, staff expressed their skepticism that the new advisory committee will allow for a full discussion of concerns.

Without having a formal process by which to receive stakeholder input, the division is not in position to address issues in a preventive format.

The value of a formal survey of representatives from all stakeholder groups is found in deriving a balanced view from various perspectives. This balance allows the department to plan and develop procedures which address broad issues in the department's operations, thereby avoiding the tendency to react to the views of any select group. Stakeholder support will likely be enhanced and perceptions regarding the overall operations will likely improve as well. Many school divisions in Virginia, including Campbell County, Isle of Wight, Norfolk, and Surry use these types of surveys.

RECOMMENDATION 6-1:

Develop and conduct a formal survey to be utilized annually to assess stakeholder satisfaction with department services.

The survey should provide independent input which would address the areas of courtesy, safety, timeliness, and allow comments to suggest improvements in department operations.

FISCAL IMPACT

The fiscal impact related to implementing this recommendation is associated with staff time needed to create, distribute, collect, and compile survey information. This should require approximately the equivalent of four days' staff time. The transportation department with assistance from the technology services department has the expertise to complete implementation of this recommendation would require a staff member approximately four days to complete.

FINDING

The division's practice of relying on bus drivers to make calls to parents as a form of early intervention to correct student behavior is ineffective.

Currently, drivers utilize a five point system of response to misbehavior and are required to contact the parent prior to referring problems to the administration. Certainly, drivers are allowed to contact administration in the event of misbehavior which threatens the safety of others or in the case of emergencies. However, drivers represent a wide variety of personalities and are influenced by many experiences. The level of driver communication skills varies widely as well. Compounded by the confrontational nature of

calls regarding misbehavior, the drivers are placed in a position of authority for which they are neither trained nor compensated.

The value of early intervention by personnel who have the training and the authority to consistently elicit positive outcomes is widely recognized among school system administrators. An example of a best practice is the use of the assistant principal or principal to make contact with the parent when a student bus discipline issue has arisen. The Austin Independent School District has model guideline which may be of assistance for the division to utilize.

Exhibit 6-7 lists the steps utilized by the Austin Independent School District.

Administrative staff members are trained and experienced in communicating with parents regarding student behavior and are best equipped to address problems consistently.

**EXHIBIT 6-7
AUSTIN INDEPENDENT SCHOOL DISTRICT
BUS DISCIPLINE GUIDELINES**

**GUIDELINES GOVERNING STUDENT CONDUCT ON A.I.S.D. SCHOOL
BUSES**

A pupil riding or waiting on an A.I.S.D. school bus is under the supervision of the Austin schools the same as if he/she is in the school building or on the school grounds, and therefore, is subject to the student disciplinary policies of the District. Please discuss the following information with your child, and sign and return the designated portion of this document to the school office.

STUDENT'S BEHAVIOR RULES: Respect self, others and property!

1. For the safety of everyone, behave appropriately with no loud noises.
2. Cooperate with the bus driver and others.
3. Enter and exit the bus in an orderly fashion.
4. Stay in your assigned seat, facing forward.
5. Keep hands, head, and feet inside the bus.
6. **Do not drop or throw objects inside or outside the bus.**
7. Do not eat or drink on the bus. (Except water)
8. Do not litter on the bus.
9. No inappropriate language.
10. No weapons, alcohol, or drugs including tobacco.
11. No physical or verbal altercations.

CONSEQUENCES FOR VIOLATIONS

If any of the above student behavior rules are broken, the bus driver will make a referral of the violation to the principal and the following disciplinary action will be taken:

- 1st Violation: Principal or assistant will conference with student. Suspension from the bus may occur with this violation. Parents or guardians will be notified.
- 2nd Violation: Student will be suspended from the bus for three school days. Parents or guardian will be notified.
- 3rd Violation: Student will be suspended from the bus for an extended period of time until agreement can be reached between parents, guardians, administrator, bus driver, transportation supervisor, and student.

Serious offenses will receive disciplinary measures, up to and including removal to an alternative education program and /or expulsion from school. Each case, however, will be judged separately and may warrant discipline of a type different from another case.

PARENT'S RESPONSIBILITY

1. Read and discuss with your child (ren) the responsibilities, behavior rules and violation consequences covered by the AISD Guidelines Governing Student Conduct on A.I.S.D. School Buses.

RECOMMENDATION 6-2:

Remove the responsibility for calling parents from the bus drivers and place the responsibility with administrative personnel within the division.

The implementation of this recommendation is important in the delivery of a professional, consistent level of communication with parents, thereby building support for improved student behavior on buses.

FISCAL IMPACT

The fiscal impact related to implementing this recommendation will include administrative staff time equivalent to .5 FTE's or approximately \$30,000 annually. This estimate assumes that no administrative FTE's currently exist which could be re-directed. Implementation of the recommendation over five-years equals \$150,000.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Place Responsibility for Parent Contact with Administrative Staff	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)

FINDING

The process of notifying bus drivers of disciplinary outcomes resulting from bus referrals is not effective.

The division provides documentation to bus drivers regarding sanctions taken with regard to students. However, the documentation is often delivered to the drivers several days or even weeks after the sanctions were to have been implemented.

Currently, the process of returning the documentation to bus drivers is paper laden and ineffective. Drivers must then belatedly implement the required sanctions with students which leads to additional confrontation with those affected and provides an opportunity for parents to criticize the division and its processes.

Consequently, drivers are left to deal with overall student observations and perceptions that misbehaviors are not being addressed, thereby making the driver's responsibility to maintain order more difficult.

A process which would allow drivers timely information with regard to administrative rulings concerning student misbehavior would improve their ability to properly assess the sanctions dictated and further enhance their ability to respond to parent concerns with respect to the actions taken. Timely notification regarding disciplinary action is a standard in Texas public school policies as noted on district Web sites, which may be accessed through links provided on the Texas Education Agency Web site.

RECOMMENDATION 6-3:

Implement an electronic response system or communication process to augment the current documentation process related to student discipline.

This recommended process could be as simple as emailing information to the transportation secretary to be copied to drivers. The transportation department should receive information regarding sanctions prior to the implementation dates assigned by administration.

FISCAL IMPACT

The fiscal impact related to the implementation of this recommendation will include staff time to complete the communications required. The staff time required should be the equivalent of half-time employee; however, the division currently does not have any staff to redirect for this effort. Therefore, a \$30,000 annual cost without benefits is needed to fully implement this recommendation.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Implement an Electronic Response System Utilizing .5 FTE Administrative Staff	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)

FINDING

The division does not have a current process to assess the performance of charter bus companies prior to contracting for transportation of students.

Currently, certain special events are served by charter bus companies which are contacted by the transportation department. Contracts are arranged primarily based upon availability. Unfortunately, some charter transportation companies across the nation have experienced mechanical, structural, and driver failures, which have resulted in safety concerns. The age of the equipment, the maintenance of the equipment, and the condition of the driver all contribute to the level of safety provided. Potential pressure from parents and public groups such as athletic booster clubs tend to lead administrators to use charter buses rather than transport the students on school buses. However, there may be a lack of understanding regarding the structural limitations of many commercial vehicles which prevent the utilization of seatbelts. Furthermore, some commercial vehicles operate at speeds well beyond those permitted for school buses and may not possess the structural integrity found in school buses.

The division is left potentially liable in the event of an accident caused by poor performance on the part of the charter company.

The division should follow best practices related to issuing a request for proposals to deliver charter services in which potential charter companies would be required to provide specific information regarding proof of meeting state and federal standards, maintenance procedures and schedules, traffic safety records, equipment failure rates, the availability of seatbelts, and driver qualifications.

RECOMMENDATION 6-4:

Develop procedures for the selection of charter bus services which include performance data.

The performance data should address issues of timeliness, sanitation, record of traffic safety, availability of seatbelts, commonwealth licensure, and federal certification, as appropriate. The Prince William County Public Schools has developed regulations which may assist FCPS in implementing the recommendation.

Exhibit 6-8 lists a portion of the regulations which relates to the use of commercial vehicles when transporting students.

**EXHIBIT 6-8
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
REGULATION 431.02-4**

Regulation 642-1
INSTRUCTION
December 13, 2006
Page Seven

Q. Commercial Transportation

Periodically, the Purchasing Department shall provide to the schools through electronic mail a list of approved commercial bus carriers. Questions pertaining to commercial service contractors shall be directed to the Purchasing Department.

R. Transportation by Other Types of Vehicles

1. Any vehicle used to transport students shall meet Federal Passenger Car Occupant Protection Standards as defined by Federal Motor Vehicle Safety Standards (FMVSS). If a personal, rental, or leased vehicle is being recommended for use, a Field Trip Driver's License and Vehicle Insurance Information form (Attachment III) shall be completed and attached to the Field or Athletic Trip Request form (Attachment I or II) for approval by the appropriate area associate superintendent.
2. When a school rents or leases a vehicle, the school representative shall be required to obtain automobile liability coverage in the amount of \$500,000 and to provide an insurance certificate with the Field Trip Driver's License and Vehicle Insurance Information form (Attachment III). Minimum liability for privately owned vehicles is established by Virginia Law.
3. For personal, rented, or leased vehicles, the vehicle type can be determined by referring to the data plate or decal affixed to the door jam or door post on the driver's side of the vehicle. The data plate provides the type designation (i.e. passenger car, station wagon, truck, bus, school bus, or multipurpose vehicle [MPV]). The data plate will also state that the vehicle meets Federal Motor Vehicle Safety Standards (FMVSS). Vehicle registration cards shall not be utilized as a method of determining vehicle type since they will often have a different designation than that on the data plate.
4. Even though school buses are the safest mode for student transportation, vehicles with a data plate displaying the following vehicle types may be utilized for student transportation:
 - a. Passenger car;
 - b. Station wagon;
 - c. School bus;
 - d. Commercial buses provided through contract carriers licensed to do business in the State of Virginia; and
 - e. Certain late model minivan passenger vehicles (manufactured 1995 or later) which are certified by the manufacturer to meet Federal Passenger Car Occupant Protection Standards. Vehicles that meet Federal Passenger Car Occupant Protection Standards have permanently-installed, full-size seats for the driver and each passenger. Seats may be convertible to cargo space, for

EXHIBIT 6-8 (Continued)
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
REGULATION 431.02-4

Regulation 642-1
INSTRUCTION
December 13, 2006
Page Eight

example, by folding, but may not be designed to be readily removed and reinstalled. Each seat must have both a lap belt and shoulder harness. Vehicles manufactured after 1998 must have air bags (vehicles manufactured before 1998 are not required to have air bags and therefore are not recommended).

5. Student transportation shall not be provided by the following vehicle types:
- a. Multipurpose Vehicle (MPV) - except those that meet the standards described in paragraph 4(e) above;
 - b. Truck;
 - c. Van designed to carry more than ten people;
 - d. Camper/Recreational Vehicle (MPV); and
 - e. Motorcycle.

NOTE: This regulation does not prevent a parent or legal guardian from transporting only their student(s) (child or ward) to and from a school-sponsored event in a vehicle of an unauthorized type. However, the parent shall not be permitted to transport other students.

6. The principal shall be responsible for ensuring that vehicles of an authorized type are used for student transportation.

The principals, appropriate area associate superintendent, and the Director of Transportation Services are responsible for implementing and monitoring this regulation. Exceptions to the procedures contained in this regulation shall be appealed to the appropriate area associate superintendent.

PRINCE WILLIAM COUNTY PUBLIC SCHOOLS

Source: Prince William County Public Schools Web site, 2008.

FISCAL IMPACT

The key consideration is that of safety. The department's utilization of charter bus services is limited and while the implementation of procedures by which to evaluate and select charter services may lead to competitive quotes, the amount of potential savings is not material. Conversely, should the new procedures be so restrictive as to limit vendors, the costs may increase. Again, the limited utilization of charter services minimizes the effect of any increase in cost

Staff time related to this recommendation would include the time to research and develop appropriate specifications, issue an RFP, and determine an award. This would require approximately two days of staff time annually.

6.2 Routing and Scheduling

The FCPS transportation department operates a dual routing system which serves the eleven elementary campuses with designated local routes, and serves the secondary campuses with county wide routes. The transportation department also operates a county wide routing system for special education students. Significant division resources are utilized in maintaining these routing systems which makes the regular planning and monitoring of routes for efficiency critical to the success of the division.

FINDING

The transportation department's daily operation is enhanced by the design of routes which are specific to each of the outlying elementary campuses and the department utilizes routing software to control routes and track student placement on routes.

Over the last two years the department has undertaken the task of building the information database required to fully implement the routing software. The department has contracted for assistance to build a complete mapping of the road systems throughout the county, utilizing existing mapping developed with GPS information by Franklin County. The department has completed the task of calibrating distance and speed, as limited by road conditions, for all routes serving the elementary school zones. Calibrations for the secondary school routes are scheduled to be completed during the current school year.

Upon completion of the routing system database the department will contract for assistance to initiate a complete route analysis for FCPS. This analysis will be conducted per attendance zone for elementary routes and county-wide for secondary routes. The analysis will further allow the department to provide the division with accurate information as to the resources required to add routes or alter current policies with regard to route extensions.

The reduction in discipline issues, well-being of young children, and positive rapport established with parents effectively offset much of the additional costs involved.

COMMENDATION 6-A:

The division uniquely addresses the safe, secure transportation of elementary students by transporting students in grades K-5 on routes void of students in grades 6-12.

FINDING

The school division's cost for transporting special education students exceeds that of transporting regular education students.

The annual cost per mile is increasing for both regular and special education transportation resulting in an increased burden on the division budget. There are currently 16 special education routes in FCPS that transport over 150 students across

the county. Special needs limitations in combination with a geographic area of over 750 square miles combine to drive the costs upward to a rate which exceeds that of regular transportation. **Exhibit 6-9** illustrates the cost per mile for both regular and special education routes over several years. **Exhibit 6-10** illustrates the increase in the numbers of students transported. Although the percent increase in cost per mile compared to the percent increase in rider count is less for special education than for regular education, closing the gap in cost per mile should result in additional resources for the division.

The Texas School Performance Review of Killeen Public Schools in Killeen, Texas revealed special education transportation costs per mile which were lower than regular education costs per mile in peer districts including Ector County, Round Rock, Plano, and Corpus Christi. While cost factors vary among schools due to local conditions and requirements, the potential to reduce special education transportation costs relative to regular education transportation costs is substantiated in the above referenced schools.

Spotsylvania County Public Schools have reported lower per mile costs for special education transportation. While cost factors vary among schools due to local conditions and requirements, the potential to reduce special education transportation costs relative to regular education transportation costs is substantiated in the above referenced schools.

**EXHIBIT 6-9
FRANKLIN COUNTY PUBLIC SCHOOLS
COST PER MILE
REGULAR/SPECIAL EDUCATION
COMPARED TO PEER DIVISIONS
2003-06**

DIVISION	2003-04		2004-05		2005-06	
	REG	SPED	REG	SPED	REG	SPED
Franklin County	1.60	1.61	1.97	2.04	2.10	2.23
Campbell County	1.46	2.06	1.54	2.02	1.69	2.04
Culpeper County	2.51	2.62	2.94	2.94	3.03	3.00
Pittsylvania County	1.29	1.72	1.49	2.03	1.71	2.21
Amherst County	1.54	1.91	1.66	6.35	1.60	2.32

Source: Virginia Department of Education Transportation Report , 2007.

**EXHIBIT 6-10
FRANKLIN COUNTY PUBLIC SCHOOLS
REGULAR EDUCATION AND SPECIAL EDUCATION STUDENTS
TRANSPORTED**

DIVISION	2003-04		2004-05		2005-06	
	REG	SPED	REG	SPED	REG	SPED
Franklin County	6,265	126	6,350	147	6,518	151
Campbell County	8,220	146	8,220	141	8,751	145
Culpeper County	4,331	134	4,623	181	5,145	151
Pittsylvania County	6,730	153	7,077	135	7,111	154
Amherst County	2,860	168	3,115	263	3,427	364

Source: Virginia Department of Education Transportation Report, 2007.

The department utilizes routing software to place students, and upon complete implementation, will have the ability to analyze the special education routes, county wide. This will be important in establishing the most efficient routing schedule possible.

RECOMMENDATION 6-5:

Continue to budget resources necessary to assure the complete implementation of the routing software as well as the complete analysis of all bus routes.

The utilization of the routing software should provide detailed information with regard to specific routes, mileage, and ridership, and provide the basis for an accurate analysis of all bus routes.

FISCAL IMPACT

The implementation of this recommendation should provide a minimum five percent per year reduction in special education transportation costs. A five percent reduction in total route mileage created by fully automating the development of routes would create a reduction of 12,270 miles at \$2.23 per mile, or \$27,362. The total savings for the division over five years would total approximately \$136,810.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Complete Route Analysis	\$27,362	\$27,362	\$27,362	\$27,362	\$27,362

6.3 Vehicle Maintenance

The FCPS department of transportation provides for vehicle maintenance and repair in one centrally located service shop with seven mechanics, including the foreman and assistant foreman. The department maintains 166 buses and 116 passenger vehicles and only outsources repairs covered by warranties or in the event of major engine overhauls.

FINDING

The division has operated under a purchasing policy for school buses which does not allow for the appropriate replacement cycle to be implemented.

Currently, the department has adopted 12 years as the target life span for a bus, and therefore, must annually purchase an average of 10 buses per year in order to avoid an undue burden on the budget in any given year. Unfortunately, the department was only allowed to purchase a total of 38 buses over an eight year period. The budgets over the last five years have included an average of 14 buses purchased, leaving the district in need of 21 additional new buses to fulfill the targeted cycle of 12 years (**Exhibit 6-11**). The problem is compounded over the years as the number of buses reaching the 12 year mark will range from 14 to 16 instead of 10.

**EXHIBIT 6-11
FRANKLIN COUNTY PUBLIC SCHOOLS
RECORD OF BUSES PURCHASED**

YEAR	NUMBER OF BUSES PURCHASED	YEAR	NUMBER OF BUSES PURCHASED
1995	0	2002	4
1996	0	2003	14
1997	9	2004	14
1998	7	2005	14
1999	2	2006	16
2000	10	2007	13
2001	6	Total	109

Source: FCPS department of transportation, 2007.

The recently adopted twelve-year replacement cycle cannot be maintained with the current purchase schedule.

The twelve year replacement cycle is important to achieve in order to assure an appropriate level of safety for students as well as control the costs of maintenance in terms of parts and labor. Maintaining an aged fleet will have the effect of placing excess burden on current mechanics and could lead to requiring additional personnel. As reported by the National Association of State Directors of Pupil Transportation Services, studies by California and Washington concluded that the annual operating costs of buses increased significantly after 12 years and continued to increase significantly every year thereafter. The Association recommendations include a twelve-year replacement cycle.

RECOMMENDATION 6-6:

Implement a budgeting process to achieve the twelve-year replacement cycle over a five-year period.

The twelve-year replacement cycle represents a reasonable balance for the division in terms of expenditures for purchase, expenditures for maintenance, and staffing.

FISCAL IMPACT

The implementation of this recommendation will require the purchase of four additional buses in each of the coming five years. The total cost to the division to implement this recommendation will be approximately \$240,000 per year or \$1,200,000 over a course of five years.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase Four Additional Buses Annually Over Five Years	(\$240,000)	(\$240,000)	(\$240,000)	(\$240,000)	(\$240,000)

7.0 TECHNOLOGY MANAGEMENT

7.0 TECHNOLOGY MANAGEMENT

The Franklin County Public Schools (FCPS) Technology Services Department (TSD) provides technology planning, infrastructure, support for hardware and software, and professional development for the division. The FCPS includes eleven elementary campuses, one middle school campus, one high school campus, one alternative campus, a maintenance facility, and central administration. These locations house over 7,000 students, 900 employees, and 2,600 computers.

