

Efficiency Review of Hampton City Schools *FINAL REPORT*



Submitted to:

Dr. Patricia Johnson
Interim Superintendent

Submitted by:



May 7, 2009

EFFICIENCY REVIEW OF HAMPTON CITY SCHOOLS

FINAL REPORT

Submitted to:

Dr. Patricia Johnson
Interim Superintendent
Hampton City Schools
One Franklin Street
Hampton, Virginia 23669

Submitted by:



2123 Centre Pointe Boulevard
Tallahassee, Florida 32308

May 7, 2009



MGT'S FINAL REPORT REVIEW
FOR HAMPTON CITY SCHOOLS

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

Patricia J. Johnson, Ed.D.

Signed

Superintendent (Interim)

Title

May 12, 2009

Date

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

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

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

Overview of Hampton City Schools

Hampton City Schools serves approximately 21,700 students in 23 elementary schools, six middle schools, four high schools, five special schools and two preK-eight schools (scheduled to open in 2010-11). The division's vision states: Hampton City Schools is the first choice for academic and lifelong success for every single student. The mission is to create school experiences to ensure that all students learn and demonstrate skills needed for lifelong learning. The Hampton School Board consists of seven elected members. The board meets twice a month for regular meetings that are open to the public.

For the second year in a row, Hampton High School has made the list of Newsweek Magazine's Top Schools in the nation. Hampton High School was recognized for its highly impressive International Baccalaureate Program

Also, HCS is the recipient of the National School Public Relations Association (NSPRA) 2007 Golden Achievement Award. The award was given for the school division's School Curb Appeal Initiative. According to the award letter received, NSPRA's Golden Achievement Award recognizes "exemplary work" with award judges seeking "outstanding achievement." The initiative, which is an on-going project – serves as an example of the positive changes that can take place when schools work hand in hand with the community.

Hampton City Schools is the only school division in the State of Virginia to receive the highly coveted 2007 Magna Award. The Hampton School Board earned this national recognition for the division's various program involvements with In-Sync Partnerships to

develop collaborations designed to increase school success and improve neighborhoods.

While HCS has received much recognition for its efforts, MGT was charged with finding practices that are commendable and could be replicated in other Virginia school divisions or recommendations for improvement to achieve greater efficiencies.

Review Methodology

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

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

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

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

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

Review of Existing Records and Data Sources

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

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

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

Data from each of these sources were analyzed, and the information was used as a starting point for collecting additional data during our onsite visit. It is noted that the division was able to provide most of the data requested electronically prior to our onsite visit, which assisted the review team tremendously.

On September 23-25, 2008, the MGT project director and one additional team member conducted a diagnostic visit at HCS. The three-day visit included over 30 interviews (the superintendent, central office administrators, principals, and members of the school board).

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

Online Survey

MGT administered an online survey to all HCS central office administrators, principals, assistant principals, and classroom teachers. The surveys were available from September 9 through October 3, 2009. When the survey period closed, 79.8 percent of the central office administrators, 45.8 percent of the principals and assistant principals, and 31.8 percent of the teachers had completed the survey.

MGT uses a statistical formula to identify an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of HCS, the response rate for the teacher group was above this standard; however, the central office administrator group response rate was 2.3 percentage points below the goal of 82.1 percent, and the principal/assistant principal group response rate was 34.4 percentage points below the statistically valid return rate of 80.2 percent. The survey results are located in **Appendix A** of this report.

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

Onsite Review

MGT conducted the onsite review of HCS from October 27-31, 2008 and November 6-7, 2008. The visits included interviews with numerous administrators at the schools and central office and interview/ focus groups with many classifications of employees including food service, technology, transportation, custodial, and instructional assistants.

The MGT team visited all 38 of the division schools at least once during the onsite weeks.

On October 28, 2008, MGT held a community open house for two and a half hours in the cafeteria of Kecoughtan High School. Approximately 14 people attended the event. MGT also received a few anonymous comments via the online forum.

Overall, the two site visits ran smoothly and Superintendent Russo and staff ensured that the MGT team members received data and scheduled interviews necessary to conduct the field work. The project director conducted a fieldwork debriefing with the superintendent on October 31, 2008. The debriefing covered activities for the week and an overview of commendations and potential areas for recommendations.

Peer Divisions

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

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

Based on the characteristics of HCS, the following peer divisions were selected and agreed upon: Lynchburg, Newport News, Norfolk, Portsmouth, and Roanoke City. MGT is required by the RFP to use the Virginia Department of Education and other peer data from these divisions to make comparisons throughout the chapters of this report. A peer comparison chapter is located in **Appendix B** of the report.

It is important for readers to keep in mind that when peer comparisons are made across divisions, the data are not as reliable, as school divisions may have different operational definitions and data self-reported by peer school divisions can be subjective.

Overview of Final Report

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

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

In **Chapter 11.0**, the report concludes with a summary of the fiscal impact of the review recommendations. **Appendix A** presents the results of the MGT-administered surveys of central office administrators, principals/assistant principals, and teachers. **Appendix B** presents a comparison of HCS with selected peer divisions.

Commendations

Overall, MGT identified 27 commendations for exemplary practices by the division. The detailed findings for each commendation appear in the full report in **Chapters 1.0** through **10.0**. The following are the commendations for which HCS is recognized.

CHAPTER	COMMENDATIONS
1	<p>The division has developed a comprehensive meeting agenda information packet that is provided electronically to members of the school board and for posting the agenda and meeting minutes on the web site (Commendation 1-A).</p> <p>The board is commended for having a student representative position on the board for attendance and input at regular meetings (Commendation 1-B).</p> <p>The board, superintendent, administration, and staff are commended for developing, implementing, and monitoring the strategic plan (Commendation 1-C).</p>
2	<p>The human resources department has a comprehensive web site that incorporates key elements of effective web design (Commendation 2-A).</p> <p>HCS has established a hiring process that is reflective of best practices (Commendation 2-B).</p> <p>HCS provides clear directives on what constitutes professional development and provides an organized, comprehensive system of training and development activities (Commendation 2-C).</p>
3	<p>The division has implemented a formal monitoring program to reduce overtime cost, professional leave hours, and part-time employee hours (Commendation 3-A).</p> <p>Hampton City Schools has improved its 2008-09 budget document to present data in an easily understood format that emphasizes programs instead of organizations (Commendation 3-B).</p> <p>HCS provides principals and school secretaries with up-to-date guidelines for managing school activity funds by routinely updating the <i>Principal's Manual of Accounting for Student Activity Funds</i> (Commendation 3-C).</p>
4	<p>Hampton City Schools continues to use consolidated purchasing functions with the City of Hampton which reduces redundant functions and cost to both entities (Commendation 4-A).</p> <p>The division takes advantage of just-in-time purchasing without adding warehousing expenses (Commendation 4-B).</p>
5	<p>HCS is committed to closing the achievement gap and continues to identify and implement best practices across the division (Commendation 5-A).</p> <p>The alternative education programs in HCS offer non-traditional instructional options to keep students in schools, increase on-time graduation rates, and decrease dropout rates (Commendation 5-B).</p> <p>The Academic Advancement and Enrichment Program in HCS offers an array of educational program options for advanced learners</p>

CHAPTER	COMMENDATIONS
	<p>(Commendation 5-C).</p> <p>The majority of HCS students identified as limited English proficient demonstrate successful mastery of Virginia’s English and mathematics standards of learning (Commendation 5-D).</p>
6	<p>The Hampton approach to Systems of Care demonstrates a highly effective approach to local, multi-agency service provision for children, youth, and their families (Commendation 6-A).</p> <p>HCS adheres to state and federal regulations for the provision of special education services as evidenced by school-based administrative staff development, policy and procedure documents, school-based case management services, child study team procedures, and appropriate curriculum and instruction for students with moderate and severe disabilities (Commendation 6-B).</p>
7	<p>Hampton City Schools has demonstrated excellent design and management by exceeding the industry standard for change orders on both renovations and new construction (Commendation 7-A).</p> <p>Hampton City Schools is taking a cautious approach to change orders on the two new school construction projects (Commendation 7-B).</p> <p>Hampton City Schools utilizes the state apprenticeship training program and retains the successful graduates (Commendation 7-C).</p> <p>Hampton City Schools demonstrates a commitment to saving energy for future generations (Commendation 7-D).</p>
8	<p>The division provides a competitive level of benefits that allows for a high retention rate among full-time employees, and for addressing the need for continued recruitment (Commendation 8-A).</p> <p>The transportation department has developed a framework to effectively operate and set a high standard for working together to achieve departmental goals and objectives (Commendation 8-B).</p>
9	<p>Hampton City Schools is commended for implementing the use of virtual servers on appropriate applications to reduce hardware costs and operating expenses (Commendation 9-A).</p> <p>HCS has developed a comprehensive and relational data base that captures pertinent data for tracking technology-related equipment (Commendation 9-B).</p> <p>HCS participates in cooperative virtual learning through the Hampton Roads Virtual Learning Center (Commendation 9-C).</p>
10	<p>HCS Food Service Program has an active and successful community outreach program to increase free and reduced price meal applications (Commendation 10-A).</p>

Recommendations

This executive summary briefly highlights key efficiency issues in HCS. Overall, MGT identified 102 recommendations for improving division operations. The detailed findings for each recommendation appear in the full report in **Chapters 1.0** through **10.0**. The recommendations for improvement include the following.

CHAPTER	RECOMMENDATIONS
1	<p>Provide fire-rated storage for valuable school board meeting records (Recommendation 1-1).</p> <p>Adopt and implement a policy requiring annual or periodic performance self-assessments to determine how the board may improve its performance effectiveness and efficiency (Recommendation 1-2).</p> <p>Develop and implement a local school board member orientation program (Recommendation 1-3).</p> <p>Evaluate the board clerk’s performance annually (Recommendation 1-4).</p> <p>Establish a Public Schools-City Shared Service Committee and workgroups and instruct them to evaluate current shared services and explore additional options (Recommendation 1-5).</p> <p>Review and update the policy manual provisions as required by the Code of Virginia and include specific language in those policies that only reference other sources for direction (Recommendation 1-6).</p> <p>Create a policy provision containing a listing of existing procedural manuals, handbooks, and planning documents and, on the web site, create a series of hot links from the manual to the cited documents or procedures or state the office of location (Recommendation 1-7).</p> <p>Adopt and implement a policy providing for the annual assessment of legal services, including cost effectiveness (Recommendation 1-8).</p> <p>Reorganize the executive organization and functions (Recommendation 1-9).</p> <p>Initiate planning for future organization restructuring that will be required as a result of continued declining enrollment and fiscal support (Recommendation 1-10).</p> <p>Reorganize leadership organizational and decision making activity (Recommendation 1-11).</p> <p>Assign a second, confidential, e-mail address to each of the division leadership team members and have their assigned secretarial or clerical staff member open and process the routine e-mails received through their regular division e-mail address (Recommendation 1-12).</p> <p>Assign responsibility for strategic planning and accountability to the proposed department of accountability, assessment, strategic planning, and technology (Recommendation 1-13).</p>

CHAPTER	RECOMMENDATIONS
1 (Cont'd)	<p>Revise the principal performance assessment system (Recommendation 1-14).</p> <p>Develop and implement formulas for the assignment of assistant principals and elementary secretarial and clerical front office support personnel (Recommendation 1-15).</p>
2	<p>Update the current human resources organizational chart (Recommendation 2-1).</p> <p>Review and analyze the current job assignments for human resources staff members to ensure each position has adequate standards of performance and is being adequately supervised (Recommendation 2-2).</p> <p>Establish a regular schedule to update personnel policies (Recommendation 2-3).</p> <p>Develop a procedural manual for professional personnel (Recommendation 2-4).</p> <p>Purchase the additional services necessary to implement iRecruitment® within the human resources management system (Recommendation 2-5).</p> <p>Review, update, and/or develop job descriptions for each HCS position, standardize the format, then systematically review and update all descriptions at least every three years (Recommendation 2-6).</p> <p>Conduct an employee satisfaction survey of all employees in order to determine perceptions of their working conditions and to gain insights on how to improve those conditions (Recommendation 2-7).</p> <p>Phase out educational supplements for individuals earning degrees outside of their field of employment (Recommendation 2-8).</p> <p>Phase out the existing retirement incentive plan (Recommendation 2-9).</p>
3	<p>Develop a set of comprehensive division-wide financial management procedures for all critical processes (Recommendation 3-1).</p> <p>Identify critical financial processes and cross-train employees (Recommendation 3-2).</p> <p>Develop individualized job descriptions for all office of business and finance division employees (Recommendation 3-3).</p> <p>Develop desk procedures for all employees of the financial departments and hold employees accountable for strictly following them (Recommendation 3-4).</p>

CHAPTER	RECOMMENDATIONS
<p>3 (Cont'd)</p>	<p>Establish a standard methodology for calculating and recovering printing department services that are recovered from schools, departments, and the City of Hampton (Recommendation 3-5).</p> <p>Compile a user manual for school and department staff describing processes required to be completed for financial related functions (Recommendation 3-6).</p> <p>Submit the division’s annual budget document for review and use suggestions to continue to enhance the presentation of data and make the document more beneficial to the Board, the City Council, and the public (Recommendation 3-7).</p> <p>Develop a budget adjustment policy that provides guidance as to when budget adjustments are to be prepared, and what approvals are required for various types (Recommendation 3-8).</p> <p>Modify the human resources and payroll systems to provide a partition between the two systems and allow access to only specific staff needing the data to complete their assigned job duties (Recommendation 3-9).</p> <p>Continue to evaluate options for a position control system and ensure funding (Recommendation 3-10).</p> <p>Implement procedures to hold secretaries and accountants accountable for accurately reporting time (Recommendation 3-11).</p> <p>Improve the division’s current process to ensure management control observations made by external auditor of student activity funds are formally addressed and the requirement to provide timely monthly reports is enforced (Recommendation 3-12).</p>
<p>4</p>	<p>Consider revising purchasing processes by delegating additional authority to schools and departments that will reduce the workload on the consolidated procurement department to enable it to improve purchasing services and provide training to division staff (Recommendation 4-1).</p> <p>Consider participating in the same procurement card program used by the City of Hampton and develop a formal policy for use of procurement cards to provide efficiencies in division purchasing and payment processes (Recommendation 4-2).</p> <p>Continue centralizing the management of textbooks and develop textbook management procedures (Recommendation 4-3).</p> <p>Create a division-level risk management advisory committee to provide strategic direction in the area of risk management and develop risk management policies (Recommendation 4-4).</p>

CHAPTER	RECOMMENDATIONS
4 (Cont'd)	<p>Obtain accident data from the city and develop a process to analyze accidents and focus training to reduce reoccurring accidents (Recommendation 4-5).</p> <p>Transfer the management of the division's fixed asset functions and staff performing fixed asset record keeping duties from the director of library media services to the director of business and finance (Recommendation 4-6).</p> <p>Develop fixed asset policies to direct the management of the division's investment in capital items (Recommendation 4-7).</p> <p>Assign responsibility for taking a consolidated annual physical inventory of division tracked fixed assets and reconcile the inventory to the capitalized inventory (Recommendation 4-8).</p> <p>Consolidate all fixed asset information from the Alexandria system into the file maker fixed asset tracking system (Recommendation 4-9).</p>
5	<p>Eliminate 11 positions in the department of curriculum and instruction including six teacher specialists, four clerical support, and one coordinator of career and technical education (Recommendation 5-1).</p> <p>Reorganize the department of instructional support (Recommendation 5-2).</p> <p>Eliminate school nurse positions and guidance counselor positions in elementary schools with low enrollments of less than 400 students (Recommendation 5-3).</p> <p>Eliminate duplicated positions in the department of Title I and compensatory education including three coordinator positions (Recommendation 5-4).</p> <p>Conduct an analysis of master schedules and block scheduling practices at all secondary schools to determine inefficiencies and develop alternate scheduling practices aimed at decreasing costs while maintaining the integrity of instruction (Recommendation 5-5).</p> <p>Eliminate 8.7 teacher units at Lindsay Middle School (Recommendation 5-6).</p> <p>Continue the implementation of instructional strategies, data-driven decision making, and standards-based instruction aimed at continued school improvement and student achievement (Recommendation 5-7).</p> <p>Develop and implement the procedures and software modifications to the Smart Walks technology to support and record findings for conducting school walk throughs (Recommendation 5-8).</p>

CHAPTER	RECOMMENDATIONS
5 (Cont'd)	<p>Continue to explore options for increasing student participation in advanced placement courses, dual enrollment courses in conjunction with local institutions of higher education, and the International Baccalaureate Program (Recommendation 5-9).</p> <p>Identify instructional strategies and interventions to improve English acquisition for students identified as limited English proficient in fifth through eighth grades (Recommendation 5-10).</p> <p>Track proficiency levels and course enrollment for students who demonstrate limited English proficiency in advanced classes (Recommendation 5-11).</p> <p>Improve the effectiveness and efficiency of career and technical education by eliminating courses that are under-enrolled, implementing specialized career academies within each of the high schools, and providing better career counseling for students seeking a credentialed career or technical program at New Horizons Career and Technical Education Center (Recommendation 5-12).</p>
6	<p>Reorganize the department of special education to eliminate duplicated or unnecessary positions (Recommendation 6-1).</p> <p>Review current regional education center placements and determine if the provision of special education and related services could be more cost efficient if provided within the division (Recommendation 6-2).</p> <p>Implement instructional strategies and accommodations throughout the general education curriculum aimed at improving the academic achievement of students with disabilities and narrowing the achievement gap when compared to all students in the division (Recommendation 6-3).</p> <p>Evaluate the effectiveness of the Single Grade Level Model (Recommendation 6-4).</p> <p>Increase the utilization of Bridgeport Academy as a service provision option for students with disabilities who have violated the Student Code of Conduct and on long-term suspension (Recommendation 6-5).</p>
7	<p>Balance the staff support available in the facilities and maintenance departments by adding a project manager and eliminating the operations manager position (Recommendation 7-1).</p> <p>Conduct a review of the existing board policies and administrative procedures and update as appropriate (Recommendation 7-2).</p> <p>Conduct appropriate planning activities and suspend Phase II of school construction until needs are determined (Recommendation 7-3).</p>

CHAPTER	RECOMMENDATIONS
<p>7 (Cont'd)</p>	<p>Develop and implement a comprehensive, long-range facility master plan (Recommendation 7-4).</p> <p>Review and revise existing work order system or purchase a work order program that supports data collection, tracking of costs, and scheduling (Recommendation 7-5).</p> <p>Relocate the maintenance department to a more centralized site (Recommendation 7-6).</p> <p>Adjust staff schedules to have at least one crew of tradespeople from each area working a split shift to be available in the evening (Recommendation 7-7).</p> <p>Hire 10 FTE custodians when the two new schools open, reallocate custodial hours to balance across the district, and review schedules to have more staff working outside the student day (Recommendation 7-8).</p> <p>Assign supervision and evaluation of site custodians to the custodial supervisors in the maintenance department (Recommendation 7-9).</p> <p>Discontinue the use of a central warehouse, but continue to bid and order custodial supplies centrally (Recommendation 7-10).</p>
<p>8</p>	<p>Clearly define any changes/expectations in a hand-out to be signed by the recipient (Recommendation 8-1).</p> <p>Initiate an internal study of the various bell time scenarios and select the combination of ride times with operating costs that best meets the needs of the division (Recommendation 8-2).</p> <p>Test the route sheet process to verify and validate that changes are accurately reflected (Recommendation 8-3).</p> <p>Convert to a three- or four-tier schedule (option two or three), to transport students on yellow buses while decreasing costs (Recommendation 8-4).</p> <p>Consider seeking other types of shared services with Hampton Roads Transport (HRT) (Recommendation 8-5).</p> <p>Start using a four-part form for discipline issues, and a three-part form for maintenance (Recommendation 8-6).</p> <p>Construct or purchase a new transportation facility to accommodate the program (Recommendation 8-7).</p> <p>Increase the staffing in the shop by three mechanics (Recommendation 8-8).</p>

CHAPTER	RECOMMENDATIONS
8 (Cont'd)	<p>Encourage mechanics to achieve ASE certification (Recommendation 8-9).</p> <p>Purchase vehicle maintenance software (Recommendation 8-10).</p> <p>Foster communication between transportation and special needs departments when developing the IEPs in order to optimize these routes whenever possible (Recommendation 8-11).</p> <p>Research the justification for all mechanics driving division vehicles home every day, and eliminate the practice where found unnecessary (Recommendation 8-12).</p>
9	<p>Consolidate the three technology-related departments into one information management systems and eliminate duplicate positions where functions are similar (Recommendation 9-1).</p> <p>Analyze the amounts recycled to calculate the additional revenue for technology-related equipment and other recycle items (Recommendation 9-2).</p> <p>Require the creation and steps necessary to complete work orders, develop a knowledge base for resolutions, and provide automated tracking and feedback for all technology-related work orders (Recommendation 9-3).</p> <p>Incorporate routine errors into preliminary data cleansing programs prior to VDOE submissions in order to reduce the number of errors during processing (Recommendation 9-4).</p> <p>Consider implementing additional online courses for general education students to reduce the number of schools open for summer classes (Recommendation 9-5).</p> <p>Incorporate FAQs and step-by-step procedures on the division's web site, after log in, where staff can potentially answer their own questions to possibly eliminate down time and reduce the number of help request submissions (Recommendation 9-6).</p> <p>Establish a school board policy that identifies criteria for issuance of cellular phones to division staff and transfer the responsibility of cellular phone support to information management systems (Recommendation 9-7).</p> <p>Develop a school board policy on the use of classroom telephones (Recommendation 9-8).</p>
10	<p>Employ a substitute coordinator that will assign available substitute workers to school cafeterias (Recommendation 10-1).</p>

CHAPTER	RECOMMENDATIONS
10 (Cont'd)	<p>Review and monitor staffing on a continuous basis to reduce labor cost to best practice levels of 40 percent of total revenue (Recommendation 10-2).</p> <p>Ensure that Material Safety Data Sheets (MSDS) are readily accessible, placed in consistent location division-wide, and employees are trained to use them (Recommendation 10-3).</p> <p>Develop methods to communicate with teachers and administrators about the food service program (Recommendation 10-4).</p> <p>Increase breakfast and lunch prices up to the average of local school divisions (Recommendation 10-5).</p> <p>Develop and implement a plan with short- and long-term goals for purchasing cafeteria equipment (Recommendation 10-6).</p> <p>Attach bar code tags to all appropriate HCS food service equipment (Recommendation 10-7).</p> <p>Correct non-critical kitchen hazards listed on the Virginia Department of Health food service evaluation reports in a timely manner (Recommendation 10-8).</p> <p>Monitor the elementary school breakfast program on a regular basis (Recommendation 10-9).</p> <p>Reduce food cost to an industry standard to 40 percent of total revenue (Recommendation 10-10).</p>

Fiscal Impact

Based on the analyses of data obtained from interviews, community input, state and school division documents, Hampton City Schools (HCS), and first-hand observations during the review, MGT developed 102 recommendations, of which 32 have fiscal implications.