This chapter presents the findings, commendations, and recommendations for the technology management function of the FCPS. The major sections of this chapter are:

- 7.1 Technology Planning
- 7.2 Organization and Staffing
- 7.3 Infrastructure and Web Development
- 7.4 Software and Hardware
- 7.5 Technical Support

CHAPTER SUMMARY

The Franklin County Public Schools Technology Services Department delivers services which are linked to the FCPS long range plan for technology. The TSD operates with an appropriate level of staffing, provides infrastructure, an accessible Web site, support for both administrative and instructional software, support for multiple hardware platforms, and educational opportunities for staff, students, and the community. The review team has identified several commendable practices as well as practices which should be implemented to improve the delivery of these services. Implementation of the recommended changes will have an impact on department operations which include improved quality of service, improved stability with regard to data management, and a more efficient utilization of resources.

Key commendable practices noted in the TSD include:

- Provides technology training for all staff, students, and parents.
- The TSD Instructional Technology Resource Teachers focus upon integrating technology into instruction through teacher training and lesson planning.

Key recommendations regarding TSD operations include:

- Reinstate the position and employ an ITRT administrator.
- Develop a consistent disaster recovery/business continuity plan.
- Require all technology-related acquisitions to be managed by TSD.
- Provide training opportunities for technicians within the work calendar.

During the review of the administrative technology resources of a school division, the performance review team examines the computing environment within which the administrative applications operate; the degree to which the applications 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.

The TSD has several functions which are acknowledged in this chapter as representing best practices or representing areas in need of development. While these items are essential in the success of the department, they do not rise to the level of warranting commendation, nor do they require notation of a recommendation. Making improvements recommended in this chapter will enhance the level of TSD performance across the division.

A diagnostic review, along with interviews conducted across the division; provide information, perceptions, and opinions from stakeholders. The information is important to the successful completion of this performance review. Respondents, including staff at all levels, provided the following comments with regard to TSD performance.

Conditions in TSD of importance to this review include:

- Summer programs promote the use of technology among students and staff.
- Reinstate the administrative position in support of the instructional technology resource teachers (ITRTs).
- Each campus has an appropriate long-range technology plan.
- Purchasing practices with regard to technology-related equipment and software should be reviewed.
- Local cable access is not being utilized to its fullest advantage.
- FCPS and the TSD are ahead of most surrounding schools in the implementation of technology across the division.
- TSD staff are very responsive to division needs.
- The integration of technology into instruction is progressing but has not been completed.
- Campuses are not using their technology budgets for technology, thereby creating problems when equipment is in need of replacement.

MGT conducted an online survey of all FCPS central office administrators, school principals and assistant principals, and classroom teachers concerning their perceptions of the quality of technology services provided by the school division.

Exhibit 7-1 displays the statements regarding technology services that each group was asked to respond to by indicating that they *Agreed or Strongly Agreed* or *Disagreed or Strongly Disagreed* with each statement. As shown in the exhibit, the following responses were given by the surveyed stakeholders:

- Seventy-five to 88 percent of respondents agreed or strongly agreed that FCPS provides adequate technology-related staff development.
- Seventy-nine percent of central office and school administrators, and 51 percent of teachers agreed or strongly agreed that the division solicited input on the long-range technology plan.
- Seventy-five percent of school administrators and teachers, and 89 percent of central office administrators agreed or strongly agreed that the division provided adequate technical support for computer hardware and software.
- Sixty-eight to 96 percent of respondents felt that they had adequate equipment and computer support to conduct their daily work tasks.
- Ninety-two and 84 percent of school administrators and central office administrators respectively, felt that administrative computer systems were easy to use, as compared with 51 percent of teachers with the same response.
- Eighty-three and 79 percent of school administrators and teachers respectively, felt that technology was effectively integrated into the curriculum, as compared with only 58 percent of central office administrators sharing this view.

**EXHIBIT 7-1
SURVEY RESPONSES REGARDING
TECHNOLOGY SERVICES
FRANKLIN COUNTY PUBLIC SCHOOLS
2007-08**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school division provides adequate technology-related staff development.	79/5	88/8	75/11
2. Our school division requests input on the long-range technology plan.	79/0	79/13	51/13
3. Our school division provides adequate technical support.	89/0	75/17	75/12
4. I have adequate equipment and computer support to conduct my work.	89/0	96/0	68/25
5. Administrative computer systems are easy to use.	84/0	92/4	51/9
6. Technology is effectively integrated into the curriculum in our division.	58/0	83/8	79/9

Source: MGT of America, Inc., Survey Results, 2007.

The survey contained two additional statements on the quality of technology services in the division that respondents had to rate as *Good or Excellent* or *Fair or Poor*. The first statement, “The school division’s job of providing adequate instructional technology,” was rated as *Good or Excellent* by 85 and 92 percent of central office and school administrators respectively, and by 76 percent of teachers. The second statement, “The school division’s use of technology for administrative purposes,” was rated as *Good or Excellent* by 94 and 96 percent of central office and school administrators respectively, and by 64 percent of teachers.

7.1 Technology Planning

The federal *No Child Left Behind Act* (NCLB) requirements dictate that school divisions and districts make data-driven decisions which assist students in achieving technology literacy by the end of the 8th grade. The act also requires that teachers effectively integrate technology into the classroom. Meeting these requirements has ramifications for a school division’s technology department. Comprehensive technology planning and budgeting are essential for the division to successfully meet the NCLB requirements and to successfully assist the division’s staff and students.

The FCPS Technology Services Department provides a system of technology-related services across the division. The division Web site provides open communications with the public as well as stakeholders in the FCPS service area. The FCPS long range plan for technology is comprehensive and all campus technology plans are linked to the division plan. The plan can be viewed on the division Web site at www.frco.k12.va.us.

The TSD technology plan provides that the department access available technology resources from outside the division. The TSD has successfully accessed Schools and Libraries (SOL) funding as well as the discounts available through Erate on behalf of the division.

Exhibit 7-2 and **Exhibit 7-3** illustrate the levels of funding accessed.

**EXHIBIT 7-2
FCPS TECHNOLOGY SERVICES DEPARTMENT
ON-LINE SOL INITIATIVE FUNDS
BUDGET**

SCHOOL	2007-08
FCHS Lab Replacement (3)	\$75,000
BFMS Lab Replacement (3)	\$75,000
Gereau Center Match	\$87,000
Elementary Lab Replacement (3)	\$75,000
New Server Purchase (4)	\$28,000
Server Replacements (4)	\$28,000
Router/Switch/Cable Replacement	\$25,000
Instructional Computer Replacement	\$25,000
Software Replacement/Upgrade	\$22,000
TOTAL	\$440,000

Source: FCPS, Technology Services Department, 2007.

**EXHIBIT 7-3
FRANKLIN COUNTY PUBLIC SCHOOLS
E-RATE FUNDING**

YEAR	INTERNET	TELEPHONE	WEBMAIL
2005	\$46,104	\$118,320	\$9,561
2006	\$65,412	\$115,580	\$9,701
2007	\$146,390	\$115,580	\$9,476
TOTAL	\$257,906	\$349,480	\$28,739

Source: FCPS, Technology Services Department, 2007.

The TSD provides services to students, staff, parents, and taxpayers throughout Franklin County. Integral to maintaining effective and efficient programming is the ability to obtain independent input regarding the level and quality of services offered. With the availability of accurate information, the TSD will be able to successfully implement a quality improvement cycle which should consist of planning, implementing, assessing, and adjusting to meet the needs of FCPS.

FINDING

TSD does not have a formal process to evaluate the quality of service provided by the department for FCPS. Consequently, TSD is not in position to proactively address issues which may arise across the division.

Currently, TSD relies upon informal feedback from staff, primarily campus principals, to determine the appropriateness of the levels of services offered. FCPS staff does not have a consistent process by which they address concerns or ideas to TSD. Furthermore, parents and students have no avenue to address concerns or ideas to TSD.

The value of a formal survey of representatives from all stakeholder groups is found in deriving a balanced view from various perspectives. This balance allows TSD to plan and develop procedures which address broad issues in the department's operations, thereby avoiding the tendency to react to the views of any select group, or conversely, to ignore important perceptions among stakeholders. Stakeholder support will be enhanced and perceptions regarding overall TSD operations should improve as well.

RECOMMENDATION 7-1:

Develop a formal survey to be utilized annually to assess stakeholder satisfaction with department services.

This survey information should include detailed information to help the department address the areas of timeliness, success rates, courtesy, and consistency of performance with regard to technology-related tools. The results of the survey should provide the basis for determining department priorities in meeting division needs. FCPS and TSD staff administrative staff should meet annually to review the survey data and to amend the Technology Plan to reflect the needs listed in the survey findings.

FISCAL IMPACT

The fiscal impact related to the implementation of this recommendation includes the staff time required to design and deliver and electronically survey. Additionally, staff time would be required to collect and analyze the response. The TSD currently has the expertise to complete implementation of this recommendation would require a staff member approximately four days to complete. The estimated cost is \$2,000 per year with a five-year cost of \$10,000.

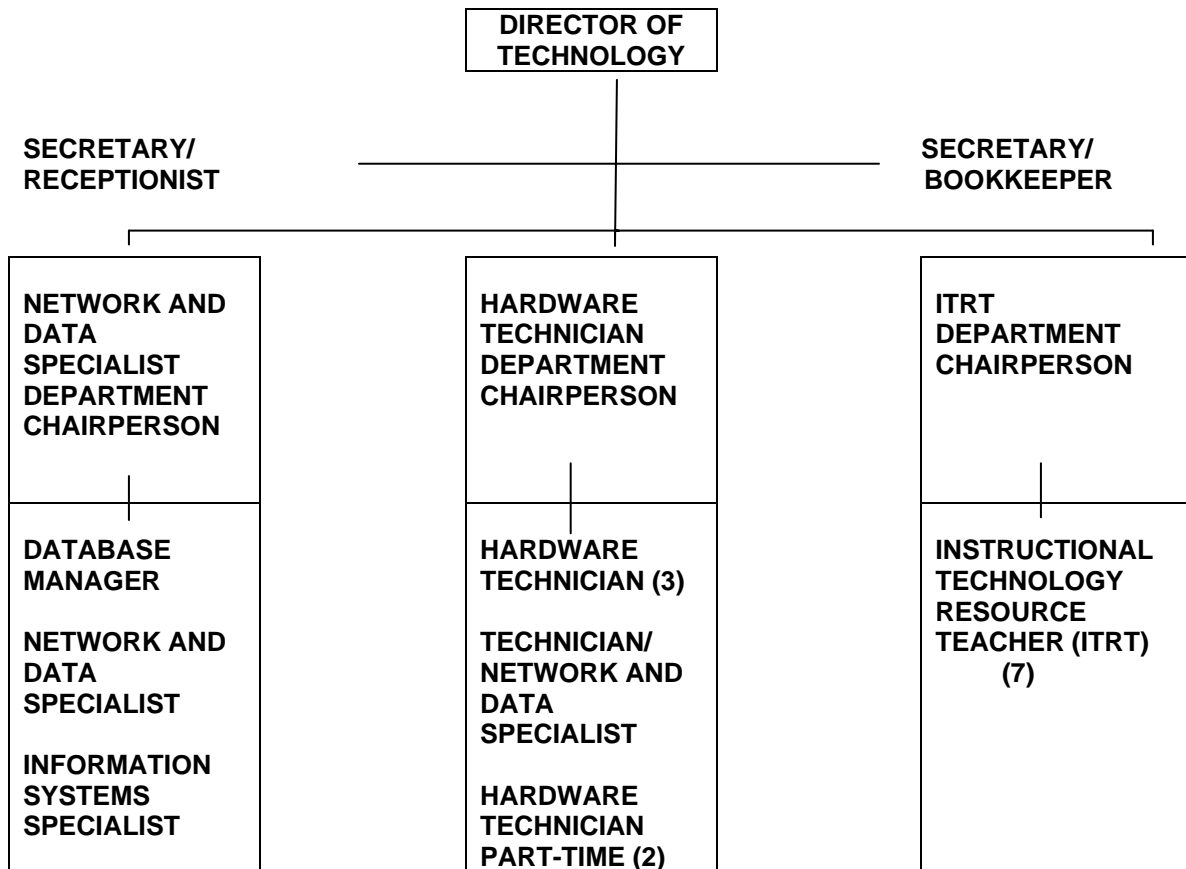
RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Develop and implement a survey document utilizing TSD staff.	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)

7.2 Organization and Staffing

The TSD organization includes a director, three department chairpersons, and 16 staff members supporting the network, hardware, software, and the integration of technology-related tools into the instructional process. The current staffing pattern indicated in the organizational chart (**Exhibit 7-4**) provides a generally appropriate level of service; however, one position has been eliminated and another left unfilled. A review of the technology work order completion rate provides confirmation that demands for service across the division requires a commitment to providing the expertise necessary for the effective delivery of services.

Exhibit 7-4 lists the FCPS technology services organizational structure for 2007-08.

**EXHIBIT 7-4
FRANKLIN COUNTY PUBLIC SCHOOLS
TECHNOLOGY SERVICES DEPARTMENT
ORGANIZATIONAL CHART**



Source: FCPS, Technology Services Department, 2007.

FINDING

The FCPS commitment to training and professional development is evidenced in the level and variety of training offered by TSD across the division and the county.

Over 40 offerings were delivered over the last year in several settings:

- Classes are offered to members of Franklin County.
- A Regional Professional Development Institute of Technology is offered for staff of Franklin County as well as surrounding counties.
- A “Tecknowledge College” is operated during the summer break for students.

Training offered to staff includes application training on software unique to staff needs. Instructional staff members are provided training on the division's hardware and software related to their particular assignments. Administrative personnel are provided training on the division's administrative packages such as student attendance software or bus routing software. Parents are trained on software which their children will utilize throughout their educational experience in FCPS.

COMMENDATION 7-A:

The technology services department is commended for providing multiple opportunities for training for staff, both within the division and outside the division, students, parents, and the community at large throughout the year.

FINDING

The division supports the technology department efforts in integrating technology into instruction by maintaining the instructional focus for the instructional technology resource teachers (ITRTs).

The ITRTs work directly with teachers to develop lesson plans and to provide professional development on how to incorporate available technology tools, such as interactive boards, computers, and cameras, with which to deliver instruction. The FCPS delivery model is superior to that in which is found in other divisions which utilize the ITRTs to simply provide instruction to students in a lab setting. ITRTs in a lab setting often fail to involve teachers in such a way as to build the teachers' skill level with the technology tools. The lab setting also may limit the teachers' understanding of how to plan their lessons with the appropriate integration of the technology-related tools. Campus observations and interviews confirmed the effective integration of various technology tools into the instructional process.

Virginia Department of Education guidelines noted in the ITRT handbook recommend the utilization of the ITRT's in direct support of teachers as they integrate technology into instruction. The guidelines further indicate recognition of the importance of readily available support for teachers as a key factor in improving the technology integration process.

COMMENDATION 7-B:

The technology services department is commended for the implementation model in which ITRTs work directly with teachers to integrate technology into instruction.

FINDING

There is no administrator in charge of the ITRTs to provide consistent instructional leadership for seven ITRT positions filled by 6.5 full-time staff equivalents (FTE's) in this role.

Currently, a former teacher and instructional technologist, and the seventh funded ITRT, is attempting to provide guidance in a part-time format while serving part time as an

ITRT. This arrangement limits the ability of the department to consistently advance the integration of technology into instruction and also limits the ability of the individual to provide services at the campus level. The ITRT assignments (**Exhibit 7-5**) illustrate the limitations on available on-site time for the division's campuses.

The Commonwealth of Virginia has committed resources to provide one ITRT per 1,000 students in all school divisions. The Department of Education standards reflected in the ITRT handbook indicate the expectation that the ITRT is, above all the individual available throughout the day responsible for assisting teachers with the integration of technology in the classroom. The handbook further indicates approximate percentages of time which should be spent by the ITRT in fulfilling related duties. Serving as an administrator in any capacity is not among the duties listed for the ITRT.

The Virginia Department of Education asserts that research confirms the positive impact on student achievement when technology is integrated into instruction. The department further asserts that consistently available support for teachers utilizing technology in instruction is integral to the successful integration of technology into instruction.

Exhibit 7-5 lists the FCPS ITRTs school assignments.

**EXHIBIT 7-5
FCPS INSTRUCTIONAL TECHNOLOGY RESOURCE TEACHER
SCHOOL ASSIGNMENTS**

ITRT	AREA OF RESPONSIBILITY	SCHOOL ASSIGNMENT
BB (1FTE)	Technology Resource Assistants	FCHS Adult Education Life's Academy
JB (1 FTE)	Tech Reps Ed Tech Grant Assistive Technology	Henry Sontag
KF (1 FTE)	Distance Learning	Ferrum Glade Hill Lee M Waid
BG (1 FTE)	Summer Institutes Training	Boones Mill Callaway Rocky Mount School Community Technology Center
LK (1 FTE)	Blackboard (Online Learning)	Burnt Chimney Dudley Snow Creek
KM (1 FTE)	Special Education Integration	
(.5 FTE)	ITRT Oversight and School Assistance	

Source: FCPS, Technology Services Department, 2007.

RECOMMENDATION 7-2:

Return to an organizational structure in which a full-time administrator with experience in instruction as well as experience with the integration of technology into instruction is assigned to chair the instructional technology department.

The implementation of this recommendation will provide a full-time ITRT administrator to manage the planning, staff development, and advocacy necessary to aggressively pursue the integration of technology-related tools into the instructional process. FCPS previously had an administrator who provided oversight and leadership to the division's ITRTs. The position was eliminated during a reorganization of the school division and should be reinstated. Reinstating this oversight should assist in maintaining consistent levels of service on the part of ITRTs across the division. Implementation will also allow the part-time administrative ITRT to return to a full time role as ITRT, thereby improving service time to the assigned campuses.

FISCAL IMPACT

This recommendation would increase personnel costs for FCPS. The amount of the increase would be dependent upon the level of experience as well as the relative placement of the individual in the administrative organizational chart. The range of cost (including fringe benefits) should be between \$50,000 and \$60,000. The estimated five-year cost of the recommendation is \$275,000.

RECOMMENDATION	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
Hire an ITRT Administrator	(\$55,000)	(\$55,000)	(\$55,000)	(\$55,000)	(\$55,000)

FINDING

A vacant technician position in the current technology organization chart has not been filled, thereby causing a shortage in services within the division.

Currently, the TSD has scheduled existing staff to provide services in areas previously supported by a technician who has resigned. The resulting loss of personnel time available to provide repair services has resulted in more down time and greater delays in response to technical problems across the division. Staff interviews indicated frustration among instructional staff due to the inconsistency of service and functionality. Failure to replace the vacant position may inhibit the division's progress in the integration of technology-related tools into the instructional process. The division's software applications, equipment rotation schedule, and technology-related initiatives supported by TSD are included in **Exhibit 7-6**, **Exhibit 7-7**, and **Exhibit 7-8**, respectively.

The Virginia Department of Education asserts that technology support to manage the school's information network and infrastructure is critical in achieving the integration of technology into instruction. Furthermore, it is widely recognized that consistent availability of technology related tools is critical in the integration of technology into instruction. Given the Department of Education's stated goal of the integration of technology as well as the above stated critical elements, school divisions across the Commonwealth are provided clear guidance to assure the effective support of technology related infrastructure.

Exhibit 7-6 lists the FCPS administrative and instructional software applications.