As shown in **Exhibit 1**, full implementation of the recommendations in this report over a five-year period would generate gross savings of \$51,155,480; gross costs for the same period would equal \$7,740,035. Including a net one-time cost of \$563,064, there could be a **net savings of \$42,852,381**.

It is important to note that many of the recommendations MGT made without specifying a fiscal impact are also expected to result in a net cost savings to HCS, 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 2009-10 dollars and do not reflect increases due to salary or inflation adjustments.

EXHIBIT 1
SUMMARY OF ANNUAL SAVINGS AND COSTS

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS
	2009-10	2010-11	2011-12	2012-13	2013-14	
TOTAL SAVINGS	\$10,570,295	\$10,613,295	\$9,990,630	\$9,990,630	\$9,990,630	\$51,155,480
TOTAL (COSTS)	(\$1,515,135)	(\$1,556,225)	(\$1,556,225)	(\$1,556,225)	(\$1,556,225)	(\$7,740,035)
TOTAL NET SAVINGS (COSTS)	\$9,055,160	\$9,057,070	\$8,434,405	\$8,434,405	\$8,434,405	\$43,415,445
ONE-TIME SAVINGS (COSTS)						(\$563,064)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$42,852,381

1.0 DIVISION ADMINISTRATION

1.0 DIVISION ADMINISTRATION

In this chapter the findings, commendations, and recommendations for the overall organization of Hampton City Schools (HCS) are presented. The major sections of the chapter include:

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

CHAPTER SUMMARY

Contained within this chapter are commendations for actions and activities associated with division management. The commendations for Hampton City Schools include:

- The division has developed a comprehensive meeting agenda information packet that is provided electronically to members of the school board and for posting the agenda and meeting minutes on the web site (**Commendation 1-A**).
- The board is commended for having a student representative position on the board for attendance and input at regular meetings (**Commendation 1-B**).
- The board, superintendent, administration, and staff are commended for developing, implementing, and monitoring the strategic plan (**Commendation 1-C**).

The following recommendations are contained in this chapter:

- Provide fire-rated storage for valuable school board meeting records (**Recommendation 1-1**).
- Adopt and implement a policy requiring annual or periodic performance self-assessments to determine how the board may improve its performance effectiveness and efficiency (**Recommendation 1-2**).
- Develop and implement a local school board member orientation program (**Recommendation 1-3**).
- Evaluate the board clerk's performance annually (**Recommendation 1-4**).
- Establish a Public Schools-City Shared Service Committee and workgroups and instruct them to evaluate current shared services and explore additional options (**Recommendation 1-5**).
- Review and update the policy manual provisions as required by the Code of Virginia (the Code) and include specific language in those policies that only reference other sources for direction (**Recommendation 1-6**).

- Create a policy provision containing a listing of existing procedural manuals, handbooks, and planning documents and, on the web site, create a series of hot links from the manual to the cited documents or procedures or state the office of location (**Recommendation 1-7**).
- Adopt and implement a policy providing for the annual assessment of legal services, including cost effectiveness (**Recommendation 1-8**).
- Reorganize the executive organization and functions (**Recommendation 1-9**).
- Initiate planning for future organization restructuring that will be required as a result of continued declining enrollment and fiscal support (**Recommendation 1-10**).
- Reorganize leadership organizational and decision making activity (**Recommendation 1-11**).
- Assign a second, confidential, e-mail address to each of the division leadership team members and have their assigned secretarial or clerical staff member open and process the routine e-mails received through their regular division e-mail address (**Recommendation 1-12**).
- Assign responsibility for strategic planning and accountability to the proposed department of accountability, assessment, strategic planning, and technology (**Recommendation 1-13**).
- Revise the principal performance assessment system (**Recommendation 1-14**).
- Develop and implement formulas for the assignment of assistant principals and elementary secretarial and clerical front office support personnel (**Recommendation 1-15**).

1.1 Introduction and Legal Foundation

HCS consists of 23 elementary schools, six middle schools, four high schools, five special schools, and two Pre-K-8 schools scheduled to open in 2010-11. At the end of the 2007-08 school year, HCS enrolled 22,598 students with enrollment declining to 21,786 in September 2008.

Conditions in HCS of importance to this review include:

- Continuing enrollment decline of approximately 1,700 students from 23,569 in 2005-06 to the current 21,786.
- A revenue shortfall estimated to exceed 12.5 million for 2009-10 fiscal year.
- A large number of key administrative personnel nearing retirement.

- Ten elementary schools with enrollment numbers fewer than 400 students resulting in high costs per pupil.
- A large number of old facilities and lack of dedicated resources for eventual replacement or major retrofitting.
- A commitment to begin providing division owned and operated student transportation to all secondary students with Hampton Roads Transit Authority (HRTA) having been placed on notice regarding the anticipated change.
- Challenges in meeting the educational needs of a changing student population including at-risk and non-English proficient students.
- Varying school board member opinions on how best to provide the executive leadership to steer the division through the current challenges.

The superintendent and board members, as well as other personnel, emphasized the challenges associated with these issues in interviews with MGT.

1.2 School Board Governance

The educational system in HCS is the result of Commonwealth of Virginia legislation authorizing the establishment of city and county school divisions. The seven-member school board, resident of the City of Hampton, is elected to four-year terms.

Exhibit 1-1 provides an overview of the members of the HCS school board. As shown, members possess a wide range of years of service on the school board and represent both private and public sector occupational categories.

**EXHIBIT 1-1
HAMPTON CITY SCHOOLS
SCHOOL BOARD MEMBERS
NOVEMBER 2008**

NAME	TITLE	DISTRICT	YEARS OF SERVICE AS OF 11/30/08	OCCUPATION
Fred A. Brewer, Jr.	Chairman	Chesapeake Seat B	8	Retail Manager
Phyllis Taylor Henry	Vice Chair	Chesapeake Seat C	4	Retired Educator
Henry Godfrey		Hampton Roads Seat A	11	Retired Educator
Lennie Routten		Chesapeake Seat A	12	Laboratory Supervisor
Linwood "Butch" Harper		Hampton Roads Seat B	14	Environmental Consultant
Martha Mugler		At-Large	0	Mortgage Loan Consultant
William "Dave" Pearson		Hampton Roads Seat C	1	Retired Educator

Source: HCS Clerk of the Board and HCS web site, 2008.

Regular school board meetings are held on the first Wednesday of each month at 7:30 p.m. and any changes are posted on the web site and otherwise advertised. Work sessions are held monthly on the third Wednesday at 7:30 p.m. The regular meeting is held in the forum of Jones Magnet Middle School, 1819 Nickerson Boulevard and easily accommodates public access. This meeting is televised live on cable channel WHCS 46 and rebroadcast on Thursdays at 7:30 p.m. This meeting is also video streamed on the HCS web site (www.sbo.hampton.k12.va.us). The second meeting of the month is a work session and is held at 7:30 p.m. at the school administrative office at the Ruppert Sargent Building, One Franklin Street.

Closed meetings may be held and 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 Virginia law.

Minutes of all regular meetings are recorded by the school board clerk, transcribed and school board approved at the next regular meeting and published on the web site. Minutes are not maintained for closed meetings; rather, the board clerk prepares a record of motions and related votes. Minutes and supplementary data are stored electronically and in the board record book. The board record books for the current year and immediate past year are in a non-fireproof storage area.

The clerical duties and responsibilities of the board are assigned to the clerk of the board. The clerk is well-trained with responsibilities cross-trained to designated personnel.

School board members participate in various committee activities. **Exhibit 1-2** shows activity assignments.

**EXHIBIT 1-2
SCHOOL BOARD ACTIVITY ASSIGNMENTS
2008-09**

COMMITTEE NAME	BOARD MEMBER 2007-08	MEETING DATES
Virginia School Boards Association	Fred A. Brewer, Jr.	When convened
WHRO - TV	Phyllis Taylor Henry	Monthly
Virginia Living Museum	Henry Godfrey	Monthly
New Horizons	Lennie Routten	Monthly
Virginia School Boards Association	Linwood "Butch" Harper	When convened
Virginia School Boards Association	Martha Mugler	When convened
Career & Technical Education	William "Dave" Pearson	Monthly

Source: HCS board clerk, 2008.

Board members participate in Virginia School Boards Association (VSBA) meetings and training; however, new members are not provided a formal local orientation to their responsibilities.

MGT administered an online survey to central office administrators, principals and assistant principals, and teachers. Response rates for teachers were significantly high while response rates for the other groups were much lower. The responses of administrators and principals are not considered statistically significant. Nevertheless, the rates are instructive. **Exhibit 1-3** shows the responses to several survey statements.

**EXHIBIT 1-3
COMPARISON OF RESPONSES WITHIN THE DIVISION**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Board of Education members' knowledge of the educational needs of students in this school division.	61/29	66/23	36/29
Board of Education members' knowledge of operations in this school division.	65/26	66/23	38/27
Board of Education members' work at setting or revising policies for this school division.	73/17	77/9	39/26

Source: MGT survey results, 2008.

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

Exhibit 1-4 shows HCS comparisons with other divisions or districts in the MGT of America data base. As can be seen, HCS board gets generally higher marks from surveyed staff than other divisions or districts receive from comparable staff.

**EXHIBIT 1-4
COMPARISON OF RESPONSES WITH OTHER DIVISIONS**

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
Board of Education members' knowledge of the educational needs of students in this school division.	61/29	42/51	66/23	41/56	36/29	26/60
Board of Education members' knowledge of operations in this school division.	65/26	37/57	66/23	42/54	38/27	32/52
Board of Education members' work at setting or revising policies for this school division.	73/17	45/47	77/9	52/45	39/26	30/54

Source: MGT survey results, 2008.

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

FINDING

The meeting agenda is a best practice model, comprehensive and electronically transmitted, providing for public, administrative, and board member input. The school board meeting agenda and approved meeting minutes are posted on the division's web site, which provides the public a convenient way to view topics for consideration by the school board.

Approximately one week prior to the school board meeting, the superintendent, school board chair, and vice chair begin developing the agenda in collaboration with division staff. Information is compiled and provided to the school board clerk to include in each school board meeting agenda and supporting agenda packet.

After preparing a proposed or draft agenda, and organizing supporting documents, the school board clerk creates a final hardcopy and electronic version of the school board meeting agenda. The clerk then provides the electronic packet to board members each Friday prior to the regular Wednesday meeting.

The school board meeting agenda is posted on the division's web site using BoardDocs software that provides easy access to the agenda, supporting documents and meeting minutes subsequent to their approval.

Interviews with school board members reveal essential satisfaction with the information provided for each meeting and the availability of additional information if needed. MGT's review of meeting documents confirms this assertion.

Meeting dates for the year and regular meeting agendas are posted on the division's web site.

COMMENDATION 1-A:

The division has developed a comprehensive meeting agenda information packet that is provided electronically to members of the school board and for posting the agenda and meeting minutes on the web site.

FINDING

The school board has created a student representative liaison position on the board.

On August 8, 2008 the school board approved Policy BBBC, student liaison to the school board, as a means of securing student representative input as the board meets and takes actions. The policy directs that a representative and one alternate are to be selected from the superintendent's advisory council and or the principal's advisory groups. The student is a non-voting representative and does not attend closed sessions and does not have access to confidential information including student and personnel records.

This process was implemented just prior to the MGT onsite visit and interviews with board members indicate that the presence of a student representative at board meetings is providing valuable information to assist in guiding discussions and decisions.

COMMENDATION 1-B:

The board is commended for having a student representative position on the board for attendance and input at regular meetings.

FINDING

Important school board meeting records and supporting documentation (supplemental minutes) are prepared by the board clerk and approved and signed documents are placed in board books and on shelves in a non fire- or disaster-rated room thus creating the possibility of losing original artifacts should a disaster occur.

Copies of all documents are maintained electronically with original copies sent to the second floor records department for archival storage in the second year following their development.

Fires and/or severe weather could result in the loss of original historical documents and records maintained in the unprotected office. Best practices suggest that original valuable records should be kept either off the premises in safe storage or maintained in fire-rated vaults or cabinets on premises.

RECOMMENDATION 1-1:

Provide fire-rated storage for valuable school board meeting records.

The implementation of this recommendation should result in purchasing one fire-rated cabinet. This cabinet should be used to store the board records that have not yet been forwarded for archive storage in the records department on the second floor.

This recommendation should ensure that important original 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 lockable, fire-rated cabinet. Office supply stores offer such cabinets at \$1,300. The total one-time cost for implementation of this recommendation should be \$1,300. This recommendation can be accomplished with an estimated two clerical hours.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Purchase One Lockable, Fire-Rated Cabinet	(\$1,300)	\$0	\$0	\$0	\$0

FINDING

The school board does not conduct an annual self-assessment of its performance and therefore has no benchmark assessment to guide its establishment of performance improvement goals and related strategies.

Typically the VSBA recommends a policy often coded AFA, Evaluation of School Board Operational Procedures, and it includes the following provisions:

- The school board will review its performance annually to ensure its proper discharge of responsibilities to the community.
- Evaluation will be based on a positive approach, which will indicate the strengths of the board and the areas that need improvement.
- To help the board meet this goal, the following elements will be included in the school board self-evaluation process: 1. Board members will be involved in the development of an evaluation instrument and procedure; 2. The school board evaluation instrument will be completed by individual board members on a confidential basis, and submitted to the board chairman, or his or her designee, for compilation; 3. The school board will meet, with all members present, to review and discuss the composite results; and 4. Each conclusion will be supported by objective evidence.
- Upon final discussion of the results, the board will develop both short- and long-range goals and objectives to ensure continued proficiency in its area of excellence, to strengthen weak areas, and to improve the efficiency of the board.

RECOMMENDATION 1-2:

Adopt and implement a policy requiring annual or periodic performance self-assessments to determine how the board may improve its performance effectiveness and efficiency.

Implementation of this recommendation should result in the adoption of a policy requiring annual self-assessment of board performance. The development of the assessment instrument and procedures should provide the board with a systematic means for assessing its performance.

Exhibit 1-5 shows a sample, simplified meeting self-assessment instrument used by some boards.

**EXHIBIT 1-5
SAMPLE BOARD SELF-ASSESSMENT INSTRUMENT**

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

Source: Created by MGT of America, Inc., 2005 and revised November 2008.

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.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division; however, it will require the development of a self-assessment instrument and the procedures necessary for effective implementation. Policy language and related forms can be

provided by the VSBA and the time necessary to prepare them for use is minimal and estimated at two hours clerical and two hours administrative time.

FINDING

The board routinely participates in workshops and training sponsored by the VSBA. However, it has not established a formal orientation program that focuses on local protocols and other processes of the board to complement training offered by VSBA, thus making it more difficult for new members to understand all needed procedures and interpret some information. Without a formal orientation program that also provides data interpretation, inefficiencies in the use of both board member and staff time when requesting data is likely to result.

New school board members are not provided a comprehensive orientation to acquaint them with local division organization, board role and responsibilities, and the many details associated with carrying out their responsibilities. However, the superintendent does meet with board members individually to discuss division matters and various procedures.

Best practice suggests that an organized orientation program for new board members should be developed and tailored to local policy, procedures, organization and other matters to be determined by the board and administration.

RECOMMENDATION 1-3:

Develop and implement a local school board member orientation program.

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

- Organization of the school board, rules of order, procedures for obtaining information, establishment of the meeting agenda, and other operations matters.
- Organization of the school division including key administrative personnel that can provide assistance to board members upon request.
- The role of the board member as reflected in Virginia law and by best practices. The National School Boards Association (NSBA) and VSBA can provide valuable information for this portion of the orientation.
- A review of important documents including (but not necessarily limited to) the policy and procedures manual, employee handbooks, student code of conduct, and pupil progression plans or like documents describing division and state student matriculation requirements.
- A review of the division's planning documents and related processes for their development.

- A review of the division's budget and associated development and adoption timelines.
- The calendar of important dates and deadlines for board actions including approval of employee contracts for employment, establishment of the staffing plan for each year, review of the student code of conduct, and other required matters.
- Other local items that are deemed important to include.

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

Accomplishment of this recommendation should lead to the establishment of a board development program. Such a program can be developed in conjunction with the VSBA.

FISCAL IMPACT

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

FINDING

The board annually evaluates the performance of the superintendent but has not evaluated the performance of the board clerk nor has the superintendent or other administrative staff evaluated her performance of duties regarding responsibilities related to the public relations and marketing department.

The performance of the board clerk is not in question and board members and administrators alike laud the clerk's performance. However, best practices suggest that employee performance should be assessed annually with a record of such assessment placed in the employees personnel file.

Best practices recommend and policies require that each employee is evaluated at least annually and provided feedback on their job performance, as seen in Norfolk City Public Schools and in Franklin Township Public Schools (NJ).

RECOMMENDATION 1-4:

Evaluate the board clerk's performance annually.

Implementation of this recommendation should result in an annual performance review of the board clerk. Such a review can provide the clerk with valuable information to guide participation in professional development opportunities and afford formal positive feedback related to her effective performance.

FISCAL IMPACT

This recommendation can be implemented with existing resources and no additional cost other than the time needed to implement the evaluation which is estimated at two hours.

FINDING

The board and the city have established shared services for risk management, procurement, management of grounds and stadiums, a warehouse facility, and a real property site for transportation. However, no formal process has been established to ensure that existing shared services are optimized and that additional opportunities are explored as a means of conserving tax dollars and other resources.

MGT consultants were unable to identify evaluative data on the current services. However, some interviewed employees stated that procurement processes were difficult and that grounds management services were not always satisfactory.

The current status of shared services is reviewed in other chapters of this report; however, the formal evaluation of the effectiveness and efficiency has not been determined.

Best practices suggest that periodic review of shared services should result in improved services and possibly the identification of additional useful shared services opportunities. Williamsburg-James City County Public Schools and other Williamsburg-James City area agencies have developed shared services and evaluate their value.

RECOMMENDATION 1-5:

Establish a Public Schools-City Shared Service Committee and workgroups and instruct them to evaluate current shared services and explore additional options.

Implementation of this recommendation should result in the board chairman and the superintendent meeting with the Hampton City manager and chair of City Council to discuss establishment of a joint public schools-city shared service committee with accompanying workgroups. The committee would be charged with providing recommendations to the city manager and the school superintendent.

Overall important guidelines should be developed, including:

- Establishing primary guiding principles; high performance and value-oriented outcomes as a goal; emphasizing shared responsibilities and service as an end result; and shared services initiatives measured by standards and quantifiable performance.
- Establishing a shared services steering committee with a clearly defined charge.
- Creating a clear definition of shared services, and those services currently shared.

- Listing of clearly stated objectives and timeline for completion.

The list of potential shared services includes:

- Building maintenance.
- Legal services upon assessment of the current in-house service.
- Water quality testing and management.
- Capital projects management.
- Courier and mail services.
- Technology applications.
- Records management.
- Staff development.
- Surplus property/storage.
- Vehicle maintenance.
- Workers' compensation.
- Human resources.

Accomplishment of this should result in an in-depth review of shared services options with final recommendations submitted to the superintendent and city manager. This could result in greater efficiencies and savings.

FISCAL IMPACT

This recommendation can be implemented at no direct cost to the City of Hampton or HCS other than the employee time required for meetings and the research involved.

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.

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.

Division schools and the central office have a copy of the HCS policy manual. The policy manual has been placed online; however, the hardcopy maintained in the board attorney office is the official copy.

The policies have been codified using the NSBA codification system as reflected in **Exhibit 1-6**. The policy manual is composed of 11 chapters or major classification sections, each containing a detailed table of contents. Individual policies are coded within these chapters. The online manual contains a table of contents in the front of the document and policy provisions and various related procedures can be easily opened. The BoardDocs software on the web site provides search capability.

Exhibit 1-6 presents the HCS policy manual classifications (chapters), titles, and policy codes.

**EXHIBIT 1-6
HAMPTON CITY SCHOOLS
SCHOOL BOARD ORGANIZATION OF POLICY HANDBOOK**

CLASSIFICATION	SECTION TITLES	POLICY CODES
A	Foundations and Basic Commitments	AA-AGA
B	Board Governance and Operations	BB-BJA
C	General School Administration	CA-CM
D	Fiscal Management	DA-DO
E	Support Services	EBA-EGAAA
F	Facilities Development	FB-FF
G	Personnel	GB-GDPD
H *	Negotiations	None
I	Instruction	IB-INE
J	Students	JA-JO
K	School-Community Relations	KD-KND
L	Education Agency Relations	LB-LI

Source: HCS School Board Policy Manual, 2008.

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

Exhibit 1-7 shows the membership of the policy review committee. The policy review committee schedules meetings on the first and third Thursdays (3:45 PM-5:45 PM) in the fifth floor conference room at the school administrative center on an as needed basis to review proposed policies and revisions requested to existing policies.

**EXHIBIT 1-7
POLICY REVIEW COMMITTEE
NOVEMBER 2008**

MEMBER	JOB POSITION AND LOCATION
Leslie Beizer	Media Specialist, Machen ES
Sherrie Bollhorst	Curriculum Leader Health and PE
LaVonne Burger-Hoffman	Teacher Davis MS—HEA Rep
Myra Chambers	Principal, Hampton HS
Tim Grimes	Director, Student Services
Raymond Haynes	Principal, PK-8
Dr. Victor Hellman	Deputy Superintendent, Facilities & Business Support
Steven James	Parent Involvement Facilitator, Lee ES—HFT Rep.
Dr. Patricia Johnson*	Deputy Superintendent, Curriculum and Instruction
Brenda Johnston	Secretary, Language Arts—HAEOP Rep.
Dr. Patricia Leary	Executive Director, Elementary School Leadership
Dr. Ivy Lee	Coordinator, School Social Work
Nanci Reaves*	School Board Attorney
Dr. Mildred Sexton	Executive Director, Elementary School Leadership
Dr. Linda Shifflette	Deputy Superintendent for Instructional Support
James Shoffner	Study Hall Monitor, Phoebus HS—HFT (Alternate)
Laura Thornton	Executive Director, Human Resources
Donna Warthan	Principal, PK-8
Dr. Donna Woods	Executive Director, Secondary School Leadership

Source: HCS web site Data Request information, October 2008.

* Facilitators

Exhibit 1-8 shows state required provisions that are addressed in the current policy manual along with the specific code. As can be seen, HCS is in compliance with the requirement to adopt related provisions.