**EXHIBIT 7-6
FRANKLIN COUNTY PUBLIC SCHOOLS
ADMINISTRATIVE AND INSTRUCTIONAL SOFTWARE**

ADMINISTRATIVE SOFTWARE	INSTRUCTIONAL SOFTWARE
Benchmark	Type to Learn 3
EIMS	Type to Learn JR
SIF	Open Book
EduLog	Timeliner
WebSmart	Diorama
SOL Tracker	Accelerated Reader
X-Port	Accelerated Math
Winnebago/Spectrum	Knowledge Adventure
Easy IEP	SOL to go
Prosperity Online	Success Maker
SASlxp/Abacus	ARDT (Algebra Readiness Diagnostic Test)
VA SRC Companion	InteGrade Pro
TRA/School Funds	SRI (Scholastic Reading Inventory)
Diploma Check	Scholastic Keys
Mobile Principal	Kidspiration
AlertNow	Inspiration
Ident-A-Kid	Jump Start
Extra Fleet	E-instruction
Teachscape	ActivStudio

Source: FCPS, Technology Services Department, 2007.

Exhibit 7-7 demonstrates the FCPS computer equipment rotation schedule.

**EXHIBIT 7-7
FRANKLIN COUNTY PUBLIC SCHOOLS
COMPUTER ROTATION SCHEDULE**

SCHOOL	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
Boones Mill	X				X
Burnt Chimney	X				X
Callaway		X			
Dudley		X			
Ferrum	X				X
Glade Hill		X			
Henry				X	
Lee M. Waid			X		
Rocky Mount			X		
Snow Creek				X	
Sontag			X		
BFMS E				X	
BFMS W	X				X
Gereau	X	X	X	X	X
FCHS	X	X	X	X	X

Source: FCPS, Technology Services Department, 2007.

Exhibit 7-8 lists the initiatives which are supported by the technology department (TSD).

**EXHIBIT 7-8
FCPS INITIATIVES SUPPORTED BY TSD**

Identakid
Teachscape
Encomputing
EPals
Blogs
Share Point
Pearson Benchmark
Renaissance Place
Sound Enhancement Systems
Seed Grant – Smart Boards
Educational Technology Grant In Support of Tech Integration
EInstruction Kits
Activ Boards
Teleconferencing at H.323
Camera Security Systems

Source: FCPS, Technology Services Department, 2007.

RECOMMENDATION 7-3:

Employ a computer technician to fill the current vacancy in the hardware technician department.

Employment of a technician should serve to balance service time and down time for equipment across the division. Consistency of service time will help assure the continued utilization of technology-related equipment in the instructional process.

FISCAL IMPACT

Implementation of this recommendation has no fiscal impact since the position to be filled is currently budgeted.

7.3 Infrastructure and Web Development

The FCPS network is the key resource in providing services to all FCPS campuses, as well as to administrative and support services offices. The ability to centrally monitor and troubleshoot across the network is critical to providing the consistency of service required throughout the division. The ability to secure and maintain data in the event of a disaster is also critical to guaranteeing consistency of service.

FINDING

The technology department has recently implemented an updated network across the division.

The updated network should positively impact the level of service to the division and allow more efficient monitoring and troubleshooting across the network. TSD staff will no longer have to visit all the FCPS sites to perform these functions which should improve the efficiency of the department. The efficiencies gained in this process should allow for more effective utilization of department resources in terms of staff time saved through less travel and more time on task. An analysis of the network's current performance levels has proven to be very consistent with virtually no downtime across the division.

COMMENDATION 7-C:

The technology services department is commended for the implementation of a new generation network across FCPS.

FINDING

The division does not have an all inclusive, consistent methodology to provide for disaster recovery.

Currently, there are various procedures across the division to provide for a minimal level of data back-up. The procedures vary among campuses and applications. Consequently, in the event of extensive devastation the ability to quickly recover data across applications is non-existent. The existing procedures do not provide data security and integrity in the event of a disaster which would render key facilities uninhabitable or adversely affect the operations of any of the data systems. The existing procedures do not include provision for integral backups of data, rotation of storage media, off-site storage, and off-site restart of the data systems. Finally, the plan does not consider the limited need for business continuity, which will require the prioritization of operations to identify only those which must not be interrupted.

Mark Kelly with McKinnon Secondary College provided the following information related to the need for a Data Disaster Recover Plan (DDRP) in his 2007 IT lecture:

Exhibit 7-9 provides information from the Mark Kelly lecture.

**EXHIBIT 7-9
DISASTER RECOVERY PLAN (DDRP) INFORMATION**

A Data Disaster Recover Plan (DDRP) identifies steps to be performed in case:

- the company loses a key employee
- the company is not able to access its computer
- information on its computer or network was lost
- the office building was destroyed
- information has been corrupted

What sorts of disaster might strike your valuable data?

According to a White Paper from IBM, the leading causes of data loss are:

Hardware or System Malfunction 44%

Human Error 32%

Software Malfunction 14%

Viruses 7%

Natural Disasters 3%

And as time goes by, the dangers increase because:

- businesses are becoming more and more reliant on IT to stay in business
- paper records are often not kept - all data is stored electronically
- businesses rely on electronic communications
- IT systems are becoming increasingly complex and hard for the average person to maintain
- viruses and hacking 'exploits' are becoming more common and more destructive
- more and more employees are being given access to corporate data, increasing the chance of damage or loss
- few corporations know the true value their data until they lose it
- more and more corporations are linking their computer systems to communication systems, such as LANs, WANs and the Internet, thereby increasing the vulnerability of their data to external attack.
- the more a computer is used, the more it is relied upon. At the same time, increased use increases the likelihood of system failure.

IBM reported that, "Fifty percent of companies that lose critical business systems for 10 or more days never recover."

Public entities and corporations located in disaster prone locations across the nation have responded to their experiences and are widely implementing disaster recovery/business continuity plans. These plans, including that of the Norfolk Public Schools, address the prioritization of functions to allow effective, efficient models for the recovery of data, the perpetuation of critical business functions, and allowance for off-site operations.

RECOMMENDATION 7-4:

Develop a disaster recovery/business continuity plan which serves all applications in the division.

The plan should provide the division an integrated plan to address data recovery, off-site start-up, and limited business continuity for critical applications. Such a plan will minimize the disruption of services across the division and avoid the loss of enormous amounts of staff time in recreating files.

FISCAL IMPACT

The financial investment in the development of this plan will be related primarily to staff time. Additionally, there will be costs associated with the required storage and restart services. Business continuity services are costly but can be configured to qualify for Erate discounts. The costs are determined by the amount of data managed and cannot be determined until the specifications are developed with regard to the data to be managed. Minimal expectations for costs related to this plan would be approximately \$60,000 in the initial year for equipment and system development, followed by approximately \$10,000 annually for system maintenance and testing. The estimated five-year cost for implementation of this recommendation is \$100,000.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Implement Disaster Recovery/Business Continuity Plan	(\$60,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)

FINDING

The division print shop does not procure specialty paper and card stock items through the bid process.

Currently, the division print shop utilizes significant amounts of supplies, including paper, forms, and card stock. However, the centralized purchasing process does not include the supplies other than paper. Consequently, the division is risking the inefficient utilization of its limited resources. The division is utilizing a vendor which has not been required to provide pricing in a bidding process in approximately seventeen years and the items procured from the vendor are not sole source in nature. Therefore, the items should be subject to the bidding process.

Exhibit 7-10 provides information related to bidding and Commonwealth of Virginia Code 2.2 – 4303.

**EXHIBIT 7-10
COMMONWEALTH OF VIRGINIA CODE RELATED TO COMPETITIVE BIDDING**

[2.2-4303](#). Methods of procurement.

A. All public contracts with nongovernmental contractors for the purchase or lease of goods, or for the purchase of services, insurance, or construction, shall be awarded after competitive sealed bidding, or competitive negotiation as provided in this section, unless otherwise authorized by law.

B. Professional services shall be procured by competitive negotiation.

C. Upon a determination made in advance by the public body and set forth in writing that competitive sealed bidding is either not practicable or not fiscally advantageous to the public, goods, services, or insurance may be procured by competitive negotiation. The writing shall document the basis for this determination.

Upon a written determination made in advance by (i) the Governor or his designee in the case of a procurement by the Commonwealth or by a department, agency or institution thereof or (ii) the local governing body in the case of a procurement by a political subdivision of the Commonwealth, that competitive negotiation is either not practicable or not fiscally advantageous, insurance may be procured through a licensed agent or broker selected in the manner provided for the procurement of things other than professional services in subdivision 3 b of the definition of "competitive negotiation" in § [2.2-4301](#). The basis for this determination shall be documented in writing.

D. Construction may be procured only by competitive sealed bidding, except that competitive negotiation may be used in the following instances upon a determination made in advance by the public body and set forth in writing that competitive sealed bidding is either not practicable or not fiscally advantageous to the public, which writing shall document the basis for this determination:

1. By the Commonwealth, its departments, agencies and institutions on a fixed price design-build basis or construction management basis under § [2.2-4306](#);

2. By any (a) public body for the construction, alteration, repair, renovation or demolition of buildings when the contract is not expected to cost more than \$1 million and (b) local governing body on a fixed price design-build basis or construction management basis under § [2.2-4308](#) when the contract is not expected to cost more than \$1 million;

3. By any public body for the construction of highways and any draining, dredging, excavation, grading or similar work upon real property;

4. By any governing body of a locality with a population in excess of 100,000 that the Design-Build/Construction Management Review Board has made a one-time determination that the locality has the personnel, procedures, and expertise to enter into a contract for construction on a fixed price or not-to-exceed price design-build or construction management basis, provided that projects undertaken by the local governing body shall be exempt only from approval of the Design-Build/Construction Management Review Board and shall otherwise be in compliance with the provisions of this section, § [2.2-4308](#), and other applicable law governing design-build or construction management contracts for public bodies other than the Commonwealth. The procedures of the local governing body shall be consistent with the two-step competitive negotiation process established in § [2.2-4301](#); or

5. As otherwise provided in § [2.2-4308](#).

EXHIBIT 7-10 (Continued)
COMMONWEALTH OF VIRGINIA CODE RELATED TO COMPETITIVE BIDDING

E. Upon a determination in writing that there is only one source practicably available for that which is to be procured, a contract may be negotiated and awarded to that source without competitive sealed bidding or competitive negotiation. The writing shall document the basis for this determination. The public body shall issue a written notice stating that only one source was determined to be practicably available, and identifying that which is being procured, the contractor selected, and the date on which the contract was or will be awarded. This notice shall be posted in a designated public area or published in a newspaper of general circulation on the day the public body awards or announces its decision to award the contract, whichever occurs first. Public notice may also be published on the Department of General Services' central electronic procurement website and other appropriate websites.

F. In case of emergency, a contract may be awarded without competitive sealed bidding or competitive negotiation; however, such procurement shall be made with such competition as is practicable under the circumstances. A written determination of the basis for the emergency and for the selection of the particular contractor shall be included in the contract file. The public body shall issue a written notice stating that the contract is being awarded on an emergency basis, and identifying that which is being procured, the contractor selected, and the date on which the contract was or will be awarded. This notice shall be posted in a designated public area or published in a newspaper of general circulation on the day the public body awards or announces its decision to award the contract, whichever occurs first, or as soon thereafter as is practicable. Public notice may also be published on the Department of General Services' central electronic procurement website and other appropriate websites.

G. A public body may establish purchase procedures, if adopted in writing, not requiring competitive sealed bids or competitive negotiation for single or term contracts for goods and services other than professional services if the aggregate or the sum of all phases is not expected to exceed \$50,000; however, such small purchase procedures shall provide for competition wherever practicable. Purchases under this subsection that are expected to exceed \$30,000 shall require the written informal solicitation of a minimum of four bidders or offerors.

H. A public body may establish purchase procedures, if adopted in writing, not requiring competitive negotiation for single or term contracts for professional services if the aggregate or the sum of all phases is not expected to exceed \$30,000; however such small purchase procedures shall provide for competition wherever practicable.

I. Upon a determination made in advance by a public body and set forth in writing that the purchase of goods, products or commodities from a public auction sale is in the best interests of the public, such items may be purchased at the auction, including online public auctions. Purchase of information technology and telecommunications goods and nonprofessional services from a public auction sale shall be permitted by any authority, department, agency, or institution of the Commonwealth if approved by the Chief Information Officer of the Commonwealth. The writing shall document the basis for this determination. However, bulk purchases of commodities used in road and highway construction and maintenance, and aggregates shall not be made by online public auctions.

J. The purchase of goods or nonprofessional services, but not construction or professional services, may be made by reverse auctioning. However, bulk purchases of commodities used in road and highway construction and maintenance, and aggregates shall not be made by reverse auctioning.

(1982, c. 647, § [11-41](#); 1985, c. 164; 1986, cc. 332, 559; 1987, c. 456; 1988, cc. 40, 640; 1989, c. 296; 1991, c. 73; 1993, c. 242; 1996, cc. 827, 965, 1019; 1999, c. 178; 2000, cc. 637, 647, 664, 692; 2001, cc. 395, 844; 2003, cc. 644, 895; 2004, cc. 706, 874, 906; 2005, c. 394; 2006, cc. 464, 510.)

Source: Commonwealth of Virginia Official Web site, 2008.

Public entities across the nation have long recognized the economic efficiencies related to seeking open proposals or bids for products and services. FCPS successfully utilizes such processes in most applications across the division to leverage resources, but not in the print shop.

RECOMMENDATION 7-5:

Ensure that the print shop procures items through an appropriate bidding process.

The bidding process should provide assurance that the division aggressively manages the efficient use of resources in support of the print shop. The proper purchasing procedures should be followed annually to assure competitive pricing for the supplies utilized.

FISCAL IMPACT

The cost savings related to implementation of this recommendation can only be determined after specifications are published and bids are secured to be compared with historical data related to the costs of these goods. There is no additional staff time involved as staff time is currently used to make independent orders through the current vendor. This time could be utilized to provide information to the purchasing department.

7.4 Software and Hardware

The delivery and support of software and hardware across all levels of the FCPS division is integral to the effective and efficient processing of data and the utilization of applications. Hardware and software have effective life expectancies which must be managed to assure consistency of service. Centralized control with regard to developing specifications for the acquisition of hardware and software is essential in assuring quality of service, timely problem resolution, and appropriate replacement cycles. Ehap Sabir, Arun Gupta, and Michael Beitler have authored a book entitled "Purchase Order Management Best Practices: Process, Technology, and Change Management", 2006. Their book outlines the importance of consistent practices and centralized purchasing for technology hardware and software. Their book lists four key features which are related to purchase order management (POM):

- Provides a comprehensive framework for lowering costs, improving efficiency, and eliminating non-value activities ideal for any reader interested in learning how to optimize the POM process.
- Outlines strategies for senior managers in planning POM transformation programs, and provides middle managers the tools to effectively manage and implement best practices.
- Offers practical, proven tactics and detailed guidance into every aspect of POM process redesign: mapping existing processes, intelligently leveraging new technologies, strengthening supplier relationships, and identifying comprehensive related metrics.

- Presents innovative strategies for selecting the right replenishment program and software provider, rolling out the solution to all suppliers, providing ongoing support for the solution, and establishing a consistent process for metrics tracking.

FINDING

The division does not require the centralized development of specifications and purchase of technology equipment or software.

Currently, specifications and purchasing services are provided by the technology department but staff is not required to utilize the services. Consequently, inefficiencies in the utilization of limited division resources are experienced across the division. The effects of the practice include higher purchase costs, investment in equipment which will not meet the requirements of other applications in the division, increased costs of parts, increased costs related to staff time utilized to address unfamiliar equipment, and increased downtime due to the extra time needed for technicians to research issues and respond or call in vendors for support.

Technology departments, including the TSD of FCPS, recognize the efficiencies related to common specifications for technology related products and services. The added efficiencies related to minimizing the variety of products requiring services are found in limiting the training requirements and investment of research time for support staff, as well as limiting the investment in the inventory of repair parts.

RECOMMENDATION 7-6:

Implement procedures requiring all technology-related acquisitions to be managed by the technology department.

Centralized acquisition of technology will provide efficiency in terms of bulk pricing, standardized parts specifications, and staff time when addressing problems with hardware and software with which the technical staff is familiar.

FISCAL IMPACT

The cost savings related to implementation of this recommendation may only be determined after comparing post-implementation costs with historical data related to the costs. The data to be compared should include purchase prices related to equipment and software procured as well as time and effort on the part of TSD staff. The combined reduction of 100 hours' staff time annually committed to researching unfamiliar equipment and software combined with a 10 percent savings on approximately \$100,000 dollars in independent purchase of equipment and software should conservatively produce a total savings of approximately \$13,000 annually.


RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Implement Centralized Acquisition of Technology-Related Equipment and Software	\$13,000	\$13,000	\$13,000	\$13,000	\$13,000

7.5 Technical Support

The technical support provided the FCPS division is critical to the consistent availability of technology-related applications for daily utilization. The numbers and varieties of equipment and software in service across the division increases annually as does the number of hours spent in support. Training for technical support staff is essential to keep the staff operating effectively and efficiently and should be considered an integral part of the plan to provide technical support for all applications. The United States General Accounting Office (GAO) conducted a research study in 2003 of eleven major private companies and their technology related training needs. AT&T, Cisco, IBM, Raytheon, and six other major companies were included in the study. The findings of their study are listed in **Exhibit 7-11**.

EXHIBIT 7-11 UNITED STATES GENERAL ACCOUNTING OFFICE (GAO) INFORMATION TECHNOLOGY TRAINING PRACTICES OF LEADING PRIVATE-SECTOR COMPANIES

Appendix I
Information Technology Training



GAO
Accountability - Integrity - Reliability

Background

- Training is a vital part of the human capital equation. An organization's approaches to human capital development and training should be aligned to support its mission, vision, goals and objectives, and strategies.
- According to a study by the National Association of Public Administration,² there is a lack of investment in continuous learning within the federal government. The study further stated that this lack of investment is especially problematic in the dynamic and rapidly changing world of IT.
- As companies are forced to develop and implement effective IT training programs with fewer resources, they are exploring innovative approaches to training using both existing and emerging practices.
- The following practices, grouped into management processes, may help federal agencies improve their IT training programs.


² National Academy of Public Administration, *The Transforming Power of Information Technology* (August 2001).

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Page 12
GAO-03-390 Information Technology Training

**EXHIBIT 7-11 (Continued)
 UNITED STATES GENERAL ACCOUNTING OFFICE (GAO)
 INFORMATION TECHNOLOGY TRAINING PRACTICES OF
 LEADING PRIVATE-SECTOR COMPANIES**

Appendix I
 Information Technology Training

	<h2>Private-Sector Practices</h2>
Align IT training with business goals	<ul style="list-style-type: none"> Enlist executive-level champions (sponsorship) to ensure that training strategies are incorporated into corporate decisionmaking and aligned with business goals Involve critical stakeholders, such as top management, business unit managers, subject matter experts, human capital staff, and end users, in planning IT training Address future skill needs and new technologies as part of the planning process
Identify and assess IT training needs	<ul style="list-style-type: none"> Identify and document competencies/skills required for each job description Maintain a current inventory of skills Address overall career development issues as well as skill-specific training issues Perform a gap analysis to determine where training is needed Use self-directed tools, such as individual development plans, to give employees responsibility in assessing their development needs Use a single portal to give staff and managers access to training and career development information
Allocate IT training resources	<ul style="list-style-type: none"> Ensure that an investment process is in place to select and manage training projects Consider the benefits and costs associated with various training design and delivery methods—e.g., Internet-based as opposed to classroom training Identify people who have high potential and provide them specialized training opportunities Ensure that resources are allocated for management training—e.g., leadership and project management
Design and deliver IT training	<ul style="list-style-type: none"> Provide IT trainees with the flexibility to choose among different IT training delivery methods Ensure that on-the-job training is planned and monitored as part of the training process Consider combining different teaching methods (for example, Web-based and instructor-led) within the same course Provide just-in-time training Consider outsourcing training solutions—e.g., university partnerships and external IT training and content providers Build courses using reusable components
Evaluate/demonstrate the value of IT training	<ul style="list-style-type: none"> Collect information on how job performance is affected by training Validate IT content learning by testing and certification of specific skills—e.g., Java or C++ Assess evaluation results in terms of business impact
	10

Source: GAO Private Sector Practices.