**EXHIBIT 1-8
VIRGINIA REQUIRED POLICY TOPICS
AND RELATED HAMPTON CITY SCHOOL BOARD POLICIES**

REQUIRED TOPIC	HCS APPLICABLE POLICY
Students not required to participate in certain political or political related activity.	JF
Requires parental written consent to survey students under certain circumstances.	JF, KI
Advising parents of the availability of information in the Sex Offender and Crimes Against Minors Registry.	JF, KN
Selection and evaluation of all instructional materials	AFE, IFE, IIAA, IIBD-R, IIBD-E, IM
Process for parents to address concerns related to the division	BDDH, KD
System of two-way communication between employees and school board	AAB, GBB, GBB-R, GBBA, GBBA-R
Cooperatively developed personnel evaluation procedures	GCN, GCN-R, GCP, GCPD,
Grievance, dismissal, and other procedures	GBM, GCG, GCG-R, GDG, GDG-R, GDH, GDH-R, GDPD, GDPD-R
Standards of student conduct and attendance	EEACC, JE, JF, JFCA, JFCA-R, JFCC
School-community communications and involvement	KG, KG-R,
Guidelines encouraging parents to provide instructional assistance to their children	IHGB, IKADB
Procedures for handling challenged and controversial materials	IIBD-R, IIBD-E

Source: HCS School Board Policy Manual, 2008.

FINDING

HCS school board policies have not been reviewed or adopted within the required time limits of the Code.

Exhibit 1-9 shows the revision status of HCS school board policies. As is shown, 237 of the 352 policies have not been reviewed or adopted within the required time limits of the Code. However, interviews with personnel reveal that some of these have been administratively reviewed but a date of the review process has not been incorporated into the history of the policy.

A further review of the policy manual shows that a large number of provisions are undated and typically reference the Code or regulations rather than provide specific, easily identifiable direction for the user, thus making the manual difficult for the lay person to understand the board's position on the matter without undertaking an examination of the cited code or other regulations.

A sampling includes the following undated provisions that reference the code or other controlling regulations:

- ACB – Nondiscrimination on the basis of handicap
- BCH – Consultants to the Board
- DF – Revenues from nontax sources

- DJB – Petty cash accounts
- EC – Buildings and grounds management
- EDA – Receiving and warehousing
- EEACB – School bus maintenance
- FC, FEC, FEE, and FEF – Facilities related policies
- GCP – Professional staff termination of employment
- IIBE Instructional television
- JFCB – Care of school property by students
- JHCA – Physical examination of students
- JK – Employment of students

**EXHIBIT 1-9
HAMPTON CITY SCHOOLS
BOARD POLICIES REVISION STATUS
NOVEMBER 2008**

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED/RESTATED IN:			
			PRIOR to 2003 or UNDATED	2003 and 2004	2005 through 2007	2008
A	Foundations and Basic Commitments	11	4	4	1	2
B	School Board Governance and Operations	31	13	11	1	6
C	General School Administration	12	5	6	0	1
D	Fiscal Management	18	7	4	4	3
E	Support Services	28	18	9	1	0
F	Facilities Development	8	8	0	0	0
G	Personnel	95	65	18	11	1
H	Negotiations *	0	0	0	0	0
I	Instruction	68	57	3	6	2
J	Students	63	44	11	7	1
K	School-Community Relations	15	13	1	0	1
L	Education Agency Relations	3	3	0	0	0
TOTALS		352	237	67	31	17

Source: HCS Board Policy Manual, 2008.

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

Failure to bring policies up-to-date can result in actions contrary to the Code and other controlling regulations. This condition could result in expensive litigation as well. Additionally, the practice of only referencing specific codes or regulations rather than incorporating a policy statement makes use of the manual by the laity more difficult and statutory language may be subject to interpretation that cannot easily be accomplished without the benefit of legal counsel. Overall, best practices suggest that the policy manual be written in language that is easily understood by users.

RECOMMENDATION 1-6:

Review and update the policy manual provisions as required by the Code and include specific language in those policies that only reference other sources for direction.

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. The school board's membership in the VSBA should facilitate this process.

The policies that have been administratively reviewed and found to be consistent with the Code and other controlling regulations should be taken to the board for final approval as reviewed and or updated and the date affixed to the documents.

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.

FISCAL IMPACT

Implementation of this recommendation can be accomplished through existing VSBA policy sources and no additional cost to the division. Staff time for accomplishing this recommendation cannot be accurately estimated until a plan for coordination and implementation is established.

FINDING

The policy manual contains references to procedural manuals, handbooks, and other documents. These are in addition to a variety of other publications that are often needed by the staff. Identifying and locating these can be time-consuming.

Various policies refer to other documents or procedures. Examples include:

- DM – cash in school buildings references the principals' manual of accounting procedures for student activity funds.
- EEACC – student conduct on school buses references written procedures.
- EEAD – cites forms for use of school buses.
- EFE – cites the use of a security manual.
- FB – provides reference to a five-year facility plan.
- GBACA – references a staff dress code document.
- GBM – cites a document, procedures for adjusting grievances.
- GCBD – contains leave provisions and could link to the forms.

The process of identifying the existence and location of important documents, forms, handbooks, and manuals can be expedited by creating a combined listing and incorporating it into a section of the policy manual and incorporating hot links from the policy to the referenced documents.

RECOMMENDATION 1-7:

Create a policy provision containing a listing of existing procedural manuals, handbooks, and planning documents and, on the web site, create a series of hot links from the manual to the cited documents or procedures or state the office of location.

Creating this document should provide HCS with a compilation of important procedures and operation manuals, handbooks, and other materials. Also, this provision should serve as a valuable tool for the orientation of new school board members as well as new division personnel.

Some school systems have included in their policy manual such a provision within the equivalent Section B, *Board Governance and Operations*.

This provision may be phrased as follows:

SCHOOL BOARD AND SCHOOL SYSTEM PLANS AND PROCEDURES

The school board has plans, manuals, handbooks and codes that outline procedures to be followed relative to stated topics. The plans, manuals, handbooks, and codes listed below may be adopted by reference as part of these policies when required by other board provisions, the Code of Virginia, or other controlling requirements. These include, but are not limited to...

Within this portion of the policy manual, the titles of various documents could be listed. This list should become an important resource for school board members and employees to understand the extent of activity and responsibilities involved in managing a complex organization.

Exhibit 1-10 provides a partial listing of the types of documents often included in such a document. Upon development and adoption of the list of documents and, concurrent with the implementation of **Recommendation 1-6**, a series of hot links should be created between the policy manual and cited documents. This action should result in providing the policy manual user easy access to other related information thus increasing user efficiency by reducing time required to locate needed documents.

**EXHIBIT 1-10
SAMPLE LIST OF PROCEDURAL, OPERATIONAL, PLANNING
AND OTHER DOCUMENTS**

Administration

Accountability Plans
Emergency Plan
Five-Year Facilities Development Plan
Food Service Procedures
Human Resources Management and Development Plan
Principals' Manual of Accounting Procedures for Student Activity Funds
Professional & Staff Development Plan
Safety Plan
Strategic Plan
Transportation Procedures Manual

Instructional & Student Services

After-School Child Care Program Manual
Alternative Education Plan
Code of Student Conduct
Instructional Material Manual
Instructional Technology Plan
Limited-English Proficient LEP Plan
Manual for Admissions and Placement in Special Education Programs
School Handbooks
School Health Procedures Manual
School Improvement Plans
Special Programs and Procedures Manual
Student Education Records Manual
Student Graduation Requirements
Student Services Plan
Testing Procedures Manual
Truancy Plan

Other Documents

Source: Created by MGT of America, Inc., November 2005 and revised November 2008.

FISCAL IMPACT

This recommendation could be accomplished with existing personnel while accomplishing **Recommendation 1-6**, updating the entire policy manual as required by Virginia, and at no additional cost to HCS. Consultants assume that the assignment of policy revision coordination will rest with the legal services department unless otherwise assigned by the superintendent.

1.4 Legal Services

Costs for legal services have increased dramatically over the last three decades due to a number of factors. These factors include due process activity associated with disciplinary

proceedings, complicated issues related to special education students, risk management matters, and a variety of other issues. Areas of special education and student disciplinary activity are particularly troublesome and require special legal expertise. These areas are typically complicated by the complexities of federal requirements and the relationship to local and state regulations, coupled with the school system's need to maintain an orderly educational environment.

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

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

FINDING

The board has not developed and adopted a process for assessing legal services to determine if in-house counsel will be the most economical and efficient method for procuring services.

Previously legal services were provided by the City of Hampton legal department; however, with the retirement of the city's veteran counselor the school board determined to establish an in-house position.

In-house legal services commenced in March 2008 and have been provided by a newly appointed attorney receiving high marks from central office and school-based administration. The attorney is handling human resources, special education, and contract issues on a timely basis. The attorney is developing sound working relationships with city legal services personnel. Risk management and related legal services are handled through the risk section housed with the city in a shared services operation.

Best practices and the determination of cost effectiveness dictate that the board should establish policy for the annual assessment of its legal services.

RECOMMENDATION 1-8:

Adopt and implement a policy providing for the annual assessment of legal services, including cost effectiveness.

Implementation of this recommendation should provide the board and administration with valuable information upon which to judge the cost effectiveness and efficiency of in-house legal services.

FISCAL IMPACT

This recommendation can be implemented at no direct cost to the school board other than the employee and board time required for research involved and meeting time. Developing the policy and related assessment instrument could take four hours of administrative and clerical time. An estimate of the amount of board time involved cannot be made; however, their review and approval can be accomplished during a regular meeting. Implementation should occur during a closed session.

1.5 Organization and Management

This section reviews the HCS organization, decision making, management, planning and accountability, public information, and school organization and management functions.