FINDING

There is no time planned within the work calendar to allow training for technicians with regard to new systems, networks, etc.

Currently, the support staff must seek out training on their own time in areas they choose to pursue. The technology department does provide training resources on CD, but these too must be accessed outside the work day. Consequently, the technicians devote considerable time to research and trial and error responses to new equipment for which they have received little or no training.

The value of training for technology support staff is widely recognized among technology departments as well as the International Society of Technology in Education (ISTE). The ISTE Technology Support Index delineates scalable increases in efficiency related to increased levels of training for technology support staff. Training is commonly targeted to the specific needs of the department and matched to the appropriate technician. The resulting efficiency lies in the elimination of training in low priority areas as well as the implementation of a cross training process. Targeted cross training eliminates duplicate training costs.

RECOMMENDATION 7-7:

Provide the time for technicians to pursue appropriate training during the work day.

The implementation of this recommendation will allow the TSD to control the schedule and the type of training each employee receives. Implementation will deliver efficiencies in staff time by assuring that technicians' training is appropriately balanced to address software and hardware throughout the division. Implementation will also assure a high quality of service, reduce down time, and help reduce frustration among instructional staff.

FISCAL IMPACT

The implementation of this recommendation will have a fiscal impact in terms of time and effort and can only be determined after developing an analysis of the amount of training appropriate to allow existing staff to appropriately support FCPS equipment and software. Potentially, the amount of training required could lead TSD to add a support position in order to maintain a quality level of service. A schedule allowing 10 hours' training annually for technical support staff would require a commitment by the department of approximately 100 hours at \$20 per hour, or \$2,000 annually. The five-year estimated cost for this recommendation is \$10,000.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Implement Training Schedule	(\$2,000)	(\$2000)	(\$2,000)	(\$2,000)	(\$2,000)

8.0 FOOD SERVICES

8.0 FOOD SERVICES

This chapter presents the findings, commendations and recommendations regarding operations of food services for the Franklin County Public Schools (FCPS).

- 8.1 Organization and Staffing
- 8.2 Policies and Procedures
- 8.3 Qualifying Students for Free and Reduced Price Meals
- 8.4 Student Participation
- 8.5 Nutrition and Nutrition Education Programs
- 8.6 Purchasing, Warehousing, and Contracting

CHAPTER SUMMARY

The food services department for FCPS offers breakfast and lunch to over 7,400 students and approximately 600 adults in 15 schools with a total of 16 cafeterias. All 15 of the schools have a kitchen, and prepare their meals on site. Each high school and middle school has two cafeterias and kitchens.

The school division participates in the National School Lunch Program (NSLP) and the School Breakfast Program (SBP). These programs are regulated by the United States Department of Agriculture (USDA). As a participant in the NSLP and the SBP, the school division receives federal and state reimbursement income for free, reduced, and paid breakfast and lunch meals served. In addition to federal meal reimbursement income, the school division also receives USDA food commodities. Purchased food and supplies from local vendors are shipped directly to each school kitchen.

The review team has determined that the school division needs to focus on several areas in the operation of the food services program. For example, wellness policies and procedures, food and kitchen inventories, good nutrition training, and cost controls need to be addressed by the division. The following commendation and recommendations are based on this premise.

The following area merits commendation:

- FCPS food services department has an attractive and informative Web site.

The following key recommendations are included in this chapter:

- Revise the FCPS organizational structure and chart so that the director of food services reports to the director of business and finance.
- Reduce food cost to best practices levels of 36 percent of total revenue.
- Reduce labor costs to best practices levels of 40 percent of total revenue.

- Assist students' families to complete information for the USDA free meals program.
- Improve service at the Franklin County High School cafeterias by replacing the four snack serving lines with two hot meal serving lines.
- Hire a part-time dietitian.
- Contact area school divisions to organize for cooperative purchasing of food and supplies.

MGT surveyed staff on food services operations. The responses given by central office administrators, principals, assistant principals, and teachers are presented in **Exhibit 8-1**.

**EXHIBIT 8-1
SURVEY RESPONSES BY
CENTRAL OFFICE ADMINISTRATORS,
PRINCIPALS, ASSISTANT PRINCIPALS, AND TEACHERS**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATORS	PRINCIPALS/ ASSISTANT PRINCIPALS	TEACHERS
The food services department provides nutritious and appealing meals & snacks	53/16	33/42	40/41
The food services department encourages student participation through customer satisfaction survey	16/11	8/42	12/36
Cafeteria staff are helpful and friendly	89/0	88/8	87/6
Cafeteria facilities are clean and neat	100/0	96/0	91/3
Parents/guardian are informed about menus	79/0	92/0	88/2

Source: FCPS responses to MGT survey, 2007.

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

These survey results suggest that the food services operation is doing well in areas related to staff friendliness, facilities and keeping parents/guardians informed; however, these results also indicate that more work is needed in providing nutritious and appealing meals along with encouraging student participation.

8.1 Organization and Staffing

Organization and staffing of food services operations is essential to the effectiveness of the program. Employees need to thoroughly understand the organization structure.

Clear and concise policies and procedures must be available to all of the staff. Appropriate training of employees will ensure that policies and procedures are followed.

This will make certain that students receive nutritious meals in the most cost-efficient manner.

FINDING

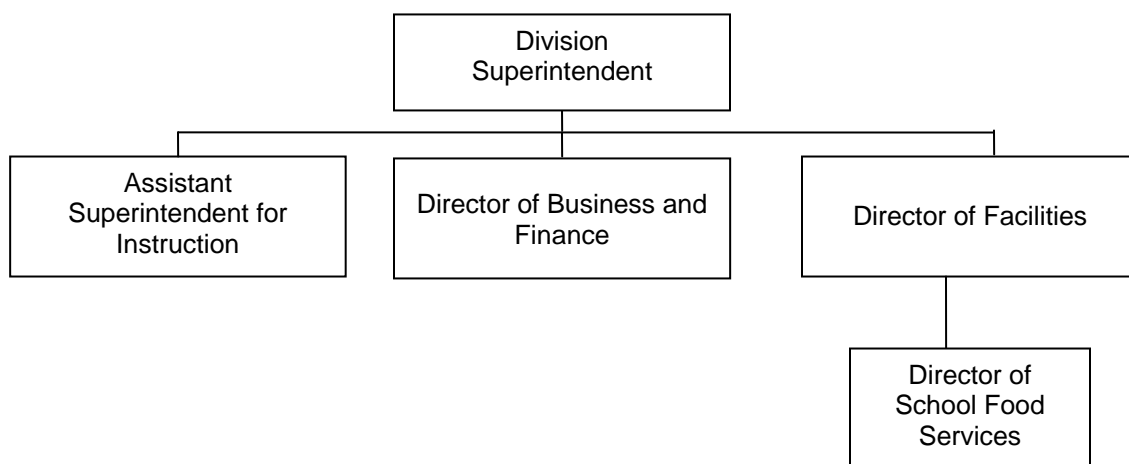
There is some confusion as to who the director of food services reports. The 2007-08 FCPS organization chart **Exhibit 8-2** shows the director of food services reporting to the director of facilities. The director of food services stated that this is incorrect.

The FCPS food services organizational chart indicates that the food services director reports to the assistant superintendent as shown in **Exhibit 8-3**. However, this position has changed to the assistant superintendent for instruction according to the FCPS organizational chart, **Exhibit 8-2**.

After interviewing the food services director and the director of business and finance, it was determined that the food services director gets advice and approval from the director of business and finance on budget preparation, purchasing, payroll, and other financial matters.

For any organization to operate in an efficient manner there needs to be an organizational structure that is practical and understandable. If this is not the case, confusion and misunderstandings can occur by the administrators and other employees. Furthermore, the food services director must know who evaluates the position.

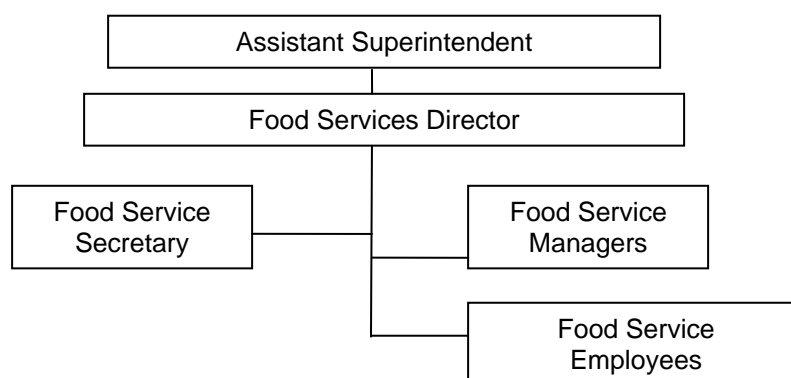
**EXHIBIT 8-2
FRANKLIN COUNTY PUBLIC SCHOOLS
*ORGANIZATION CHART
2007-08**



Source: FCPS, Food Services Department, 2007.

* FCPS 2007-08 Organization chart has been modified to show only positions involved in this finding

**EXHIBIT 8-3
FRANKLIN COUNTY SCHOOL FOOD SERVICES
ORGANIZATIONAL CHART**



Source: FCPS, Food Services Department, 2007.

RECOMMENDATION 8-1:

Revise the FCPS organizational chart so that the director of food services reports to the director of business and finance.

The food services director should report to the business and finance administrator because the food services program is considered more of a business enterprise. Both departments are already working together in many aspects of the operation such as budget, payroll and purchasing.

FISCAL IMPACT

Since the director of business and finance is already working with the director of food service, there should not be more than an hour a month needed by the director of business and finance for this organizational change.

FINDING

The food services department has a written mission statement and goal. The food services program’s mission statement and goal are as follows:

MISSION:

Every Franklin County student will have the opportunity to make educated healthy choices that will enhance their academic and physical performance and promote lifelong health.

GOAL:

The school nutrition program’s goals are to ensure the nutritional and financial integrity, accountability of all schools and to enhance the education of all students.

Annual in-service training for all employees is held to increase their knowledge and improve job skills. Monthly meetings are held for managers that includes some training. An annual summer workshop is also held for managers. An employee information handout is given to every employee once a year. This information includes the mission statement, goals of the school nutrition program, hours of work, ethics, schools closing codes, delayed opening procedures and work hours, food service staff members job descriptions, employee performance policy, training and advancements inservice, monthly meeting schedule for managers, and the food service salary schedule. However, this handout is very limited as to the information that should be included and assembled in a handbook and procedures manual. A well-developed procedures manual will provide food services managers and workers with detailed information on all aspects of the food services operation.

The manual needs to be comprehensive and organized in a way to facilitate easy reference when questions about operational procedures arise. **Exhibit 8-4** provides an illustration of the manual contents typical of most procedures manuals in school division food services departments.

**EXHIBIT 8-4
SAMPLE TABLE OF CONTENTS FOR
FOOD SERVICES PROCEDURES MANUAL**

Section 1: Introduction
Section 2: Regulations and Policies
Section 3: Organizational charts
Section 4: Menu Training
Section 5: Safety / Sanitation
Section 6: Kitchen Operations
Section 7: Purchasing / Ordering
Section 8: Nutrition Education
Section 9: Promotions / Marketing
Section 10: Training
Section 11: Calendars
Section 12: Forms

Source: Pinellas County Public Schools, Food Services Department (Florida), 2006.

It is important that managers and workers especially understand certain regulations and procedures in order to avoid personnel conflicts. Some examples of these regulations and procedures are as follows:

- The cafeteria managers' daily responsibilities that cannot be assigned and those that may be assigned. For example, completing a daily payroll sheet may not be assigned, but checking refrigeration equipment and posting the temperatures may be assigned.
- Preparing employee personal meals in the kitchen.
- Removing food from the premises by employees.

- Detailed guidelines for food services employees and other school employees that may be eligible for a free meal.
- All school board policies relating to the food services program.

The food services manual needs to be thoroughly reviewed with all cafeteria managers and these managers need to have an opportunity to ask questions. Once the review is completed, all cafeteria managers would sign their name that they reviewed the manual and received a copy.

Additionally, the manual needs to be available in each cafeteria for food services staff.

RECOMMENDATION 8-2:

Develop a comprehensive policy and procedures manual for the food services staff.

The development of a manual should eliminate confusion regarding cafeteria operations and insure that all employees are fully aware of all regulations and procedures.

FISCAL IMPACT

This recommendation will require 80 hours to prepare the manual by the food services director and staff along with 12 hours to review it with the managers.

FINDING

The FCPS local wellness policy does not include “nutrition guidelines selected by the local educational agency for all foods available on each school campus under the local educational agency during the school day with the objectives of promoting student health and reducing childhood obesity” as stated in Section 204 of Public Law 108-265, June 30, 2004.

Additionally, FCPS has no procedures to accompany the wellness policy in order to monitor and evaluate its implementation. These procedures will explain the guidelines that will be initiated by FCPS to carry out the wellness policy.

An example of nutrition guidelines and procedures for a la carte and all vending machines implemented by the Newport News Public Schools follows in **Exhibit 8-5**.

The standard would be to establish a comprehensive wellness policy with clear and concise procedures according to the child nutrition and Women, Infants, and Children, (WIC) reauthorization act of 2004 section 204 local wellness policy.

**EXHIBIT 8-5
STUDENT AND STAFF WELLNESS
A LA CARTE AND ALL VENDING MACHINES**

Beverages

- ◆ Will exclude items that qualify as a meal component under the guidelines of the National School Breakfast and Lunch Program
- ◆ Will only include 100% fruit juice, water, flavored zero calorie water, low-fat white and flavored milk (skim and 1%)
- ◆ All beverages will not exceed 16 oz. in size except water

Snacks

- ◆ Will be less than 35% calories from fat
- ◆ Will be less than 10% saturated fat
- ◆ Will contain no trans fat
- ◆ Will be no more than 35% total weight from sugar
- ◆ Will be 300 calories or less per item

Source: Newport News Public Schools Student and Staff Wellness Procedure; Nutrition Guidelines for all Food available on Campus.

RECOMMENDATION 8-3:

Revise the FCPS wellness policy to include all five of the minimum standards as given in Section 204 of Public Law 108-265, June 30, 2004 and develop procedures to monitor and evaluate its implementation. See Exhibit 8-6.

Having a local wellness policy and procedures, will promote and protect health, well being and the ability to work and learn by supporting proper nutrition.

**EXHIBIT 8-6
LOCAL WELLNESS POLICY
SECTION 204 OF PUBLIC LAW 108-265, JUNE 30, 2004**

GENERAL – Not later than the first day of the school year beginning after June 30, 2006, each local education agency participating in a program authorized by the Richard B. Russell National School Act (42U.S.C.1751 et seq.) or the Child Nutrition Act of 1966 (42U.S.C.1771 et seq.) shall establish a local school wellness policy for schools under the local educational agency that, at a minimum-----

- 1) Includes goals for nutrition education, physical activity and other school-based activities that are designed to promote student wellness in a manner that the local educational agency determines is appropriate;
- 2) Includes nutrition guidelines selected by the local educational agency for all foods available on each school campus under the local educational agency during the school day with the objectives of promoting student health and reducing childhood obesity;
- 3) Provides an assurance that guidelines for reimbursable school meals shall not be less restrictive than regulations and guidance issued by the Secretary of Agriculture pursuant to subsections (a) and (b) of section 10 of the Child Nutrition Act (42U.S.C.1779) and section 9(f)(1) and 17(a) of the Richard B. Russell National School Lunch Act (42U.S.C.1758)(f)(1), 1766(a)0. as those regulations and guidance apply to schools;

EXHIBIT 8-6 (Continued)
LOCAL WELLNESS POLICY
SECTION 204 OF PUBLIC LAW 108-265, JUNE 30, 2004

- 4) Establishes a plan for measuring implementation of the local wellness policy, including designation of 1 or more persons within the local educational agency or at each school, as appropriate, charged with the operational responsibility for ensuring that the school meets the local wellness policy; and
- 5) Involves parents, students and representatives of the school food authority, the school board, school administrators, and the public in the development of the schools wellness policy.

Source: United States Department of Agriculture, Child Nutrition and WIC Reauthorization Act of 2004.

FISCAL IMPACT

It will take 30 labor hours to implement this recommendation. Meetings will need to be held with staff members from health and physical education, as well as food service.

Once the sale of non-nutritional snacks is removed, the division should see an increase in students who purchase meals, which would allow for an increase in revenue.

FINDING

The FCPS food services program does not have an effective means of training prospective managers or managers.

At the present time, existing cafeteria managers train employees in their kitchen when they think they may have qualities to become a manager. This method could overlook potential managers.

The manager trains the employee with (the) standard policies and procedures. There is no prepared training course outlined. This method of training is not reliable.

The School Nutrition Association *Keys to Excellence in School Food and Nutrition Programs* include best practices in the human resources area that could be used to prepare a course outline that covers important policies, procedures and methods to insure that prospective managers are qualified to implement the goals of the school food and nutrition program.

Staff could apply to take this training by filling out an application and meeting certain minimum requirements. Applicants should understand that their selection or successful completion of their training is neither an offer nor guarantee of employment or promotion. **Exhibit 8-7** is an example of a course outline for training prospective managers used by the Newport News Public Schools.

**EXHIBIT 8-7
MANAGEMENT SEMINAR
COURSE OUTLINE**

- I. Introduction to Child Nutrition Services
 - A. Introduction
 - B. National School Lunch And Breakfast
 - C. Newport News Public Schools Child Nutrition Services
 - D. Child Nutrition Service Handbook
 - II. USDA Commodity and Purchased Foods
 - A. Warehouse Tour
 - B. Temperature Charts
 - C. HACCP
 - D. Food Inventory
 - III. Planning Menus and Food Offerings
 - A. Factors to be Considered in Planning Meals
 - B. Special Needs of Children
 - C. Nutrition and Federal Regulations
 - D. Menu Planning and Food Ordering
 - IV. Managing Production and Service
 - A. Preparation
 - B. Food Buying Guide
 - C. Production Records
 - D. Presentation and Services
 - V. Accountability
 - A. Meals Counting Requirements
 - B. Preparing Forms
 - C. Monthly Reports
 - VI. Managing Human Resources
 - A. Staffing of Schools
 - B. Orientation and Training
 - C. Performance Appraisal
 - D. Effective Supervision
 - E. Disciplinary Action
 - VII. Review
 - VIII. Final Problem
- Need for participants to bring:**
Child Nutrition Services Handbook
Food Buying Guide
HACCP Book
Paper/Pencils
Calculator

Source: Newport News Public Schools Management Seminar Course Outline, 2007.

RECOMMENDATION 8-4:

Establish a training program for prospective managers.

This training will allow the division to promote from within as well as find qualified individuals from outside of the school division.

FISCAL IMPACT

The training program can be organized by the director of food services. The outline provided in **Exhibit 8-7** might be helpful and would save some time. Planning should not take more than 10 hours. The program can be taught in 16 hours.

FINDING

The FCPS food services program does not have training to prepare potential substitute workers. In many cases new substitute workers are sent to the schools without any training and it is up to the manager to train them. This procedure might be acceptable in last minute situations but it should not be the standard.

Food services employees without a minimum amount of training in the kitchen are a danger to themselves, their fellow workers, and possibly to the students that they serve.

When applicants apply for a substitute position they should be given to a minimum of three hours of training.

Training is especially appropriate in August when there are a larger number of applicants interested in becoming a food services employee.

Training a substitute before they are assigned to a school lets the manager know that the substitute has had training in certain policies and procedures for food services workers.

Workshops need to be held on an ongoing basis. **Exhibit 8-8** is an outline of a training workshop for substitute workers.

**EXHIBIT 8-8
SUBSTITUTE WORKERS TRAINING COURSE
2007-08 SCHOOL YEAR**

• Health Cards	(Approval from Virginia Department of Health to do this) Film and Power Point
• HACCP Program	Discussion - Tie into health department and what district is doing
• Working Safe Programs	Working Safe Accident Prevention in Child Nutrition 1999 Breakfast Lunch Training Video and Discussion National Food Service Management Institute The University of Mississippi
• Substitute Employee Training	Tie into working safe – Mangers sign as employee has been trained on equipment
• Bloodborne Pathogens	Film and Discussion
• Job Descriptions	Read and sign job descriptions Give out 2 copies 1 to sign and turn in one for them to keep for reference
• Uniform Policy	Discuss dress code and personnel hygiene
• Attendance Policy	Discussion on calling in and absentees
• Payroll Date	Handout with cut off dates and payroll dates
• TB Assessment	Handout with dates for assessments

Source: Newport News Public Schools Substitute Workers Training Course.

RECOMMENDATION 8-5:

Establish a training workshop for prospective substitute workers.

Some training is imperative before an employee begins to work in a FCPS kitchen environment. A training workshop for prospective substitute workers will give them the minimum knowledge that they need to be a successful food services employee.

FISCAL IMPACT

An outline for training should be prepared by the director of food services. Input from two or three managers would be helpful in completing the outline and six hours should be sufficient to complete this task.

The substitute workshop could be conducted by the director of food services or an outstanding manager. If a manager conducts the workshop, they should be paid their hourly rate.

Training is important because one mistake in safety standards or sanitation could be costly to FCPS.

8.2 Policies and Procedures

Food services policies and procedures are essential because they provide important information to drive internal operations. The absence of formal policies and procedures creates the potential for misinterpretations and omissions within the food services department.

FINDING

FCPS food services program does not have a kitchen equipment inventory. Equipment in the kitchen is not tagged and there is no listing that gives a description, location, date of purchase, manufacturer, and cost of acquisition, estimated life of the asset and maintenance information.

Lack of an up-to-date equipment inventory makes it difficult to plan and budget for new equipment purchases. Tracking the location of the equipment as well as preventing equipment from being stolen can also be a problem without an inventory.

The food services director should create an equipment inventory system. Each piece of equipment should be tagged and given an inventory number to become part of the inventory system. Inventory information would be helpful in budget planning for new equipment purchases.

The United States Department of Agriculture (USDA) has a document called Project Planning. This document provides a program profile tool designed to ensure that equipment purchasing decisions are in the best interest of the food services program in the school division.

RECOMMENDATION 8-6:

Prepare and maintain a kitchen equipment inventory.

Kitchen equipment is an asset to the FCPS food services program and it should be properly accounted for by keeping an accurate inventory.

An equipment inventory will enable FCPS to keep track of aging equipment and repairs so that equipment can be replaced in a timely manner. If this is not done, the food services program could incur additional cost because it may be necessary to replace some equipment immediately, which may reduce time to conduct a bid process for the best possible price.

FISCAL IMPACT

The initial implementation of an inventory should take about 40 hours and then about two hours a month to maintain. This work could be done by the director of food services or a designated staff member.

FINDING

FCPS has not been maintaining its food cost to the standard of 36 percent of revenue.

The food services program spent 39 percent of revenues for food in 2006-07.

The percentage of revenues for food has exceeded the best practices percentage for the past three years as shown in **Exhibit 8-9**.

The higher percentage cost for food will gradually reduce the fund balance if this is not corrected. Reasons for the high food cost could be attributed to the program not belonging to an area co-op to purchase food, not using more USDA commodities, and over ordering dated/perishable food items.

Lack of portion control could also be a factor in high food cost. At the FCHS Ramsey Cafeteria, the review team observed that French fries were being served at approximately three times the proper portions.

**EXHIBIT 8-9
FRANKLIN COUNTY PUBLIC SCHOOLS
FOOD COST ANALYSIS
2004-05 THROUGH 2006-07 SCHOOL YEARS**

SCHOOL YEAR	TOTAL FOOD COST	TOTAL REVENUE	% OF FOOD COST TO REVENUE
2004-05	\$1,154,463	\$2,983,160	38.7%
2005-06	\$1,303,386	\$3,390,646	38.5%
2006-07	\$1,368,326	\$3,507,688	39.0%

Source: Franklin County Public Schools department of food services, 2007.

RECOMMENDATION 8-7:

Reduce food cost to best practices levels to 36 percent of total revenue.

Keeping budgeted food cost to 36 percent of revenue will help the division to control future total expenditures and prevent a reduction in the fund balance.

The best practice as defined both by *Controlling Cost for School Food Services, Third Edition, 2000* and indicated in *School Business Insider*, is to limit the cost of food to 36 percent of total revenue.

FISCAL IMPACT

The implementation of this recommendation would result in a savings of \$93,326 for one year and \$466,630 over five years. This annual figure is based on a reduction in 2006-07 food cost to 36.4 percent of revenue.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Reduce Food Cost to Best Practices Levels	\$93,326	\$93,326	\$93,326	\$93,326	\$93,326

FINDING

Food services labor costs in FCPS are higher than the best practice level of 40 percent of revenue.

Exhibit 8-10 shows the actual costs for the three most recent school years. Total labor costs to total revenue ranged from 43.4 to 47.3 percent. If labor costs are not controlled the fund balance will be reduced significantly.

**EXHIBIT 8-10
LABOR COST ANALYSIS
FRANKLIN COUNTY PUBLIC SCHOOLS
2005-07 SCHOOL YEARS**

SCHOOL YEAR	TOTAL LABOR COST	TOTAL REVENUE	% OF LABOR COST TO REVENUE
2004-05	\$1,403,318	\$2,983,160	47.0%
2005-06	\$1,470,407	\$3,390,646	43.4%
2006-07	\$1,656,487	\$3,507,688	47.3%

Source: Franklin County Public Schools, department of food service, 2007.

By keeping labor costs below 40 percent of total revenue the division would be in line with labor cost best practice. Therefore, labor costs need to be reduced in FCPS.

RECOMMENDATION 8-8:

Reduce labor costs to best practice levels to 40 percent of total revenue.

When labor costs are reduced FCPS should be able to maintain a sound fund balance. Some labor reduction could be avoided if meal counts increase.

Labor cost could be reduced by utilizing more part time help. Attrition and transferring of employees could help to make changes in the labor hours. Additional labor hours can be justified with increased meal participation. The following labor hour changes in each school should bring the MPLH within the guidelines.

Boones Mill Elementary School

Reduce the 5.5 hour position to 4 hours
Reduce one 6 hour position to 4 hours

Burnt Chimney Elementary School

Reduce the 5.5 hour position to 4 hours
Reduce one 6 hour position to 4.5 hours

Callaway Elementary School

Reduce one 6 hour position to 4 hours

Dudley Elementary School

Reduce 5 hour position to 4 hours

Ferrum Elementary School

Reduce 5 hour position to 4 hours
Reduce 6 hour position to 5 hours

Henry Elementary School

Reduce 7 hour position to 6 hours

Rocky Mount Elementary School

Reduce 4.5 hour position to 4 hours
Reduce 7 hour position to 6 hours

Sontag Elementary School

Reduce one 6 hour position to 4 hours

FCHS Law Cafeteria

Reduce two 6 hour positions to 4 hours

Benjamin Franklin Middle School

West Cafeteria

Reduce three 6 hour positions to 4 hours

Glade Hill Elementary School

Reduce 5.5 hour position to 4 hours
Reduce 6 hour position to 5 hours

Lee M. Waid Elementary School

Reduce 5 hour position to 4 hours

Snow Creek Elementary School

Reduce 5.5 hour position to 5 hours

FCHS

Ramsey Cafeteria

Reduce one 6 hour position to 4 hours

Benjamin Franklin Middle School

East Cafeteria

Reduce one 6 hour position to 4 hours

Gereau Center

Reduce one 5 hour position to 4 hours

FISCAL IMPACT

By reducing labor costs to 40 percent of revenue, FCPS will realize a cost savings of \$253,412 per year.

This estimate was derived as follows: actual labor in 2006-07 was \$1,656,487; 40 percent of total revenue is \$1,403,075. The difference is \$253,412 a year minus \$63,236 a year, from **Recommendation 8-9** to reduce staff time by at least 43 hours = \$190,176 a year.

The estimated five year labor cost savings is estimated to be \$950,880.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Reduced Labor Cost to 40% of Total Revenue	\$190,176	\$190,176	\$190,176	\$190,176	\$190,176

FINDING

The school division calculates meals per labor hour (MPLH) once a month. Yet all schools are below best practice levels.

Exhibit 8-11 presents MPLH data provided by the school division for the month of March 2007. The exhibit shows the number of breakfast and lunch meal equivalents according to USDA requirements. Two breakfasts are equivalent to one meal.

The average number of meals served also includes a la carte sales according to the cost guidelines. Also presented are the actual staffing hours, calculated MPLH, along with the comparison of actual staffing hours to the industry benchmark.

As shown in the **Exhibit 8-10**, all schools are below benchmark levels at a rate of 43 hours a day.

**EXHIBIT 8-11
FRANKLIN COUNTY PUBLIC SCHOOLS
MEALS PER LABOR HOUR (MPLH) ANALYSIS**

SCHOOL	ADP BREAKFAST SERVED 2 BRKF=1MEAL	ADP LUNCH SERVED INCL.ADLTS	AVG. # OF MEALS SVD INCLUDES ALACARTE \$2.54/MEAL	ACTUAL STAFFING HOURS	MEALS PER LABOR HOUR	INDUSTRY BENCHMARK ON STAFF HOURS	STAFF HOURS BENCHMARK OVER/UNDER
BOONE MILL E.	60	354	420	30.5	14	18	(4)
BURNT CHIMNEY E.	63	353	358	30.5	14	17	(3)
CALLAWAY E.	60	211	276	23.0	12	15	(3)
DUDLEY	76	284	363	24.0	15	16	(1)
FERRUM	52	213	272	27.0	10	15	(5)
GLADE HILL	61	238	302	24.5	12	15	(3)
HENRY	45	199	248	21.0	12	14	(2)
LEE WAID	98	329	435	28.0	16	17	(1)
ROCKY MOUNT	87	292	386	28.5	14	16	(2)
SNOW CREEK	72	187	261	18.5	14	15	(1)
SONTAG	128	334	467	31.5	15	17	(2)
FRANKLIN CTY.HS	206	989	1603	105.5	15	21	(6)
B. FRANKLIN MS	244	1089	1395	109.0	13	21	(8)
GEREAU CENTER	54	228	300	24.0	13	15	(2)
TOTAL							

Source: Franklin County Public Schools, department of food service, 2007.

If FCPS continues to have schools above the benchmarks for MPLH, the division will be spending more funds on staff than necessary. A best practice according to *Controlling Cost for Food Services, Third Edition, 2000*, is for the district to have staff hours at benchmark levels

RECOMMENDATION 8-9:

Reduce staff time by at least 43 hours per day for all schools to meet MPLH best practice levels.

The reduction in staff time should ensure that there is enough staff available to serve the students. Cost savings should be realized in all of the schools. The savings gained will make funds available for equipment and other important projects.

FISCAL IMPACT

The cost savings realized from implementing this recommendation would be \$63,236 for 2008-09 or \$316,180 over a 5-year period.

The annual figure is based on the school division's average hourly rate of \$8.17 per food services part-time worker ($\$8.17 \times 43 = \$351.31 \times 180 = \$63,236$). Benefits are not given to part-time workers.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Reduce Daily Labor Cost to Meet MPLH Benchmark	\$63,236	\$63,236	\$63,236	\$63,236	\$63,236

8.3 Qualifying Students for Free and Reduced Price Meals

Identifying those students who are eligible for free and reduced-price lunches and breakfast through the National School Lunch and Breakfast Program is an important part of a financially successful program.

FINDING

Some students are charging meals and their parents are not paying the cafeteria for the charge. In some cases a family owes as much as \$70.00. This practice is creating an accounts receivable balance that may ultimately result in a loss to the food services program.

The team interviewed staff and found that some of these children would qualify for free meals, however some parents for unknown reasons, have chosen not to complete a meal application.

The eligibility guidance for school meals manual provided by the United States Department of Agriculture has an option available to local officials for households that fail to apply as shown in **Exhibit 8-12**.

**EXHIBIT 8-12
ELIGIBILITY GUIDANCE FOR SCHOOL MEALS MANUAL
HOUSEHOLDS THAT FAIL TO APPLY**

Local officials may complete an application for a student **known to be eligible** if the household fails to apply.

When exercising this option, the school official **must** complete an application on behalf of the student based on the best household size and income information available and make an eligibility determination. **The source of the information must be noted on the application.** Names of household members, social security number, and signature of an adult household member need not be secured. These applications should be excluded from verification. However, the household must be notified that the student has been certified and is receiving free or reduced price benefits.

This option is intended for limited use in individual situations and must not be used to make eligibility determinations for categories or groups of students.

Source: The United States Department of Agriculture, Food and Nutrition Service, FNS-274, page 20.

RECOMMENDATION 8-10:

Assist students' families to complete information for the USDA free meals program.

Inform principals of eligibility guidance for completing meal applications for students known to be eligible but where households failed to apply. Implementation of this recommendation should reduce accounts receivable and provide cost savings to food services. It will also ensure that these students will receive meals.

FISCAL IMPACT

The cost savings realized from implementing this recommendation would be \$21,420 for 2008-2009 or \$107,100 over a 5 year period.

The annual figure is based on an average of 2 students per school being added to the free meal program. (30 students a day x breakfast and lunch federal reimbursement \$4.08 = \$122.40 per day x 175 serving days = \$ 21,420 a year in additional revenue).

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Increase Free Meal Program	\$21,420	\$21,420	\$21,420	\$21,420	\$21,420

8.4 Student Participation

Maximizing student meal participation has two important benefits to school divisions:

- Students who eat nutritious meals each day can learn more effectively.

- Food sales and federal reimbursement for meals served are two significant sources of revenue for school food services.

FINDING

Franklin County High School students have to wait in long lines to get a hot meal. Their only alternative are two snack lines that serve mostly snacks high in sugar, saturated fats, fat, and sodium. These items do not meet the American dietary guidelines. There is only a slight wait for students in the two snack lines; however, the hot food lines are backed up with a considerable number of students.

The problem can be solved in each cafeteria by replacing the two snack lines with one hot serving line.

This improvement would provide three full service lines in each cafeteria and move students through the lines quicker and provide them with meals that meet nutrition standards. In addition to hot meals all lines should have available nutritious snacks, bag lunches, and salads.

RECOMMENDATION 8-11:

Improve service at the Franklin County High School cafeterias by replacing the four snack serving lines with two hot meal serving lines.

Students need to move through the serving line as quickly as possible so that they have time to eat their lunch. They should not have to settle for a snack because they do not want to wait in a long line.

FISCAL IMPACT

The cost of two portable serving lines would be \$20,000 each, for a total of \$40,000. Existing refrigeration equipment should be used on the new lines.

Two workers are already working in the snack area so no additional labor would be needed. There could be a 25 percent drop in a la carte sales per day of \$259 based on March 2007 daily a la carte sales or \$45,325 a year.

Lunch participation should increase by 20 percent for an average of 186 meals a day. Daily revenue is calculated as follows:

TYPE OF MEAL	NUMBER OF MEALS PER DAY	MEAL PRICE AND/OR REIMBURSEMENT	TOTAL REVENUE
Fullpaid	95	1.98	\$188.10
Reduced	20	2.47	\$49.40
Paid	71	2.47	\$175.37
TOTAL MEALS PER DAY			\$412.87

A yearly increase figured at $\$412.87 \times 175 \text{ days} = \$72,252$ minus the a la carte sales reduction of $\$45,325$ equals a net increase of $\$26,927$ a year or $\$134,635$ for five years, less the $\$40,000$ purchase of the two portable serving lines.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Two Portable Serving Lines	(\$40,000)	\$0	\$0	\$0	\$0
Increased Revenue	\$26,927	\$26,927	\$26,927	\$26,927	\$26,927
TOTAL	(\$13,073)	\$26,927	\$26,927	\$26,927	\$26,927

8.5 Nutrition and Nutrition Education Programs

It is important that the school division's food services program serve nutritious food, perform nutritional analysis to ensure the nutritional content, and educate students and staff to the importance of good nutrition in their lives.

FINDING

The FCPS food services program does not have a dietitian on staff. Menus are completed by a menu committee made up of the director of food services and food services managers.

Survey results and review team observation revealed that the FCPS food services program needs to provide more nutritious meals and snacks.

The food services director needs assistance in preparing nutritious menus; completing nutritional analysis; writing food specifications for bids; providing in-service for school food services personnel and encouraging student participation through customer satisfaction surveys. A dietitian could also carry out the procedures needed to fully implement a comprehensive wellness policy.

If a dietitian is not added to the food services staff, it will be increasingly difficult to provide a food services program to meet the nutritional needs of the students and promote good nutrition and health.

In order to ensure that the United States Department of Agriculture (USDA) wellness policy is implemented and strengthened, FCPS should have a dietitian on the food services staff.

RECOMMENDATION 8-12:

Hire a part-time dietitian.

A dietitian on the food services staff will improve the nutritional standards of the food services program.

FISCAL IMPACT

The yearly cost of creating a part-time position for a dietitian would be \$25,000. A part-time position would not include fringe benefits.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Add a Part-time Dietitian to the Food Services Staff	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)

8.6 Purchasing, Warehousing, and Contracting

Purchasing and contracting is important to any school food services operation. School divisions must adhere to proper purchasing practices in order to meet federal guidelines and receive the best price for food and services purchased.

FINDING

FCPS does not participate in a purchasing cooperative to help lower the food cost. FCPS purchases food and supplies by analyzing bid pricing from vendors and awarding the contract to the lowest bidder.

FCPS is a small school division and does not have the buying power of larger divisions. Many smaller divisions in Virginia and throughout the country participate in food purchasing cooperatives. This method of procurement for school divisions is the process in which two or more districts join together and establish an organization (separate entity) that has administrative responsibility for purchasing food and supplies for members to use for meals served under the National School Lunch and/or Breakfast Program regulations.

FCPS would benefit through receiving items that meet child nutrition program requirements at a cost savings.

For example, there are a group of school divisions in Virginia that formed a food-buying cooperative. This cooperative consists of eight school divisions. The organization's objective states that "we are dedicated to lowering fat and sodium, while providing meals of the highest quality that our customers will enjoy. Monthly testing is conducted in order for manufacturers, brokers and distributors to present their products to our members".

Members of the cooperative include: Alexandria City, Falls Church City, Augusta County, Culpeper, Fauquier, Rockingham, Shenandoah and Harrisonburg City. These school divisions in Northern Virginia range in size from 2,200 to 11,000 students. Alexandria City Public Schools saves approximately nine percent on the cost of food purchased by the group.

RECOMMENDATION 8-13:

Contact area school divisions to organize for cooperative purchasing of food and supplies.

Cooperative purchasing would save the division funds while meeting the nutritional requirements of the food services program.

FISCAL IMPACT

FCPS food services program would save funds by joining a food buying cooperative. Alexandria City Public Schools (ACPS) in Virginia is a member of the Shenandoah food buying cooperative. ACPS purchases 75 percent of their food and supplies through the Shenandoah cooperative; this does not include dairy and bakery products. ACPS estimates that they save about nine percent of the cost on food purchased by the Shenandoah cooperative.