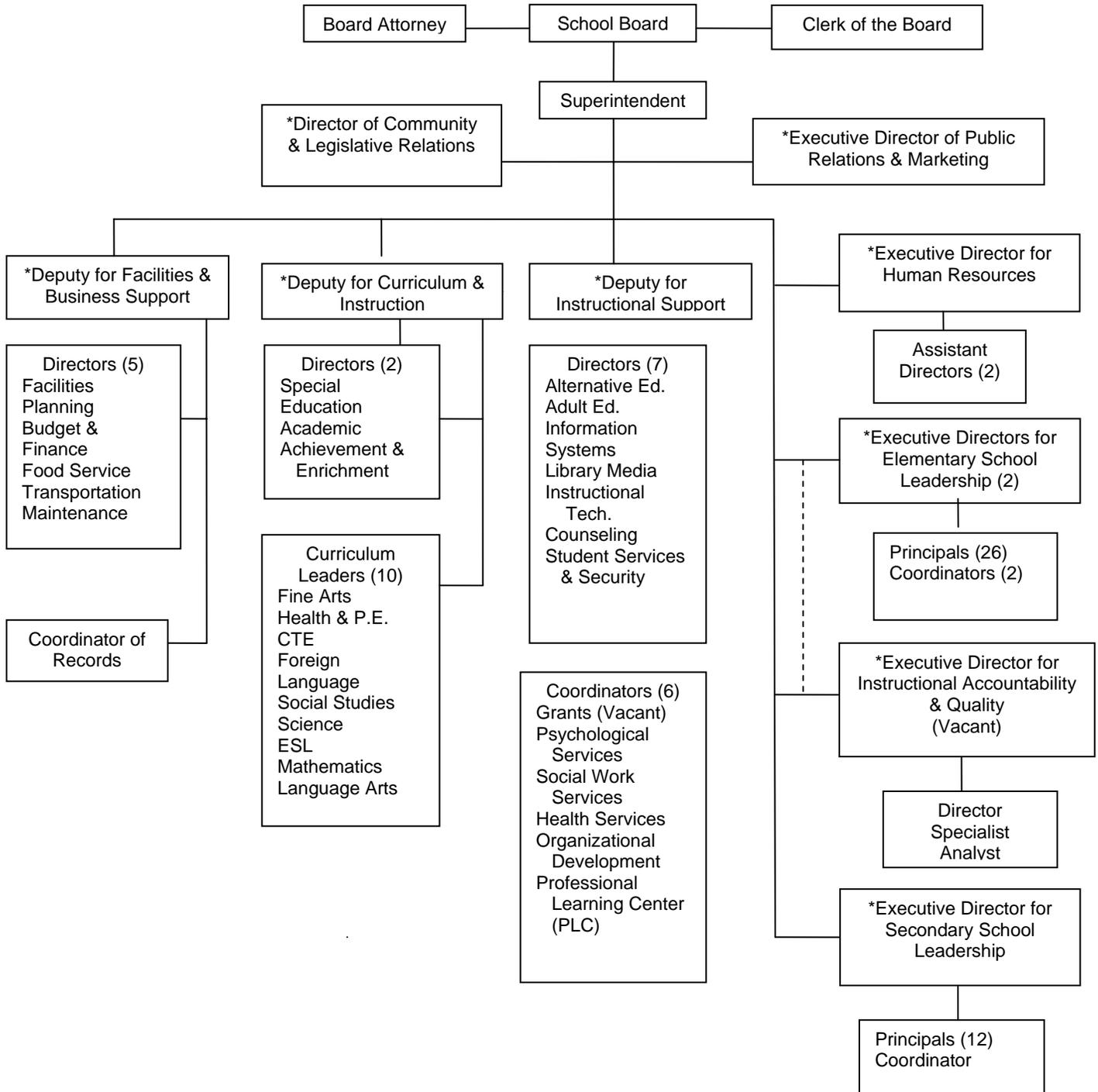
1.5.1 Division Organization

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

Hampton City Schools has three primary executive layers within the central office. These layers facilitate communication of information and decisions through the system and to its public; however, they create special challenges because of some broad spans of control and the organizational structures within various departments. The superintendent has organized a Division Leadership Team (DLT) to function as such plus serve as a broader-based cabinet. The DLT meets using a facilitative leadership model to guide its proceedings.

As shown in **Exhibit 1-11**, HCS is a relatively traditional organization with the three primary layers of central office authority under the superintendent: the system of three deputies, six reporting executive directors, and one director. A series of other administrators including directors, assistant directors, coordinators, and principals report to various subordinates to the superintendent. For a school system with an enrollment of over 20,000 that is decreasing, this represents, in MGT's experience, an organization that could be reorganized to meet declining enrollment and projected revenue shortfall.

**EXHIBIT 1-11
HAMPTON CITY SCHOOLS
EXECUTIVE ORGANIZATION AND DIRECT REPORTS
NOVEMBER 2008**



Source: Created by MGT of America, Inc. from HCS records and Interviews, October 2008.
* Division Leadership Team (DLT)

FINDING

The declining enrollment and diminishing fiscal resources of the division can no longer support the current organizational structure. There is a need to restructure the central office staff to consolidate functions, redefine spans of control, and ensure adequate accountability.

As shown previously in **Exhibit 1-11**, the superintendent has nine direct reports--and this does not reflect the support office personnel and required communications with the school board, all of which constitute essential duties.

Select peer divisions provided the following data (enrollment data is from Virginia DOE Division Report Cards; Virginia DOE Data & Reports: Virginia Education Statistics; Virginia DOE Superintendent's Annual Report 2006-07):

- Norfolk City Public Schools – A declining enrollment of 35,124 and the superintendent has six direct reports including a chief of staff position (Source: Efficiency Review, MGT of America, Inc., January 2008).
- Roanoke City Schools – A declining enrollment of 12,941 and the superintendent has three direct reports (Source: Performance Review, MGT of America, Inc., 2005) .
- Richmond City Public Schools – A declining enrollment of 23,771 and the superintendent has six direct reports; anticipating reducing the number to five (Source: Staffing Study, MGT of America, Inc., December 2008).
- Newport News City Public Schools – A declining enrollment of 31,571 and the superintendent has nine direct reports; however, the superintendent has also assumed supervision of all departments' administrators within curriculum and instruction including special education and student services (Source: School division's web site, 2009).

When compared to the majority of the peer divisions, the number of director reports to the HCS superintendent is excessive. HCS should consider reducing the number of direct reports to the superintendent and reorganizing the division's office administration.

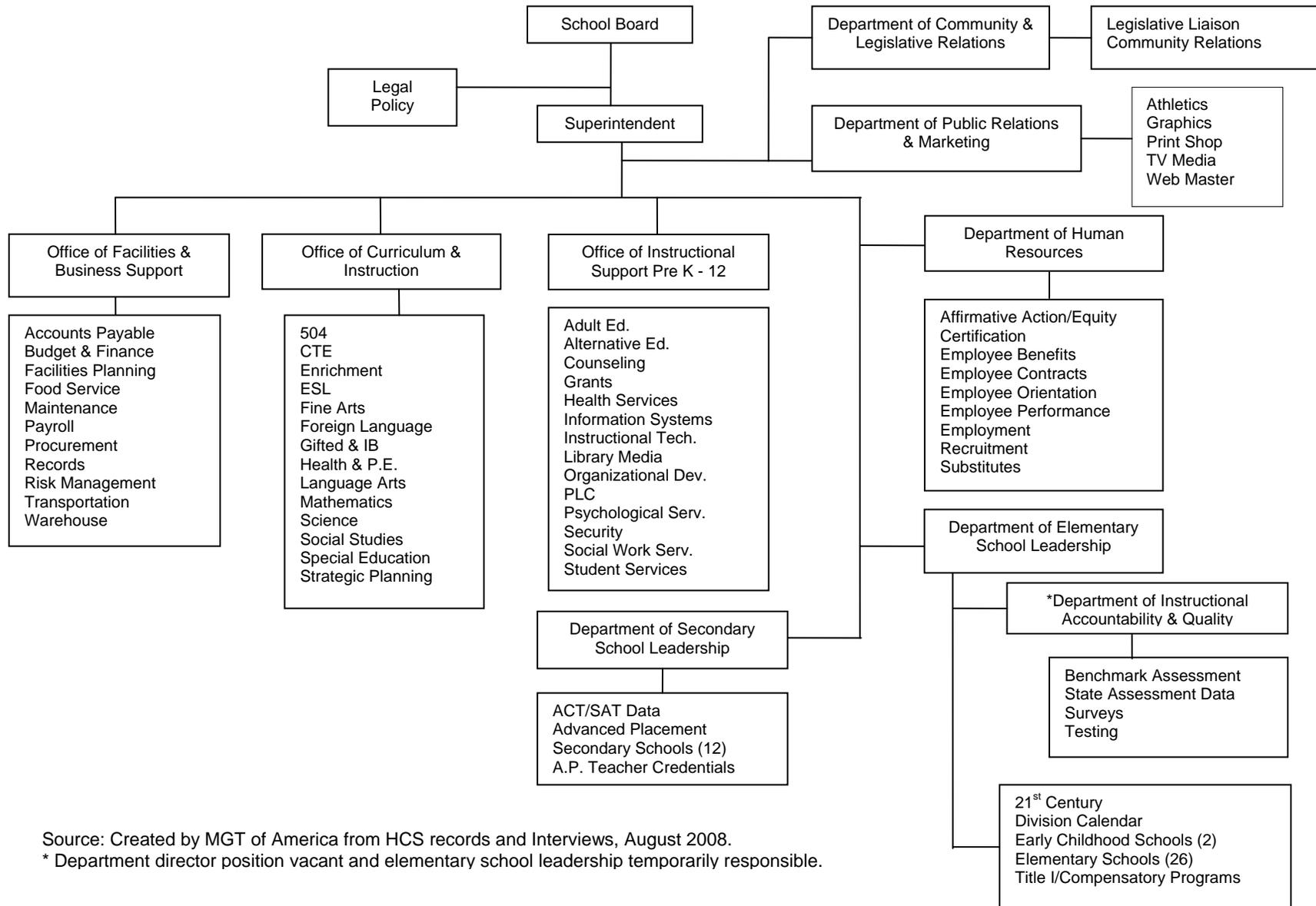
Exhibit 1-12 shows the current assignment of primary functions to departments and offices. An examination of the assignment within the division exposes significant misalignment of functional areas of responsibility. Examples include:

- Athletics is assigned to the department of public relations and marketing rather than either the department of secondary schools leadership or the department of physical education.
- The advanced placement program is assigned to the department of secondary school leadership rather than grouped with other instructional programs within the office for curriculum and instruction.

- Establishing the required credentials for advanced placement teachers is assigned to the department of secondary school leadership rather than within the credentialing section of the human resources department.
- The Title I/compensatory program is assigned to the department of elementary school leadership rather than within the office for curriculum and instruction or instructional support.
- The accountability system is fragmented by being assigned to various offices and departments.

Additionally, the current organizational structure separates community relations from the public relations and marketing functions into separate departments, each assigned administrative positions. This overall organizational pattern requires nine direct reports to the superintendent and has the potential for fragmenting curriculum and instruction.

**EXHIBIT 1-12
HAMPTON CITY SCHOOLS ASSIGNMENT OF FUNCTIONS
NOVEMBER 2008**



Source: Created by MGT of America from HCS records and Interviews, August 2008.

* Department director position vacant and elementary school leadership temporarily responsible.

RECOMMENDATION 1-9:

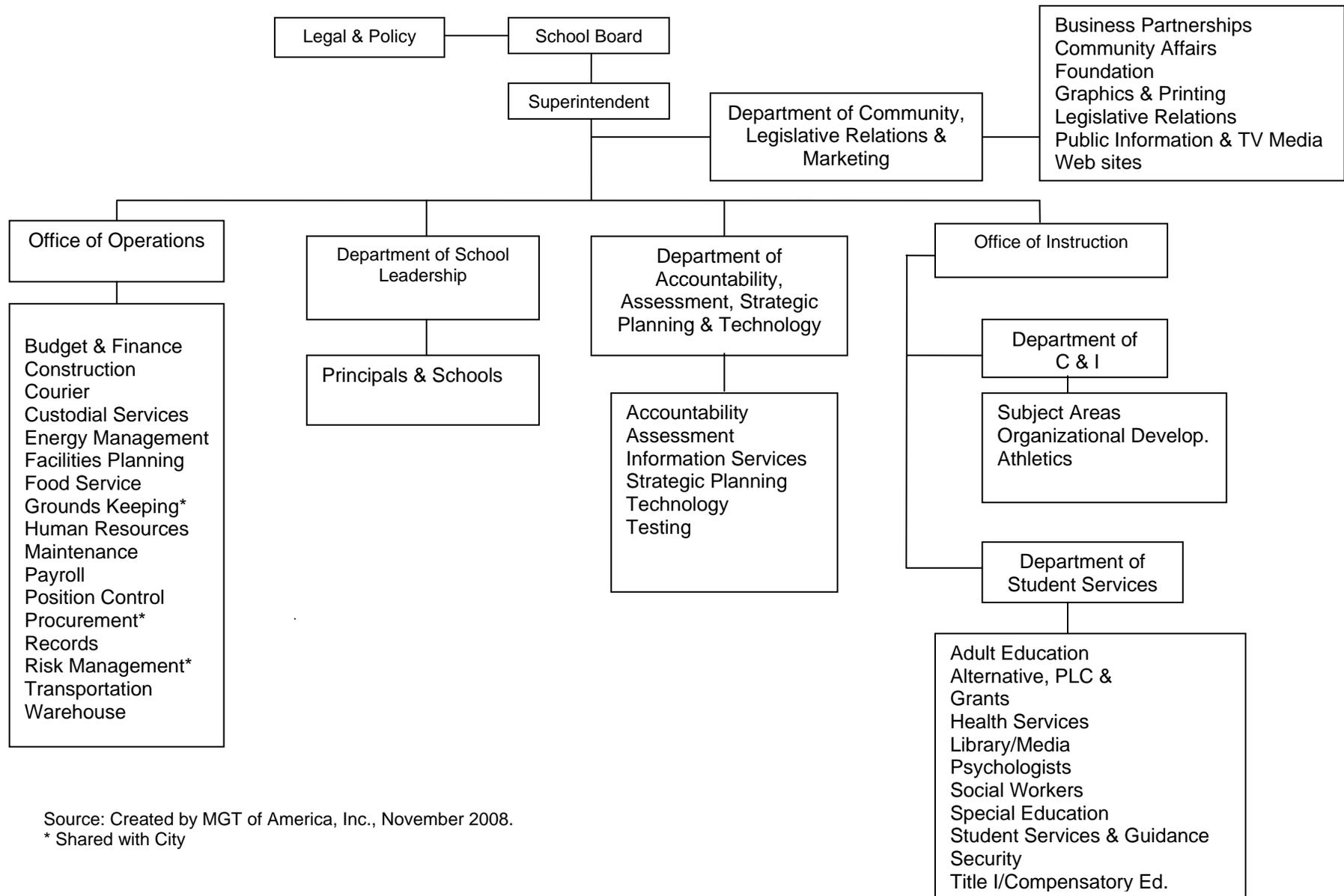
Reorganize the executive organization and functions.

Exhibit 1-13 shows a proposed alignment of essential functions and **Exhibit 1-14** shows the proposed reorganization of the executive leadership positions.

Implementing this recommendation should result in the following actions designed to improve internal and external communications, effect efficient coordination of services, and initiate a process for reducing overall central office organization costs:

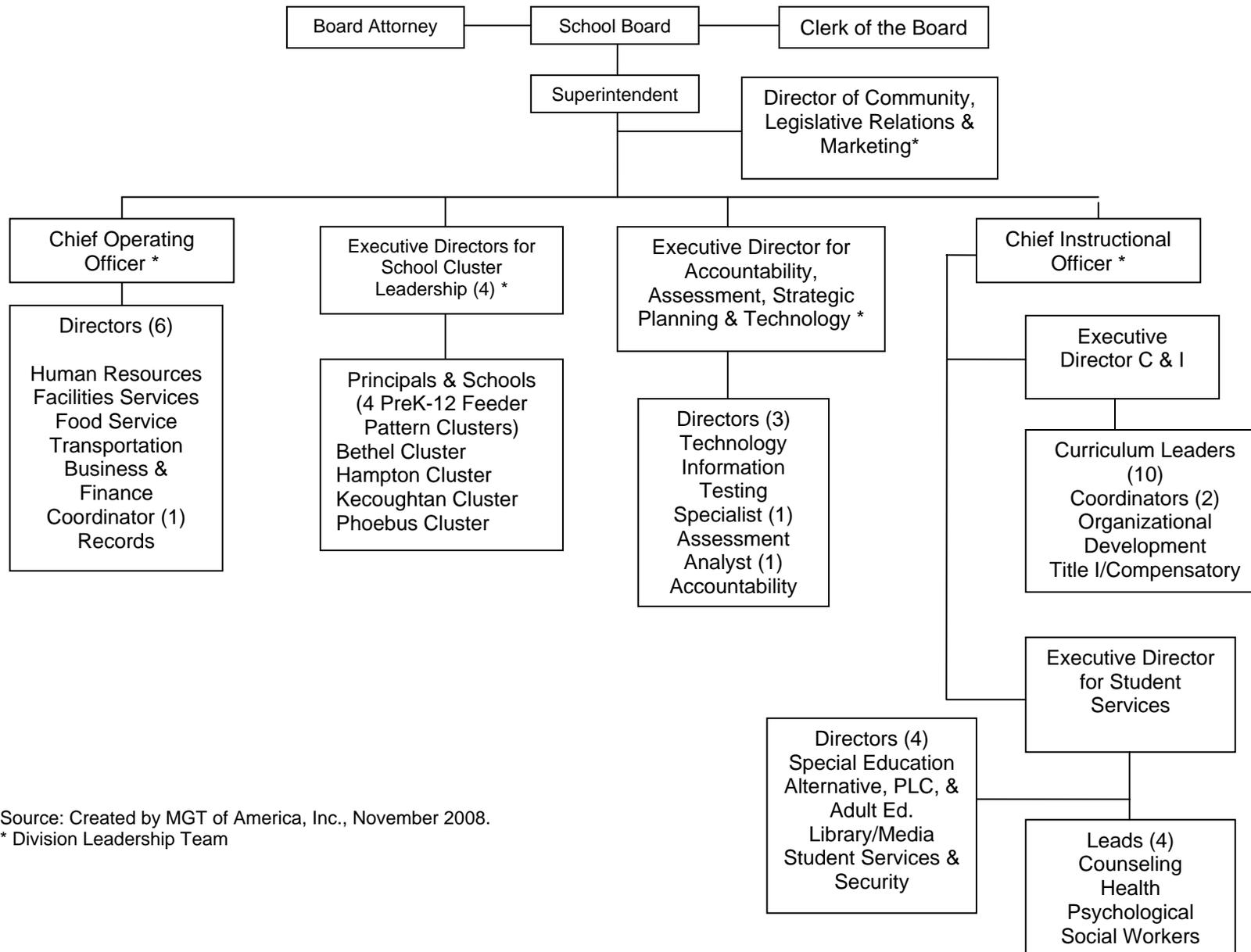
- Reduce the number of superintendent direct reports from the current nine positions to eight. This action will permit streamlining the division leadership team which is discussed in a subsequent section within this chapter (see **Section 1.5.2**).
- Consolidate the community and legislative relations and public relations and marketing departments under a single director position. This should result in downgrading an executive director position to director and a director position to coordinator (see **Section 1.5.2** of this chapter and **Chapter 10.0** for further discussion related to this proposal). Additionally, athletics should be reassigned to the department of curriculum and instruction.
- Eliminate one curriculum and instruction related deputy position and consolidate curriculum and instruction functions within a proposed office of instruction managed by a chief instructional officer (CIO) position resulting from converting the second curriculum and instruction related deputy position (see **Chapters 5.0** and **6.0** for detailed discussions of the assignment of functions and related proposed positions).
- Convert the facilities and business support deputy position to a chief operating officer position responsible for the office of operations (see **Chapters 2.0, 3.0, 4.0, 7.0, and 8.0** for detailed discussions of the assignment of functions and related proposed positions).
- Convert the current vacated position of executive director for instructional accountability and quality to executive director for accountability, assessment, strategic planning, and technology with overall responsibility for technology and information services, testing, accountability, and strategic planning.
- Reorganize the department of school leadership into four pre-K-12 feeder patterns and create one additional executive director for cluster leadership position. A January 2006 audit report prepared by Phi Delta Kappa addresses the issue of appropriate span of control for the effective management of schools and the effective articulation of programs throughout a pre-K-12 feeder patterns of schools and concludes, as does MGT consultants, that the proposed organizational pattern should be more effective. Each feeder pattern would include a high school and feeder middle and elementary schools and would equalize the span of control for each executive director to approximately 10 schools. This number should result in increasing effectiveness for support and supervision to the assigned schools.

**EXHIBIT 1-13
HAMPTON CITY SCHOOLS PROPOSED FUNCTIONS
NOVEMBER 2008**



Source: Created by MGT of America, Inc., November 2008.
* Shared with City

**EXHIBIT 1-14
HAMPTON CITY SCHOOLS PROPOSED EXECUTIVE ORGANIZATION
NOVEMBER 2008**



Source: Created by MGT of America, Inc., November 2008.
* Division Leadership Team

FISCAL IMPACT

This recommendation can be accomplished at a first year savings to HCS of \$76,508 and a five-year estimated savings of \$382,540. **Exhibit 1-15** shows how these costs are calculated.

**EXHIBIT 1-15
COST CALCULATION FOR
RECOMMENDATION 1-9**

RECOMMENDED ACTION	(COST)/SAVINGS CALCULATION – Fringe Benefits at 23.4% Plus \$7,902 Fixed	NOTES
Downgrade one executive director position to director	Salary of \$102,000 plus benefits cost of \$23,868 plus \$7,902 for a total of \$133,770 minus a director salary (\$68,000 plus benefits cost of \$15,912 plus \$7,902 for a total of \$91,814) for a net savings of \$41,956.	See Chapter 2.0 regarding retirement discussion.
Downgrade one director position to coordinator	Salary of \$68,000 plus benefits cost of \$15,912 plus \$7,902 for a total of \$91,814 benefits cost minus a coordinator salary (\$60,000 plus benefits cost of \$14,040 plus \$7,902 for a total of \$81,942) for a net savings of \$9,872.	As enrollment and fiscal resources continue to decline consideration should be given to elimination of this position.
Eliminate one deputy position	Salary of \$122,000 plus benefits cost of \$28,548 plus \$7,902 for a total savings of \$158,450.	See Chapter 2.0 regarding retirement discussion.
Create one executive director for school cluster leadership position	Salary of \$102,000 plus benefits cost of \$23,868 plus \$7,902 for a total cost of \$133,770.	If a future significant consolidation of elementary schools (five or more) is implemented then a review of the number of school cluster leadership positions should be conducted.
Total Annual Savings	\$76,508	
Total Five-Year Savings	\$76,508 x 5 = \$382,540	

Source: Prepared by MGT of America, Inc. from HCS payroll records and salary schedules, 2008.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Downgrade One Executive Director Position to Director	\$41,956	\$41,956	\$41,956	\$41,956	\$41,956
Downgrade One Director Position to Coordinator	\$9,872	\$9,872	\$9,872	\$9,872	\$9,872
Eliminate One Deputy Position	\$158,450	\$158,450	\$158,450	\$158,450	\$158,450
Create One Executive Director for School Cluster Leadership Position	(\$133,770)	(\$133,770)	(\$133,770)	(\$133,770)	(\$133,770)
TOTAL	\$76,508	\$76,508	\$76,508	\$76,508	\$76,508

FINDING

The 2002-03 through 2007-08 six-year enrollment trend shows a decrease of 1,279 students enrolled in HCS and November 2008 enrollment is 21,789 a slight increase. However, experience indicates that enrollment will decline during the school year as dropouts and other factors reduce enrollment. Additionally, the superintendent and board have indicated that they anticipate a further decline in revenue, perhaps well in excess of seven million for the 2009-10 fiscal year. However, no adopted plan for reducing future expenditures has been developed to ensure that the impact on instructional programs is minimized.

Exhibit 1-16 shows the previous six year actual enrollment and the projections for the six-year period through 2013-14. As can be seen, enrollment is projected to decline through 2012-13 followed by a slight increase.