If FCPS purchased 50 percent of their food and supplies through a cooperative the program could save nine percent or \$69,040 a year and \$345,200 in five years; 50 percent of the FCPS food and supplies budget \$1,534,216 equals \$767,108; and nine percent of \$767,108 equals \$69,040.

RECOMMENDATION	2008-09	2009-10	2010-11	2011-12	2012-13
Organize Cooperative Purchasing for Food and Supplies	\$69,040	\$69,040	\$69,040	\$69,040	\$69,040

FINDING

Over three-quarters of the FCPS kitchen freezers are overloaded with frozen food products. Team members visited all 17 kitchens and inspected freezers; 75 percent of them were full of cases of frozen food. Many had cases of food stacked to the freezer door and ceiling. Cases of food continuously have to be moved in order to reach food needed for current menus.

Overloading freezers prevents a first-in first-out (FIFO) inventory system and allows food to become old or past its expiration date. This also makes it difficult to inventory the food products. Excess lifting by workers can result in back injuries and workman's compensation claims.

Some schools had freezers organized with ample space to get around. For example, Boones Mill Elementary serves more students than the other elementary schools and their freezers were well organized and not over-crowded. The manager stated that she only orders what she really needs.

The School Nutrition Association *Keys to Excellence in School Food and Nutrition Programs/Key Area for Receiving and Storage* best practice is to have a system in place that assures an accurate inventory is tracked and maintained.

A cycle menu is planned well in advance of food production and since the food prepared is based on previous records for each menu, a manager can purchase only those needed food items in proper amounts.

Cycle menus would reduce unnecessary inventory. **Exhibit 8-13** is a three-week cycle menu used by various Virginia school divisions.

**EXHIBIT 8-13
2007-08 THREE-WEEK CYCLE MENU**

Monday	Tuesday	Wednesday	Thursday	Friday
#1 Chicken Patty on Bun Cheeseburger Bitz w/wheat roll <u>Choice of Two:</u> Potato Rounds Spinach Pears	#2 Spaghetti w/Meat Sauce & Roll Ham & Cheese on Bun <u>Choice of Two:</u> Garden Salad Green Beans Pineapple Chunks	#3 Hot Dog on Bun Meatball Sub <u>Choice of Two:</u> Baked Beans Broccoli Fruited Jello	#4 Macaroni & Cheese w/wheat roll & fish sticks (2) Macaroni & Cheese w/Pork Dunkers (2) <u>Choice of Two:</u> Steamed Cabbage Fresh Veggies w/Dip Sliced Peaches	#5 Pizza Rib-B-Que on Bun <u>Choice of Two:</u> Garden Salad Corn Applesauce
#6 Baked Chicken w/roll Soft Taco <u>Choice of Two:</u> Mashed Potatoes w/gravy Green Peas Fruit Cup	#7 Nachos w/ chili & Cheese & roll Fish on Bun <u>Choice of Two:</u> Lettuce & Tomato Broccoli Sliced Peaches	#8 Chicken Nuggets w/Wheat Roll Burrito <u>Choice of Two:</u> Sweet Potatoes Ice Juicy Chilled Pears	#9 Pizza Dippers ½ Sub & Yogurt <u>Choice of Two:</u> Garden Salad Corn Applesauce	#10 Hamburger/ Cheeseburger on Bun Chicken Fajita <u>Choice of Two:</u> Spanish Rice Fresh Veggies w/Dip Pineapple Chunks
#11 Breakfast for Lunch Beef Steak on Bun <u>Choice of Two:</u> Spiced Apples Potato Rounds Pineapple Chunks	#12 Spaghetti w/Meat Sauce & roll Cheese Quesadilla <u>Choice of Two:</u> Garden Salad Green Beans Applesauce	#13 Chicken Patty on Bun Bar-B-Que on Bun <u>Choice of Two:</u> French Fries Cole Slaw Fruit Cup	#14 Chicken Chunks Over Rice Mozzarella Cheese Stix Wheat Roll <u>Choice of Two:</u> Mixed Vegetables Garden Salad Sliced Peaches	#15 Corn Dog Sloppy Joe on Bun <u>Choice of Two:</u> Baked Beans Baby Carrots w/Dip Pears
Menu #4 - Odd Month Menu #7 - Odd Month Menu #11 - Odd Month Menu #15 - Odd Month	Spaghetti Pizza Dippers Corndog Pork Steak	Menu #4 -Even Month Menu #7 - Even Month Menu #11 - Even Month Menu #15 - Even Month	Lasagna Roll-up Pizza Pizzas Corndog Nuggets Beef Steak	
Menu #10 - October through February: Soup w/ grilled cheese or turkey & cheese Menu #1 - Use September 4 th , first day of school				

Source: Created by MGT of America based on sample cycle menus used in Virginia school divisions, 2007.

RECOMMENDATION 8-14:

Reduce the frozen food inventory in the schools and use cycle menu planning.

Managers need to stop over ordering food and USDA commodities. The director should give training on ordering food and check school inventory levels on a monthly basis. Consideration should be given to storing some commodities with the distributing vendor that delivers commodities to the schools.

Special consideration needs to be given to using cycle menus. Cycle menus offer the advantage of cost controls through forecasting and purchasing procedures that are standardized for the cycle menu. Forecasting allows you to predict the amount of food that needs to be prepared on a given day. Forecasting would have a direct impact on the amount of food that is purchased.

FISCAL IMPACT

Training managers in the proper ordering of food should be done by the director of food services. Training should require four hours.

Changing to cycle menus should require 10 hours of training and preparation by the director of food service.

Savings on injuries from lifting cases of food is undetermined.

FINDING

The review team discovered approximately 40 bottles of spoiled one percent milk on the serving line at Glade Hill Elementary School, while lunch was being served. The milk was four days past the expiration date.

Two cases of milk with expired dates were also found in the walk-in refrigerator at Ferrum Elementary School.

Serving expired dairy products could lead to sickness/illness among students. Food services staff should be reminded to adjust their milk orders according to their daily needs, so that milk will be used in a timely manner. Also, expiration dates on milk and other perishables should be checked twice a week,

RECOMMENDATION 8-15:

Ensure that all cafeteria managers check expiration dates on all milk and other dated/perishable food products and discard accordingly.

The implementation of this recommendation will prevent expired food products from being served to students and will make managers aware of adjustments that could be made when ordering milk and other food products.

FISCAL IMPACT

This recommendation can be implemented using existing staff and should provide cost savings by preventing purchased food products from going to waste. This would take 30 minutes on each Monday or Friday, by each cafeteria manager or responsible staff.

FINDING

The FCPS food served program has a Web site that features the menus for all schools plus an a la carte price listing. Free and reduced price meal applications can be downloaded by parents. The site also features a list of the cafeteria manager's names and their office and fax numbers.

Two announcements about future plans for the Web site are listed.

Mylunchmoney.com family allow parents to check the status of student accounts, add money to the account, and control what the student can purchase. The *automated meals account notification system* notifies households for overdue meal account balances, payment deadlines and other announcements.

COMMENDATION 8-A:

FCPS food services program has an attractive and informative Web site.

**9.0 SUMMARY OF POTENTIAL
SAVINGS AND COSTS**

9.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews with Franklin County Public Schools personnel, parents, the community at large, FCPS surveys, state and school division documents, and first-hand observations, the review team developed 82 recommendations; 28 of these recommendations are accompanied by fiscal implications.

As shown in **Exhibit 9-1**, full implementation of the recommendations in this report would generate gross savings of \$3,784,495 over a five-year period. Costs for the period equal \$4,080,205 with a total one-time cost of \$13,620, to equal net cost of **\$309,330** over a five-year period. It is important to note that many of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2008-09 dollars and do not reflect increases due to salary or inflation adjustments.

EXHIBIT 9-1 SUMMARY OF ANNUAL SAVINGS (COSTS)

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2008-09	2009-10	2010-11	2011-12	2012-13	
TOTAL SAVINGS	\$722,843	\$765,413	\$765,413	\$765,413	\$765,413	\$3,784,495
TOTAL (COSTS)	(\$806,041)	(\$818,541)	(\$818,541)	(\$818,541)	(\$818,541)	(\$4,080,205)
TOTAL NET SAVINGS (COSTS)	(\$83,198)	(\$53,128)	(\$53,128)	(\$53,128)	(\$53,128)	(\$295,710)
TOTAL ONE-TIME SAVINGS(COSTS)						(\$13,620)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						(\$309,330)

Exhibit 9-2 provides a chapter-by-chapter summary for all costs and savings. It is important to note that only the 28 recommendations with fiscal impacts are identified in this chapter. The remaining 54 recommendations to improve the efficiency and effectiveness of FCPS are included in **Chapters 1.0** through **8.0** of this report. Key recommendations are listed in the Executive Summary chapter.

MGT recommends that FCPS gives each of the recommendations serious consideration and develops plans to proceed with their implementation and a system to monitor subsequent progress.

**EXHIBIT 9-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2008-09	2009-10	2010-11	2011-12	2012-13		
CHAPTER 1: DIVISION ADMINISTRATION								
Rec. 1-1	Purchase One Small, Lockable Fire-rated File Cabinet	\$0	\$0	\$0	\$0	\$0	\$0	(\$70)
Rec. 1-4	Use of 8 Hours of Facilitator's Time	\$0	\$0	\$0	\$0	\$0	\$0	(\$800)
Rec. 1-5	Estimated Cost for Secretarial Coverage at School Board Meetings	(\$2,108)	(\$2,108)	(\$2,108)	(\$2,108)	(\$2,108)	(\$10,540)	\$0
Rec. 1-7	Purchase Policy Update Service from VSBA	(\$3,480)	(\$3,480)	(\$3,480)	(\$3,480)	(\$3,480)	(\$17,400)	\$0
Rec. 1-8	Create One Human Resources Position	(\$52,480)	(\$52,480)	(\$52,480)	(\$52,480)	(\$52,480)	(\$262,400)	\$0
Rec. 1-12	Develop a Site-Based Manual	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)
TOTAL SAVINGS/(COSTS)		(\$58,068)	(\$58,068)	(\$58,068)	(\$58,068)	(\$58,068)	(\$290,340)	(\$5,870)
CHAPTER 2: FINANCIAL MANAGEMENT AND PURCHASING								
Rec. 2-13	Consider Hiring One Person In The Dual Capacity As Internal Auditor And Risk Manager.	(\$5,000)	(\$67,500)	(\$67,500)	(\$67,500)	(\$67,500)	(\$275,000)	\$0
TOTAL SAVINGS/(COSTS)		(\$5,000)	(\$67,500)	(\$67,500)	(\$67,500)	(\$67,500)	(\$275,000)	\$0
CHAPTER 4: HUMAN RESOURCES								
Rec. 4-1	Employ One Human Resources Specialist	(\$52,480)	(\$52,480)	(\$52,480)	(\$52,480)	(\$52,480)	(\$262,400)	\$0
Rec. 4-7	AUTOMATE HUMAN RESOURCES: Software Licensing Fees	\$0	\$0	\$0	\$0	\$0	\$0	(\$50,000)
Rec. 4-7	AUTOMATE HUMAN RESOURCES: Software Maintenance	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$15,000)	\$0
Rec. 4-7	AUTOMATE HUMAN RESOURCES: Software Training	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,000)
TOTAL SAVINGS/(COSTS)		(\$55,480)	(\$55,480)	(\$55,480)	(\$55,480)	(\$55,480)	(\$277,400)	(\$52,000)

EXHIBIT 9-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2008-09	2009-10	2010-11	2011-12	2012-13		
CHAPTER 5: FACILITIES USE AND MANAGEMENT								
Rec. 5-5	Sell nine Mobile Units for \$10,000 Each	\$0	\$0	\$0	\$0	\$0	\$0	\$90,000
Rec. 5-5	Savings from Maintenance and Operational costs	\$0	\$42,570	\$42,570	\$42,570	\$42,570	\$170,280	\$0
Rec. 5-8	Purchase a Secure Key Cabinet	\$0	\$0	\$0	\$0	\$0	\$0	(\$750)
Rec. 5-10	Rekey School Buildings with a Proximity Keying System	(\$186,000)	(\$186,000)	(\$186,000)	(\$186,000)	(\$186,000)	(\$930,000)	\$0
Rec. 5-13	Use of Chemical Dispensing Devices	\$39,515	\$39,515	\$39,515	\$39,515	\$39,515	\$197,575	\$0
Rec. 5-13	Purchase of Chemical Devices	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)
Rec. 5-17	Employ Resource Conservation Manager	(\$59,493)	(\$59,493)	(\$59,493)	(\$59,493)	(\$59,493)	(\$297,465)	\$0
Rec. 5-17	Generate Utility Savings	\$178,841	\$178,841	\$178,841	\$178,841	\$178,841	\$894,205	\$0
TOTAL SAVINGS/(COSTS)		(\$27,137)	\$15,433	\$15,433	\$15,433	\$15,433	\$34,595	\$84,250
CHAPTER 6: TRANSPORTATION								
Rec. 6-2	Place Responsibility for Parent Contact w/Admin.Staff	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$150,000)	\$0
Rec. 6-3	Implement an Electronic Response System Utilizing .5 FTE Administrative Staff	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$150,000)	\$0
Rec. 6-5	Complete Route Analysis	\$27,362	\$27,362	\$27,362	\$27,362	\$27,362	\$136,810	\$0
Rec. 6-6	Purchase Four Additional Buses Annually Over Five Years	(\$240,000)	(\$240,000)	(\$240,000)	(\$240,000)	(\$240,000)	(\$1,200,000)	\$0
TOTAL SAVINGS/(COSTS)		(\$272,638)	(\$272,638)	(\$272,638)	(\$272,638)	(\$272,638)	(\$1,363,190)	\$0
CHAPTER 7: TECHNOLOGY MANAGEMENT								
Rec. 7-2	Hire an ITRT Administrator	(\$55,000)	(\$55,000)	(\$55,000)	(\$55,000)	(\$55,000)	(\$275,000)	\$0
Rec. 7-4	Implement Disaster Recovery/Business Continuity Plan	(\$60,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$100,000)	\$0
Rec. 7-6	Implement Centralized Acquisition of Technology-Related Equipment and Software	\$13,000	\$13,000	\$13,000	\$13,000	\$13,000	\$65,000	\$0
Rec. 7-7	Implement Training Schedule	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$10,000)	\$0
TOTAL SAVINGS/(COSTS)		(\$104,000)	(\$54,000)	(\$54,000)	(\$54,000)	(\$54,000)	(\$320,000)	\$0

EXHIBIT 9-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)	
	2008-09	2009-10	2010-11	2011-12	2012-13			
CHAPTER 8: FOOD SERVICE								
Rec. 8-7	Reduce Food Cost to Best Practices Levels	\$93,326	\$93,326	\$93,326	\$93,326	\$93,326	\$466,630	\$0
Rec. 8-8	Reduced Labor Cost to 40% of Total Revenue	\$190,176	\$190,176	\$190,176	\$190,176	\$190,176	\$950,880	\$0
Rec. 8-9	Reduce Daily Labor Cost to Meet MPLH Benchmark	\$63,236	\$63,236	\$63,236	\$63,236	\$63,236	\$316,180	\$0
Rec. 8-10	Increase Free Meal Program	\$21,420	\$21,420	\$21,420	\$21,420	\$21,420	\$107,100	\$0
Rec. 8-11	Two Portable Serving Lines	\$0	\$0	\$0	\$0	\$0	\$0	(\$40,000)
Rec. 8-11	Increased Revenue from Portable Serving Lines	\$26,927	\$26,927	\$26,927	\$26,927	\$26,927	\$134,635	\$0
Rec. 8-12	Add a Part-time Dietitian to the Food Services Staff	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$125,000)	\$0
Rec. 8-13	Organize Cooperative Purchasing for Food and Supplies	\$69,040	\$69,040	\$69,040	\$69,040	\$69,040	\$345,200	\$0
TOTAL SAVINGS/(COSTS)		\$439,125	\$439,125	\$439,125	\$439,125	\$439,125	\$2,195,625	(\$40,000)
TOTAL SAVINGS		\$722,843	\$765,413	\$765,413	\$765,413	\$765,413	\$3,784,495	\$90,000
TOTAL (COSTS)		(\$806,041)	(\$818,541)	(\$818,541)	(\$818,541)	(\$818,541)	(\$4,080,205)	(\$103,620)
NET SAVINGS (COSTS)		(\$83,198)	(\$53,128)	(\$53,128)	(\$53,128)	(\$53,128)	(\$295,710)	(\$13,620)
TOTAL NET SAVINGS (COSTS) LESS ONE TIME SAVINGS (COSTS)							(\$309,330)	

APPENDICES

APPENDIX A:
SURVEY RESULTS

**APPENDIX A
SURVEY RESULTS
FRANKLIN COUNTY PUBLIC SCHOOLS**

**Total responses for Central Office Administrators = 19
Total responses for Principal/Assistant Principals = 24
Total responses for Teachers = 277**

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

**EXHIBIT A-1
COMPARISON SURVEY RESPONSES
PART A: OVERALL QUALITY**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. How long have you worked in the district? Five years or less 6-10 years 11-20 years 21 years or more	5% 11 47 37	13% 29 29 29	31% 19 29 21
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	53 21 21 5	83 8 4 4	46 24 20 10
3. Overall quality of public education in our school district is: Good or Excellent Fair or Poor	95 0	100 0	97 3
4. Overall quality of education in our school district is: Improving Staying the Same Getting Worse Don't Know	79 11 5 5	92 8 0 0	78 17 3 2
5. Grade given to our school district teachers: Above Average (A or B) Below Average (D or F)	90 0	96 0	95 0
6. Grade given to our school district school level administrators: Above Average (A or B) Below Average (D or F)	84 5	96 0	79 5
7. Grade given to our school district central office administrators: Above Average (A or B) Below Average (D or F)	90 0	88 4	69 6

*Percentages may add up to over 100% due to rounding.

**EXHIBIT A-2
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART B: SCHOOL/DISTRICT CLIMATE**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. I feel that I have the authority to adequately perform my job responsibilities.	85/5	92/4	89/6
2. I am actively looking for a job outside of this school division.	0/74	8/92	5/80
3. I am very satisfied with my job in this school division.	74/5	100/0	81/5
4. The work standards and expectations in this school district are equal to or above those of most other school districts.	90/0	87/4	78/5
5. This school district's officials enforce high work standards.	74/16	96/4	85/4
6. Workload is evenly distributed.	74/16	88/13	45/37
7. I feel that my work is appreciated by my supervisor(s).	73/10	92/4	71/14
8. Teachers who do not meet expected work standards are disciplined.	42/16	46/21	27/33
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	53/5	62/13	24/24
10. I feel that I am an integral part of this school division team.	79/10	96/0	76/12

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

**EXHIBIT A-3
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C1: DISTRICT ORGANIZATION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers and administrators in our district have excellent working relationships.	73/5	88/0	61/13
2. Most administrative practices in our school district are highly effective and efficient.	74/5	91/0	55/15
3. Administrative decisions are made promptly and decisively.	74/0	88/0	62/18
4. Central Office Administrators are easily accessible and open to input.	84/0	88/0	44/24
5. Authority for administrative decisions is delegated to the lowest possible level.	37/16	63/13	23/22
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	74/5	92/8	65/18
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	58/0	84/13	39/29
8. Our school district has too many committees.	5/58	13/46	19/28
9. Our school district has too many layers of administrators.	16/74	0/92	23/38
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	89/5	88/4	63/12
11. Central office administrators are responsive to school needs.	95/0	92/4	52/17
12. School-based personnel play an important role in making decisions that affect schools in our school district.	73/0	87/8	49/17

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

**EXHIBIT A-4
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C2: DISTRICT ORGANIZATION**

STATEMENT	(%E + G) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Board of Education members' knowledge of the educational needs of students in this school division.	85/5	63/29	42/39
2. Board of Education members' knowledge of operations in this school division.	69/16	67/21	41/36
3. Board of Education members' work at setting or revising policies for this school division.	58/16	59/33	39/33
4. The School Division Superintendent's work as the educational leader of this school division.	79/16	80/21	70/20
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	79/16	88/13	77/16
6. Principals' work as the instructional leaders of their schools.	84/5	96/4	77/21
7. Principals' work as the managers of the staff and teachers.	85/0	100/0	77/22

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

**EXHIBIT A-5
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school district has increased in recent years.	79/0	84/4	82/5
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	69/5	80/17	67/19
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	85/0	92/4	72/13
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	85/0	92/8	85/8
5. Lessons are organized to meet students' needs.	74/0	100/0	89/2
6. The curriculum is broad and challenging for most students.	79/0	96/4	82/7
7. Teachers in our schools know the material they teach.	64/0	100/0	92/2
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	79/0	100/0	70/7
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	74/5	96/4	66/18
10. Our district provides curriculum guides for all grades and subject areas.	63/0	96/0	85/6
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	84/0	100/0	88/2
12. Our district has effective educational programs for the following:			
a) Reading and Language Arts	79/0	87/13	84/6
b) Writing	79/0	84/4	77/8
c) Mathematics	79/0	96/4	87/4
d) Science	79/0	100/0	80/6
e) Social Studies (history or geography)	79/0	100/0	84/3
f) Foreign Language	69/0	67/0	44/6
g) Basic Computer Instruction	73/0	91/4	78/4
h) Advanced Computer Instruction	63/0	71/4	46/6
i) Music, Art, Drama, and other Fine Arts	58/5	67/21	55/21
j) Physical Education	69/5	84/13	74/11
k) Career and Technical (Vocational) Education	58/0	63/0	52/6
l) Business Education	58/0	62/0	48/3
13. The district has effective programs for the following:			
a) Special Education	90/5	79/17	66/17
b) Literacy Program	79/0	71/17	58/11
c) Advanced Placement Program	58/5	67/17	52/9
d) Drop-out Prevention Program	63/5	51/17	25/9
e) Summer School Programs	84/0	84/8	64/9
f) Honors and Gifted Education	58/16	80/17	47/20
g) Alternative Education Programs	58/11	63/17	37/9
h) Career Counseling Program	43/0	55/8	26/8
i) College Counseling Program	48/0	50/8	29/8
14. The students-to-teacher ratio is reasonable.	74/11	63/25	51/40
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	95/0	96/4	87/3
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	85/0	88/8	64/12

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

**EXHIBIT A-5 (Continued)
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
17. There is generally cooperation and collaboration regarding special education issues in our school division.	69/5	88/12	66/15
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	63/0	83/4	53/19
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	58/5	67/21	39/20
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	53/0	67/8	28/13
21. The school division adequately identifies students who are English language learners.	69/0	87/4	54/7
22. The school division provides appropriate and mandated assessments for English language learners.	63/0	79/4	36/9
23. The school division provides documents to parents in their native language.	48/11	37/13	23/11
24. The school division provides adequate translation services.	37/11	41/13	22/18

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

**EXHIBIT A-6
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D2: CURRICULUM AND INSTRUCTION**

STATEMENT	(%E + G) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers' work in meeting students' individual learning needs.	74/0	88/13	87/12
2. Teachers' work in communicating with parents/guardians.	69/5	76/25	90/9
3. How well students' test results are explained to parents/guardians.	69/5	75/25	71/20
4. The amount of time students spend on task learning in the classroom.	74/0	100/0	90/7

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

**EXHIBIT A-7
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school district are competitive.	10/63	21/76	22/62
2. Our district has an effective employee recognition program.	58/16	58/25	35/32
3. Our district has an effective process for staffing critical shortage areas of teachers.	26/10	29/37	19/32
4. My supervisor evaluates my job performance annually.	85/11	66/8	92/2
5. Our district offers incentives for professional advancement.	42/26	54/33	53/26
6. I know who to contact in the central office to assist me with professional development.	84/0	96/4	70/16
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	100/0	100/0	85/10
8. My salary level is adequate for my level of work and experience.	43/27	55/42	21/65
9. Our district has an effective teacher recruitment plan.	37/21	38/38	23/20
10. I have a professional growth plan that addresses areas identified for my professional growth.	48/16	50/33	63/16

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

**EXHIBIT A-8
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E2: HUMAN RESOURCES**

STATEMENT	(%E + G) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Staff development opportunities provided by this school division for teachers.	79/0	79/21	60/38
2. Staff development opportunities provided by this school division for school administrators.	74/5	63/38	22/7
3. Staff development opportunities provided by this school division for support staff.	58/26	38/50	25/20

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

**EXHIBIT A-9
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school buildings provide a healthy environment in which to teach.	89/0	100/0	74/15
2. Our schools have sufficient space and facilities to support the instructional programs.	16/79	16/84	18/74
3. Our facilities are clean.	100/0	100/0	79/13
4. Our facilities are well maintained.	100/0	100/0	80/12
5. Our district plans facilities in advance to support growing enrollment.	37/27	50/37	28/47
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	58/11	50/25	37/26
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	95/0	96/4	78/8

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

**EXHIBIT A-10
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Funds are managed wisely to support education in this school district.	84/5	79/4	46/19
2. The budgeting process effectively involves administrators and staff.	84/5	91/4	49/21
3. School administrators are adequately trained in fiscal management techniques.	52/5	63/21	24/4
4. My school allocates financial resources equitably and fairly.	53/5	91/4	48/16
5. The purchasing department provides me with what I need.	90/0	96/0	65/10
6. The purchasing process is easy.	79/0	96/0	65/11
7. Textbooks are distributed to students in a timely manner.	63/0	96/0	63/9
8. The books and resources in the school library adequately meet the needs of students.	53/5	84/12	61/15

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

**EXHIBIT A-11
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART H: TRANSPORTATION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	0/74	4/96	9/81
2. The district has a simple method of requesting buses for special events and trips.	79/5	100/0	67/6
3. Bus drivers maintain adequate discipline on the buses.	64/0	88/4	49/12
4. Buses are clean.	68/0	92/0	53/2
5. Buses arrive early enough for students to eat breakfast at school.	79/0	100/0	78/9
6. Buses are safe.	100/0	100/0	61/5

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

**EXHIBIT A-12
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school district provides adequate technology-related staff development.	79/5	88/8	75/11
2. Our school district requests input on the long-range technology plan.	79/0	79/13	51/13
3. Our school district provides adequate technical support.	89/0	75/17	75/12
4. I have adequate equipment and computer support to conduct my work.	89/0	96/0	68/25
5. Administrative computer systems are easy to use.	84/0	92/4	51/9
6. Technology is effectively integrated into the curriculum in our district.	58/0	83/8	79/9

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

**EXHIBIT A-13
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I2: TECHNOLOGY**

STATEMENT	(%E + G) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The school division's job of providing adequate instructional technology.	85/5	92/8	76/22
2. The school division's use of technology for administrative purposes.	94/0	96/0	64/13

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

**EXHIBIT A-14
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The food services department provides nutritious and appealing meals and snacks.	53/16	33/42	40/41
2. The food services department encourages student participation through customer satisfaction surveys.	16/11	8/42	12/36
3. Cafeteria staff are helpful and friendly.	89/0	88/8	87/6
4. Cafeteria facilities are clean and neat.	100/0	96/0	91/3
5. Parents/guardians are informed about the menus.	79/0	92/0	88/2

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

**EXHIBIT A-15
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our schools are safe and secure from crime.	90/0	100/0	79/5
2. Our schools effectively handle misbehavior problems.	84/0	100/0	69/14
3. There is administrative support for managing student behavior in our schools.	79/0	100/0	73/14
4. If there were an emergency in my school/office, I would know how to respond appropriately.	100/0	100/0	96/1
5. Our district has a problem with gangs.	5/73	0/96	5/61
6. Our district has a problem with drugs, including alcohol.	21/47	21/63	23/32
7. Our district has a problem with vandalism.	5/58	0/88	10/45
8. Our school enforces a strict campus access policy.	63/11	80/4	64/12

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

**EXHIBIT A-16
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	64/21	71/12	40/37
2. Parents/guardians in this school district are satisfied with the education their children are receiving.	74/0	92/0	76/3
3. Most parents/guardians seem to know what goes on in our schools.	74/5	80/12	62/17
4. Parents/guardians play an active role in decision making in our schools.	42/5	41/42	35/25
5. This community really cares about its children's education.	73/5	92/0	68/14
6. Our district works with local businesses and groups in the community to help improve education.	89/0	79/4	79/4
7. Parents/guardians receive regular communications from the district.	85/0	88/4	84/4
8. Our school facilities are available for community use.	95/0	100/0	79/1

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

**EXHIBIT A-17
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%E + G) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	53/32	67/33	49/49
2. Parent/Guardians/guardians' participation in school activities and organizations.	48/37	42/59	31/66
3. How well relations are maintained with various groups in the community.	69/16	79/21	53/30

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

**EXHIBIT A-18
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART M: SCHOOL DISTRICT OPERATIONS**

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
a. Budgeting	11/84	21/71	49/39
b. Strategic planning	26/58	33/55	30/40
c. Curriculum planning	0/69	4/96	21/74
d. Financial management and accounting	0/95	8/84	22/50
e. Grants administration	0/68	21/38	15/35
f. Community relations	21/74	25/75	25/66
g. Program evaluation, research, and assessment	21/52	21/67	19/59
h. Instructional technology	21/68	12/88	23/73
i. Administrative technology	16/74	13/88	12/54
j. Internal Communication	26/73	17/83	32/61
k. Instructional support	16/74	0/100	28/68
l. Coordination of Federal Programs (e.g., Title I, Special Education)	5/85	17/84	16/57
m. Personnel recruitment	26/52	51/38	31/39
n. Personnel selection	26/58	37/63	28/50
o. Personnel evaluation	26/58	37/63	18/76
p. Staff development	11/74	38/63	35/61
q. Data processing	21/53	12/67	9/49
r. Purchasing	0/89	4/83	12/63
s. Safety and security	0/100	17/84	19/78
t. Plant maintenance	5/95	4/92	14/68
u. Facilities planning	47/48	30/50	36/40
v. Transportation	5/95	4/96	23/69
w. Food service	16/79	42/59	40/57
x. Custodial services	26/74	13/88	22/76
y. Risk management	5/74	8/55	14/52

¹ Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-19
COMPARISON OF RESPONSES WITH OTHER DISTRICTS**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. How long have you worked in the district? Five years or less 6-10 years 11-20 years 21 years or more	5 11 47 37	N/A	13 29 29 29	N/A	31 19 29 21	N/A
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	53 21 21 5	N/A	83 8 4 4	N/A	46 24 20 10	N/A
3. Overall quality of public education in our school district is: Good or Excellent Fair or Poor	95 0	85 14	100 0	89 11	97 3	74 25
4. Overall quality of education in our school district is: Improving Staying the Same Getting Worse Don't Know	79 11 5 5	69 20 2 3	92 8 0 0	78 15 7 1	78 17 3 2	53 27 16 4
5. Grade given to our school district teachers: Above Average (A or B) Below Average (D or F)	90 0	78 1	96 0	85 1	95 0	83 1
6. Grade given to our school district school level administrators: Above Average (A or B) Below Average (D or F)	84 5	76 3	96 0	91 1	79 5	59 11
7. Grade given to our school district central office administrators: Above Average (A or B) Below Average (D or F)	90 0	76 5	88 4	73 7	69 6	44 21

*Percentages may add up to over 100 percent due to rounding.

**EXHIBIT A-20
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART B: SCHOOL/DISTRICT CLIMATE**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. I feel that I have the authority to adequately perform my job responsibilities.	85/5	79/15	92/4	80/13	89/6	81/12
2. I am actively looking for a job outside of this school division.	0/74	8/78	8/92	8/78	5/80	11/74
3. I am very satisfied with my job in this school division.	74/5	77/12	100/0	83/8	81/5	70/15
4. The work standards and expectations in this school district are equal to or above those of most other school districts.	90/0	75/7	87/4	83/6	78/5	63/14
5. This school district's officials enforce high work standards.	74/16	73/12	96/4	81/9	85/4	63/15
6. Workload is evenly distributed.	74/16	32/46	88/13	45/35	45/37	36/43
7. I feel that my work is appreciated by my supervisor(s).	73/10	75/13	92/4	74/15	71/14	65/21
8. Teachers who do not meet expected work standards are disciplined.	42/16	26/33	46/21	48/31	27/33	25/39
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	53/5	37/34	62/13	54/25	24/24	23/36
10. I feel that I am an integral part of this school division team.	79/10	74/11	96/0	74/12	76/12	59/20

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

**EXHIBIT A-21
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART C1: DISTRICT ORGANIZATION**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Teachers and administrators in our district have excellent working relationships.	73/5	54/14	88/0	76/7	61/13	45/26
2. Most administrative practices in our school district are highly effective and efficient.	74/5	54/23	91/0	69/18	55/15	34/36
3. Administrative decisions are made promptly and decisively.	74/0	44/33	88/0	62/21	62/18	36/36
4. Central Office Administrators are easily accessible and open to input.	84/0	65/18	88/0	71/15	44/24	39/35
5. Authority for administrative decisions is delegated to the lowest possible level.	37/16	28/44	63/13	36/38	23/22	15/29
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	74/5	52/18	92/8	77/12	65/18	55/27
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	58/0	50/20	84/13	60/21	39/29	29/39
8. Our school district has too many committees.	5/58	37/32	13/46	35/34	19/28	43/13
9. Our school district has too many layers of administrators.	16/74	19/64	0/92	27/57	23/38	53/15
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	89/5	54/25	88/4	57/26	63/12	35/28
11. Central office administrators are responsive to school needs.	95/0	76/8	92/4	65/20	52/17	27/34
12. School-based personnel play an important role in making decisions that affect schools in our school district.	73/0	48/23	87/8	61/24	49/17	35/33

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

**EXHIBIT A-22
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART C2: DISTRICT ORGANIZATION**

STATEMENT	(%E + G) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in this school division.	85/5	40/51	63/29	39/57	42/39	24/64
2. Board of Education members' knowledge of operations in this school division.	69/16	36/58	67/21	41/56	41/36	29/55
3. Board of Education members' work at setting or revising policies for this school division.	58/16	44/48	59/33	50/47	39/33	27/58
4. The School Division Superintendent's work as the educational leader of this school division.	79/16	78/18	80/21	81/17	70/20	49/40
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	79/16	77/20	88/13	81/17	77/16	50/38
6. Principals' work as the instructional leaders of their schools.	84/5	70/29	96/4	89/11	77/21	63/36
7. Principals' work as the managers of the staff and teachers.	85/0	74/25	100/0	94/6	77/22	67/32

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

**EXHIBIT A-23
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The emphasis on learning in this school district has increased in recent years.	79/0	83/6	84/4	89/4	82/5	71/13
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	69/5	57/26	80/17	56/36	67/19	53/34
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	85/0	63/17	92/4	75/14	72/13	54/31
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	85/0	N/A	92/8	N/A	85/8	N/A
5. Lessons are organized to meet students' needs.	74/0	56/10	100/0	86/6	89/2	79/9
6. The curriculum is broad and challenging for most students.	79/0	70/8	96/4	86/7	82/7	77/11
7. Teachers in our schools know the material they teach.	64/0	69/6	100/0	90/4	92/2	88/4
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	79/0	N/A	100/0	N/A	70/7	N/A
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	74/5	N/A	96/4	N/A	66/18	N/A
10. Our district provides curriculum guides for all grades and subject areas.	63/0	N/A	96/0	N/A	85/6	N/A
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	84/0	N/A	100/0	N/A	88/2	N/A
12. Our district has effective educational programs for the following:						
i. Reading and Language Arts	79/0	N/A	87/13	N/A	84/6	N/A
ii. Writing	79/0	N/A	84/4	N/A	77/8	N/A
iii. Mathematics	79/0	N/A	96/4	N/A	87/4	N/A
iv. Science	79/0	N/A	100/0	N/A	80/6	N/A
v. Social Studies (history or geography)	79/0	N/A	100/0	N/A	84/3	N/A
vi. Foreign Language	69/0	N/A	67/0	N/A	44/6	N/A
vii. Basic Computer Instruction	73/0	N/A	91/4	N/A	78/4	N/A
viii. Advanced Computer Instruction	63/0	N/A	71/4	N/A	46/6	N/A
ix. Music, Art, Drama, and other Fine Arts	58/5	N/A	67/21	N/A	55/21	N/A
x. Physical Education	69/5	N/A	84/13	N/A	74/11	N/A
xi. Career and Technical (Vocational) Education	58/0	N/A	63/0	N/A	52/6	N/A
xii. Business Education	58/0	N/A	62/0	N/A	48/3	N/A

EXHIBIT A-23 (Continued)
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
13. The district has effective programs for the following:						
i. Special Education	90/5	N/A	79/17	N/A	66/17	N/A
ii. Literacy Program	79/0	N/A	71/17	N/A	58/11	N/A
iii. Advanced Placement Program	58/5	N/A	67/17	N/A	52/9	N/A
iv. Drop-out Prevention Program	63/5	N/A	51/17	N/A	25/9	N/A
v. Summer School Programs	84/0	N/A	84/8	N/A	64/9	N/A
vi. Honors and Gifted Education	58/16	N/A	80/17	N/A	47/20	N/A
vii. Alternative Education Programs	58/11	N/A	63/17	N/A	37/9	N/A
viii. Career Counseling Program	43/0	N/A	55/8	N/A	26/8	N/A
ix. College Counseling Program	48/0	N/A	50/8	N/A	29/8	N/A
14. The students-to-teacher ratio is reasonable.	74/11	N/A	63/25	N/A	51/40	N/A
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	95/0	N/A	96/4	N/A	87/3	N/A
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	85/0	N/A	88/8	N/A	64/12	N/A
17. There is generally cooperation and collaboration regarding special education issues in our school division.	69/5	N/A	88/12	N/A	66/15	N/A
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	63/0	N/A	83/4	N/A	53/19	N/A
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	58/5	N/A	67/21	N/A	39/20	N/A
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	53/0	N/A	67/8	N/A	28/13	N/A
21. The school division adequately identifies students who are English language learners.	69/0	N/A	87/4	N/A	54/7	N/A
22. The school division provides appropriate and mandated assessments for English language learners.	63/0	N/A	79/4	N/A	36/9	N/A
23. The school division provides documents to parents in their native language.	48/11	N/A	37/13	N/A	23/11	N/A
24. The school division provides adequate translation services.	37/11	N/A	41/13	N/A	22/18	N/A

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

**EXHIBIT A-24
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART D2: CURRICULUM AND INSTRUCTION**

STATEMENT	(%E + G) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Teachers' work in meeting students' individual learning needs.	74/0	62/32	88/13	80/20	87/12	79/20
2. Teachers' work in communicating with parents/guardians.	69/5	49/41	76/25	68/32	90/9	75/24
3. How well students' test results are explained to parents/guardians.	69/5	36/44	75/25	51/47	71/20	38/52
4. The amount of time students spend on task learning in the classroom.	74/0	49/34	100/0	72/27	90/7	60/37

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

**EXHIBIT A-25
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Salary levels in this school district are competitive.	10/63	45/40	21/76	40/48	22/62	33/53
2. Our district has an effective employee recognition program.	58/16	N/A	58/25	N/A	35/32	N/A
3. Our district has an effective process for staffing critical shortage areas of teachers.	26/10	N/A	29/37	N/A	19/32	N/A
4. My supervisor evaluates my job performance annually.	85/11	N/A	66/8	N/A	92/2	N/A
5. Our district offers incentives for professional advancement.	42/26	N/A	54/33	N/A	53/26	N/A
6. I know who to contact in the central office to assist me with professional development.	84/0	N/A	96/4	N/A	70/16	N/A
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	100/0	N/A	100/0	N/A	85/10	N/A
8. My salary level is adequate for my level of work and experience.	43/27	42/45	55/42	32/58	21/65	20/69
9. Our district has an effective teacher recruitment plan.	37/21	N/A	38/38	N/A	23/20	N/A
10. I have a professional growth plan that addresses areas identified for my professional growth.	48/16	N/A	50/33	N/A	63/16	N/A

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

**EXHIBIT A-26
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART E2: HUMAN RESOURCES**

STATEMENT	(%E + G) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Staff development opportunities provided by this school division for teachers.	79/0	N/A	79/21	N/A	60/38	N/A
2. Staff development opportunities provided by this school division for school administrators.	74/5	N/A	63/38	N/A	22/7	N/A
3. Staff development opportunities provided by this school division for support staff.	58/26	N/A	38/50	N/A	25/20	N/A

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

**EXHIBIT A-27
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our school buildings provide a healthy environment in which to teach.	89/0	N/A	100/0	N/A	74/15	N/A
2. Our schools have sufficient space and facilities to support the instructional programs.	16/79	26/62	16/84	30/59	18/74	28/62
3. Our facilities are clean.	100/0	70/30	100/0	65/34	79/13	52/47
4. Our facilities are well maintained.	100/0	70/30	100/0	65/34	80/12	52/47
5. Our district plans facilities in advance to support growing enrollment.	37/27	N/A	50/37	N/A	28/47	N/A
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	58/11	N/A	50/25	N/A	37/26	N/A
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	95/0	N/A	96/4	N/A	78/8	N/A

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

**EXHIBIT A-28
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Funds are managed wisely to support education in this school district.	84/5	68/18	79/4	67/19	46/19	28/46
2. The budgeting process effectively involves administrators and staff.	84/5	N/A	91/4	N/A	49/21	N/A
3. School administrators are adequately trained in fiscal management techniques.	52/5	N/A	63/21	N/A	24/4	N/A
4. My school allocates financial resources equitably and fairly.	53/5	N/A	91/4	N/A	48/16	N/A
5. The purchasing department provides me with what I need.	90/0	N/A	96/0	N/A	65/10	N/A
6. The purchasing process is easy.	79/0	N/A	96/0	N/A	65/11	N/A
7. Textbooks are distributed to students in a timely manner.	63/0	N/A	96/0	N/A	63/9	N/A
8. The books and resources in the school library adequately meet the needs of students.	53/5	N/A	84/12	N/A	61/15	N/A

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

**EXHIBIT A-29
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART H: TRANSPORTATION**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	0/74	8/55	4/96	18/68	9/81	17/60
2. The district has a simple method of requesting buses for special events and trips.	79/5	N/A	100/0	N/A	67/6	N/A
3. Bus drivers maintain adequate discipline on the buses.	64/0	N/A	88/4	N/A	49/12	N/A
4. Buses are clean.	68/0	N/A	92/0	N/A	53/2	N/A
5. Buses arrive early enough for students to eat breakfast at school.	79/0	N/A	100/0	N/A	78/9	N/A
6. Buses are safe.	100/0	N/A	100/0	N/A	61/5	N/A

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

**EXHIBIT A-30
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our school district provides adequate technology-related staff development.	79/5	N/A	88/8	N/A	75/11	N/A
2. Our school district requests input on the long-range technology plan.	79/0	N/A	79/13	N/A	51/13	N/A
3. Our school district provides adequate technical support.	89/0	N/A	75/17	N/A	75/12	N/A
4. I have adequate equipment and computer support to conduct my work.	89/0	70/22	96/0	74/19	68/25	54/36
5. Administrative computer systems are easy to use.	84/0	N/A	92/4	N/A	51/9	N/A
6. Technology is effectively integrated into the curriculum in our district.	58/0	N/A	83/8	N/A	79/9	N/A

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

**EXHIBIT A-31
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART I2: TECHNOLOGY**

STATEMENT	(%E + G) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The school division's job of providing adequate instructional technology.	85/5	54/43	92/8	46/52	76/22	47/51
2. The school division's use of technology for administrative purposes.	94/0	53/46	96/0	54/45	64/13	45/31

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

**EXHIBIT A-32
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The food services department provides nutritious and appealing meals and snacks.	53/16	62/14	33/42	58/26	40/41	43/34
2. The food services department encourages student participation through customer satisfaction surveys.	16/11	N/A	8/42	N/A	12/36	N/A
3. Cafeteria staff are helpful and friendly.	89/0	N/A	88/8	N/A	87/6	N/A
4. Cafeteria facilities are clean and neat.	100/0	N/A	96/0	N/A	91/3	N/A
5. Parents/guardians are informed about the menus.	79/0	N/A	92/0	N/A	88/2	N/A

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

**EXHIBIT A-33
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our schools are safe and secure from crime.	90/0	66/16	100/0	81/9	79/5	53/28
2. Our schools effectively handle misbehavior problems.	84/0	54/24	100/0	74/14	69/14	37/48
3. There is administrative support for managing student behavior in our schools.	79/0	69/12	100/0	89/6	73/14	55/29
4. If there were an emergency in my school/office, I would know how to respond appropriately.	100/0	78/7	100/0	96/2	96/1	87/7
5. Our district has a problem with gangs.	5/73	N/A	0/96	N/A	5/61	N/A
6. Our district has a problem with drugs, including alcohol.	21/47	N/A	21/63	N/A	23/32	N/A
7. Our district has a problem with vandalism.	5/58	N/A	0/88	N/A	10/45	N/A
8. Our school enforces a strict campus access policy.	63/11	N/A	80/4	N/A	64/12	N/A

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

**EXHIBIT A-34
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	64/21	42/34	71/12	51/31	40/37	27/53
2. Parents/guardians in this school district are satisfied with the education their children are receiving.	74/0	57/16	92/0	73/9	76/3	53/14
3. Most parents/guardians seem to know what goes on in our schools.	74/5	36/38	80/12	43/36	62/17	29/50
4. Parents/guardians play an active role in decision making in our schools.	42/5	35/24	41/42	60/20	35/25	36/38
5. This community really cares about its children's education.	73/5	63/15	92/0	72/14	68/14	49/27
6. Our district works with local businesses and groups in the community to help improve education.	89/0	N/A	79/4	N/A	79/4	N/A
7. Parents/guardians receive regular communications from the district.	85/0	N/A	88/4	N/A	84/4	N/A
8. Our school facilities are available for community use.	95/0	N/A	100/0	N/A	79/1	N/A

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

**EXHIBIT A-35
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%E + G) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	53/32	29/56	67/33	35/64	49/49	21/76
2. Parent/Guardians/guardians' participation in school activities and organizations.	48/37	27/59	42/59	33/66	31/66	23/75
3. How well relations are maintained with various groups in the community.	69/16	60/35	79/21	66/32	53/30	43/44

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

**EXHIBIT A-36
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART M: SCHOOL DISTRICT OPERATIONS**

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	% (NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹		/		% (ADEQUATE + OUTSTANDING) ¹	
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
a. Budgeting	11/84	47/45	21/71	49/48	49/39	65/16
b. Strategic planning	26/58	44/42	33/55	38/53	30/40	47/24
c. Curriculum planning	0/69	30/50	4/96	40/59	21/74	52/41
d. Financial management and accounting	0/95	36/53	8/84	35/60	22/50	49/23
e. Grants administration	0/68	24/49	21/38	34/49	15/35	53/38
f. Community relations	21/74	39/53	25/75	37/61	25/66	42/38
g. Program evaluation, research, and assessment	21/52	34/50	21/67	32/65	19/59	53/40
h. Instructional technology	21/68	48/41	12/88	60/39	23/73	65/16
i. Administrative technology	16/74	42/49	13/88	48/49	12/54	24/34
j. Internal Communication	26/73	N/A	17/83	N/A	32/61	N/A
k. Instructional support	16/74	32/51	0/100	48/49	28/68	48/45
l. Coordination of Federal Programs (e.g., Title I, Special Education)	5/85	24/52	17/84	32/57	16/57	36/40
m. Personnel recruitment	26/52	47/42	51/38	47/48	31/39	40/35
n. Personnel selection	26/58	46/48	37/63	41/57	28/50	42/37
o. Personnel evaluation	26/58	47/49	37/63	40/58	18/76	41/48
p. Staff development	11/74	48/49	38/63	43/57	35/61	42/52
q. Data processing	21/53	38/45	12/67	39/51	9/49	21/34
r. Purchasing	0/89	34/53	4/83	37/58	12/63	33/30
s. Safety and security	0/100	26/61	17/84	29/67	19/78	40/46
t. Plant maintenance	5/95	43/48	4/92	55/43	14/68	41/37
u. Facilities planning	47/48	38/48	30/50	51/43	36/40	41/28
v. Transportation	5/95	21/65	4/96	43/54	23/69	32/46
w. Food service	16/79	18/67	42/59	35/65	40/57	41/47
x. Custodial services	26/74	37/54	13/88	47/52	22/76	44/49
y. Risk management	5/74	20/54	8/55	23/63	14/52	22/32

¹ Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

APPENDIX B:
PEER COMPARISON DATA

APPENDIX B PEER COMPARISON DATA

Exhibits B-1 through **B-17** illustrate how the comparison school divisions compare to Franklin County Public Schools in terms of enrollment, demographics, staffing, and funding for the most current school year available from the Virginia Department of Education's Web site.

**EXHIBIT B-1
OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENTAGE STUDENTS WITH DISABILITIES	PERCENTAGE ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
Franklin County	4	7,445	157.4	18.40	44.0%	15
Campbell County	4	8,940	175.0	12.00	36.0%	14
Culpeper County	4	6,997	204.2	10.79	28.2%	9
Pittsylvania County	4	9,298	150.6	14.32	46.0%	18
Tazewell County	4	6,846	153.5	16.15	49.7%	16
DIVISION AVERAGE	n/a	7,905	168.1	14.33	40.8%	14

Source: Virginia Department of Education Web site, 2007, United States Census Bureau, 2000 Census Data, www.schoolmatters.com.

**EXHIBIT B-2
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2005-06 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
Franklin County	72.87	12.2	13.1
Campbell County	75.47	17.9	8.3
Culpeper County	76.16	13.4	10.7
Pittsylvania County	81.01	10.6	12.9
Tazewell County	79.06	11.2	13.0
DIVISION AVERAGE	76.91	13.1	11.6

Source: 2006 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2007. *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 B-3
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2005-06 FISCAL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS ¹	LOANS, BONDS, ETC. ³
Franklin County	9.4%	38.1%	8.8%	36.3%	3.3%	2.9%
Campbell County	9.8%	44.3%	7.4%	24.2%	2.8%	0.0%
Culpeper County	4.9%	20.5%	3.5%	30.2%	2.2%	37.9%
Pittsylvania County	11.4%	55.4%	9.9%	19.0%	3.2%	0.0%
Tazewell County	10.5%	52.0%	10.6%	20.0%	3.5%	0.5%
DIVISION AVERAGE	9.20%	42.1%	8.0%	25.9%	3.0%	8.3%

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

¹ Includes funds from private sources, food service receipts, transportation revenues, the sale of assets and supplies, rebates and refunds, and receipts from other agencies.

² Represents the total amount of beginning-year balances as reported by school divisions and regional programs on the Annual School Report Financial Section.

³ Represents proceeds from Literary Fund loans, the sale of bonds, and interest earned on bank notes and/or investments.

**EXHIBIT B-4
DISBURSEMENTS PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2005-06 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL ¹	ADMINISTRATION PER PUPIL ^{2,3}
Franklin County	\$6,068.92	\$126.86
Campbell County	\$5,833.30	\$204.09
Culpeper County	\$6,175.17	\$349.72
Pittsylvania County	\$5,540.69	\$270.44
Tazewell County	\$6,080.60	\$101.80
DIVISION AVERAGE	\$5,912.35	\$213.22

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2007.

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

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

**EXHIBIT B-5
STAFF PER 1,000 STUDENTS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR***

SCHOOL DIVISION	STUDENTS AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Franklin County	7,370.06	4.21	72.87	0.95	14.09	5.02
Campbell County	8,846.39	3.35	75.47	0.25	10.68	3.45
Culpeper County	6,994.76	3.29	76.16	0.86	16.30	4.15
Pittsylvania County	9,111.72	4.30	81.01	0.99	14.38	5.73
Tazewell County	6,805.21	3.82	79.06	0.88	10.87	4.70
DIVISION AVERAGE	7,825.63	3.79	76.91	0.79	13.26	4.61

Source: Virginia Department of Education Web site, 2007.

*Ratios based on ADM.

**EXHIBIT B-6
ADMINISTRATIVE AND CLERICAL PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Franklin County	1.00	79.84	11.10	0.00
Campbell County	9.00	68.10	11.30	0.00
Culpeper County	4.50	35.00	18.00	0.00
Pittsylvania County	9.30	51.60	6.14	0.00
Tazewell County	6.00	44.80	3.00	0.00
DIVISION AVERAGE	5.96	55.87	9.91	0.00

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2007.

**EXHIBIT B-7
ADMINISTRATIVE, ATTENDANCE AND HEALTH PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Franklin County	10.36	4.00	22.86
Campbell County	10.00	10.00	31.30
Culpeper County	12.00	12.50	14.50
Pittsylvania County	12.70	10.20	29.03
Tazewell County	6.00	13.50	22.00
DIVISION AVERAGE	10.21	10.04	23.94

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2007.

**EXHIBIT B-8
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Franklin County	2.00	10.51	0.00
Campbell County	1.00	10.50	5.20
Culpeper County	2.00	12.00	0.00
Pittsylvania County	1.00	11.65	0.00
Tazewell County	1.00	0.00	10.50
DIVISION AVERAGE	1.40	8.93	3.14

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2007.

**EXHIBIT B-9
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	TRANSPORTATION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, OPERATIVES AND SERVICE
Franklin County	3.50	8.76	0.00	152.84
Campbell County	0.00	16.50	1.00	127.20
Culpeper County	2.00	1.00	0.00	102.00
Pittsylvania County	1.00	27.16	0.00	207.17
Tazewell County	1.00	1.00	0.00	88.00
DIVISION AVERAGE	1.50	10.88	0.20	135.44

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2007.

**EXHIBIT B-11
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	FOOD SERVICES	PER PUPIL COST
Franklin County	\$3,132,592	\$421.93
Campbell County	\$3,366,506	\$378.54
Culpeper County	\$2,428,754	\$346.21
Pittsylvania County	\$4,039,481	\$437.66
Tazewell County	\$2,720,847	\$399.82
DIVISION AVERAGE	\$3,137,636	\$396.83

Source: Virginia Department of Education, Web site 2007.

**EXHIBIT B-12
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2007-08 SCHOOL YEAR**

SCHOOL DIVISION	ENROLLMENT	TOTAL FREE LUNCH	PERCENT FREE LUNCH	TOTAL REDUCED LUNCH	PERCENT REDUCED LUNCH	PERCENT FREE/REDUCED LUNCH
Franklin County	7,585	2,435	32.10%	673	8.87%	40.98%
Campbell County	8,782	2,289	26.06%	634	7.22%	33.28%
Culpeper County	7,445	1,671	22.44%	620	8.33%	30.77%
Pittsylvania County	9,403	3,134	33.33%	844	8.98%	42.31%
Tazewell County	6,932	2,666	38.46%	657	9.48%	47.94%
DIVISION AVERAGE	8,029	2,439	30.48%	686	8.57%	39.05%

Source: Virginia Department of Education Web site, 2007.

**EXHIBIT B-13
FREE AND REDUCED
BREAKFAST PRICES
PEER SCHOOL DIVISIONS
2007-08 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST
Franklin County	\$0.70	\$0.70	\$0.70	\$0.30	\$0.30	\$0.30
Campbell County	\$0.75	\$0.80	\$0.80	\$0.30	\$0.30	\$0.30
Culpeper County	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
Pittsylvania County	\$0.75	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
Tazewell County	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
DIVISION AVERAGE	\$0.84	\$0.90	\$0.90	\$0.30	\$0.30	\$0.30

Source: Virginia Department of Education Web site, 2007.

*Shaded areas indicate combined schools or no program participation.

**EXHIBIT B-14
FREE AND REDUCED LUNCH PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT LUNCH	MIDDLE STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY REDUCED LUNCH	MIDDLE REDUCED LUNCH	HIGH SCHOOL REDUCED LUNCH
Franklin County	\$1.75	\$1.75	\$1.75	\$0.40	\$0.40	\$0.40
Campbell County	\$1.40	\$1.55	\$1.55	\$0.40	\$0.40	\$0.40
Culpeper County	\$1.75	\$2.00	\$2.00	\$0.40	\$0.40	\$0.40
Pittsylvania County	\$1.50	\$1.75	\$1.75	\$0.40	\$0.40	\$0.40
Tazewell County	\$1.50	\$1.75	\$1.75	\$0.40	\$0.40	\$0.40
DIVISION AVERAGE	\$1.58	\$1.76	\$1.76	\$0.40	\$0.40	\$0.40

Source: Virginia Department of Education Web site, 2007.

*Shaded areas indicate combined schools or no program participation.

**EXHIBIT B-15
GRADUATES BY DIPLOMA TYPE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

DIVISION NO./NAME	STANDARD DIPLOMA	ADVANCED STUDIES DIPLOMA	SPECIAL DIPLOMA	CERTIFICATE OF PROGRAM COMPLETION	GED CERTIFICATE	ISAEP	GAD DIPLOMA	MODIFIED STANDARD DIPLOMA	TOTAL GRADUATES AND COMPLETERS BY DIPLOMA TYPE
Franklin County	190	279	25	2	0	5	0	11	512
Campbell County	219	276	13	15	70	0	0	22	615
Culpeper County	201	179	17	0	28	0	0	28	453
Pittsylvania County	256	258	36	1	2	5	0	16	574
Tazewell County	200	133	27	4	43	7	0	6	420
DIVISION AVERAGE	213	225	24	4	29	3	0	17	515

Source: Virginia Department of Education Web site, 2007.

**EXHIBIT B-16
GRADUATES BY CONTINUING EDUCATION PLANS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	ATTENDING TWO-YEAR COLLEGES	ATTENDING FOUR- YEAR COLLEGES	OTHER CONTINUING EDUCATION PLANS	EMPLOYMENT	MILITARY	NO PLANS
Franklin County	33.2%	31.4%	5.1%	22.3%	3.9%	4.1%
Campbell County	37.4%	31.9%	5.5%	10.9%	2.3%	12.0%
Culpeper County	22.3%	24.9%	12.8%	35.1%	2.9%	2.0%
Pittsylvania County	33.3%	35.7%	5.9%	15.5%	6.3%	3.3%
Tazewell County	38.3%	33.1%	2.1%	17.1%	1.9%	7.4%
DIVISION AVERAGE	32.9%	31.4%	6.3%	20.2%	3.4%	5.8%

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2007.

**EXHIBIT B-17
DROPOUT PERCENTAGE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	GRADES 7-12 ENROLLMENT	TOTAL DROPOUTS	DROPOUT PERCENTAGE
Franklin County	3,391	63	1.86%
Campbell County	4,184	76	1.82%
Culpeper County	3,197	64	2.00%
Pittsylvania County	4,342	80	1.84%
Tazewell County	3,161	43	1.36%
DIVISION AVERAGE	3,655	65	1.78%

Source: Virginia Department of Education Web site, 2007.