**EXHIBIT 1-16
HAMPTON CITY SCHOOLS
ENROLLMENT DATA
2002-03 THROUGH 2013-14**

YEAR	ENROLLMENT	PROJECTION
2002-03	22,996	
2003-04	22,882	
2004-05	22,804	
2005-06	22,700	
2006-07	22,159	
2007-08	21,717	
2008-09		21,295
2009-10		21,014
2010-11		20,755
2011-12		20,576
2012-13		20,400
2013-14		20,441

Source: HCS data requested, November 2008.

School board policy CC, Administrative Organization Plan, revised in 2003, states that the superintendent and/or the administrative staff will conduct a review of the staff organization of HCS, at least annually, and present this information to the board. The organizational chart shall then be made available to the public.

RECOMMENDATION 1-10:

Initiate planning for future organization restructuring that will be required as a result of continued declining enrollment and fiscal support.

Implementation of this recommendation should be considered an essential portion of the short- and long-term plans incorporated into the strategic documents. Ongoing planning of this nature should position the school system administration and school board to make gradual adjustments in central office and school-level administrative and support staffing so as to minimize the impact on important instructional initiatives.

FISCAL IMPACT

This recommendation can be accomplished without additional expense to the division and as a component of the annual updating of the accountability plans and the systems strategic plan. Time involved cannot be estimated.

1.5.2 Decision Making and Management, Planning and Accountability, and Public Information

The current superintendent is in his fifth year of an extended contract as executive officer in HCS. The superintendent's contract, initiated in September 2006, provides the terms and conditions for employment. The contract includes specific provisions for benefits and compensation increases consistent with those of other HCS administrative and professional employees. Additionally, the school board provides reimbursement for school business and civic association dues, pays for a family health plan, provides life insurance, paid annual vacation leave, sick leave, and other benefits provided to 12 month employees of the school board. Additionally, the contract provides for the purchase of retirement credits as permitted under the Code of Virginia and retirement service rules. The contract in all respects is consistent with Virginia law and sound business practice.

The superintendent provides leadership for the division, with input from an executive staff, division leadership team (DLT) that includes the three deputy superintendents, six executive directors, and director of community and legislative relations. The weekly DLT meetings are guided by a model facilitative leadership protocol including timed agendas with facilitator, note taker, and timer roles rotated among the team's membership.

MGT collected survey responses from central office administrators, principals and assistant principals, and teachers. **Exhibit 1-17** shows the responses to items relating to decision-making and management of the division. As can be seen, overall responses by HCS surveyed personnel are slightly more positive than those of other divisions or districts in the MGT database.

**EXHIBIT 1-17
COMPARISON SURVEY RESPONSES
HAMPTON CITY SCHOOLS AND OTHER SCHOOL DIVISIONS**

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
Teachers and administrators in our division have excellent working relationships.	58/7	55/13	79/5	76/7	59/15	47/26
Most administrative practices in our school division are highly effective and efficient.	55/19	55/23	71/14	69/17	46/24	36/35
Administrative decisions are made promptly and decisively.	42/35	44/32	77/9	63/20	47/24	37/35
Central Office Administrators are easily accessible and open to input.	79/2	65/18	70/20	72/14	50/19	42/33
Authority for administrative decisions is delegated to the lowest possible level.	25/41	28/44	34/34	36/37	21/18	16/28
The school division superintendent's work as the educational leader of this school division.	61/36	79/18	75/25	80/17	67/22	50/39
The school division superintendent's work as the chief administrator (manager) of this school division.	57/41	77/19	77/22	81/17	73/21	52/37
Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	59/8	53/18	86/4	78/11	60/20	56/26
The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions.	62/10	49/20	64/18	59/21	43/24	29/38
Our school division has too many committees.	48/23	35/33	32/34	33/35	31/20	40/15
Our school division has too many layers of administrators.	13/64	18/65	18/57	25/58	33/28	49/18
Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	64/20	56/24	52/25	58/26	48/17	37/26
Central office administrators are responsive to school needs.	88/4	78/7	70/18	65/20	43/23	30/32
School-based personnel play an important role in making decisions that affect schools in our school division.	72/7	49/23	73/16	61/23	43/21	36/33

Source: Prepared by MGT of America, Inc. from survey results, 2008.

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

FINDING

The use of the facilitative leadership model for guiding the meeting activity of the DLT is commendable and is an important process for ensuring that all agenda topics are dealt with and meeting times confined to a two-hour period. However, due to the large number of participants and the severe time constraints, it minimizes or prevents the exploration of immediate concerns that may not have been agenda topics or cannot be dealt with in the overall meeting time limit.

Additionally, because of time constraints, occasionally the 10-member team is unable to bring closure to topics and they must be continued to the next meeting or assigned to ad hoc type work teams or groups. The process permits the accurate recording of key points made and actions required to keep membership apprised of active and next steps. Copies of meeting activity and notes are distributed to DLT members. The process, however, does not permit round table type discussions.

The superintendent meets individually with each deputy superintendent on a weekly basis and deals with their respective department issues and many other immediate matters. However, these meetings could be consolidated into a single executive leadership type session on a twice-monthly basis to accomplish current purposes and represent a more efficient use of all participants' time. Additionally, interdepartmental communications among the deputy superintendents could be simplified.

RECOMMENDATION 1-11:

Reorganize leadership organizational and decision making activity.

Implementation of this recommendation should result in two primary alterations in leadership team meetings and include the following actions:

First, a continuation of the DLT but using the facilitative leadership model twice each month on alternating weeks, perhaps the first and third Fridays and use the second and fourth Fridays for an open forum type discussion of current issues with focus on immediate school and program support initiatives' activity and preparation for school board meetings. As the DLT convenes as an open forum and school board meeting preparation group it functions much like a cabinet.

Second, institute a formal meeting of the three deputy superintendents and the director of community and legislative relations twice monthly (once **Recommendation 1-9** is implemented restructure this executive group and the DLT consistent with reorganization). This should serve as an executive group with the following primary obligations for ensuring that:

- All planning is effectively coordinated.
- Establish and maintain focus on mission, goals, and related initiatives of the system.
- Review data to ensure that decisions are based upon accurate and complete information.

- Ensure community involvement.
- Monitor internal communications to ensure effective communication of decisions and related information.
- Communicate the vision of the organization to all stakeholders.
- Guide program evaluation.
- Engage in orchestrating the specific and purposeful abandonment of obsolete, unproductive practices and programs.
- Maintain focus on continuous division and school improvement processes.
- Monitor the division's organizational climate.
- Ensure the development and equitable allocation of resources (fiscal, personnel, facilities, technology, etc.).

Effective overall monitoring of these primary strategic related issues should result in the structuring of the DLT's facilitative leadership meetings and providing important topics for discussion in the proposed monthly open forum type DLT meeting.

All meetings should be guided by prepared agendas with a record of important determinations maintained as is the current instance with the DLT. A summary of activity should be prepared and provided personnel via the web site and any other appropriate and convenient medium. Procedures should be developed and implemented to ensure that appropriate executive group information is provided to those who require the information in order to effectively carry out their assigned responsibilities.

It is understood that other division-level positions may participate in meeting proceedings from time-to-time and as necessitated by the nature of matters under consideration.

This change should result in a more efficient model for the division to provide assistance and services to the division's schools and staff.

The superintendent should continue his regular school visitation routine.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division and time committed by the superintendent to meeting activity should be reduced. This recommendation can be accomplished as the division completes the proposed reorganization.

FINDING

The superintendent and key executives spend increasing amounts of time processing e-mail each day, resulting in reduced time available to effectively carry out other responsibilities.

MGT consultants observed that some administrators arrive early, prior to regular office hours just to process their e-mail. In some instances this process is consuming one or more hours of valuable executive time.

If administrators are unable to fully delegate the opening of e-mail to a support staff member then other options need to be examined.

One preferred option is to establish a second, private and confidential e-mail address that is provided only to a carefully selected group of persons. This address then becomes the exclusive one for the administrator to open while a secretary can process all other e-mails, obtaining input from the administrator as is needed.

RECOMMENDATION 1-12:

Assign a second, confidential, e-mail address to each of the division leadership team members and have their assigned secretarial or clerical staff member open and process the routine e-mails received through their regular division e-mail address.

Implementation of this recommendation should result in assigning responsibility for opening and processing all of the superintendent and DLT members' regular e-mail by their respective support staff.

Additionally, each administrator should acquire a second e-mail address to be provided only to those who must communicate directly with them. Such persons could include school board members, other executive team members, and other selected persons. This action should result in freeing up administrative time for important work while still providing access by selected persons.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost to the division by using the current e-mail system and assigning the second encoded address.

FINDING

HCS has a well-developed 2005-10 strategic plan and five related strategic goals.

Strategic goals are organized to support identified critical issues that include:

1. Academic excellence.
2. School climate.
3. Human resources.
4. Community involvement.
5. Business operations.

The strategic goals supporting these issues include the following:

1. Maximize every child's learning.
2. Create safe, secure, nurturing environments.

3. Attract, train and retain exceptional staff.
4. Develop parent and community ownership of our school system.
5. Manage and maximize fiscal and physical resources effectively and efficiently.

Board meeting agenda items are each related to the essential critical issue and strategic goals thus contributing to maintaining important focus on division priorities.

While the Code of Virginia 22.1-253.13:6. B provides that a report should be prepared and reported to the public each odd-numbered year, HCS does so annually.

COMMENDATION 1-C:

The board, superintendent, administration, and staff are commended for developing, implementing, and monitoring the strategic plan.

FINDING

The deputy superintendent for curriculum and instruction has responsibility for the overall strategic plan and the annual reporting document; however, the proposed reorganization plan converts one deputy to a chief information officer with overall responsibility for all instructional and instructional support programs, thus creating a workload with a focus more aligned with implementation of strategic initiatives.

The proposed reorganization shown in **Recommendation 1-9** creates a department of accountability, assessment, strategic planning and technology. The primary purpose is to align essential planning and data development and analysis tools within one department that is organizationally separated from the primary departments to which it delivers services -- instructional and operations.

Best practices and organizational theory suggest that aligning strategic planning within one servicing department can create a situation where service priorities can become skewed or misaligned with established priorities.

RECOMMENDATION 1-13:

Assign responsibility for strategic planning and accountability to the proposed department of accountability, assessment, strategic planning, and technology.

Implementation of this recommendation should provide alignment of essential planning and data development and analysis tools within one department that is organizationally separated from the primary departments to which it delivers services—instructional and operations.

This positioning is consistent with a philosophy that no one other department should dictate accountability, assessment, strategic planning and technology priorities and that the chief executive officer (superintendent) should maintain direct reporting lines with these overall functional areas. Thus, departmental priorities are more easily governed by those established by the superintendent and the executive group.

FISCAL IMPACT

The cost of accomplishing this recommendation is included in the fiscal impact to **Recommendation 1-9**.

1.5.3 School Organization and Management

HCS provides instructional programs to students in four high schools, six middle schools including one alternative school, 23 elementary schools and four special schools or centers for a total of 38 schools and special schools or centers. Two new pre-K-8 schools will open and one elementary, Wythe, will close in 2010-11. **Exhibit 1-19** shows the enrollment of all schools as of October 2008.

The elementary and secondary schools are staffed with principals and assistant principal positions as well as deans, activities/athletic, guidance, and library positions. Additionally, each elementary school regardless of enrollment is staffed with full time assistant principal, guidance, art, music, and physical education positions plus one 12-month and one .5 eleven month secretarial/clerical office support positions. Principals have control over defined areas of responsibility and staffing is based on allocations provided annually. This includes custodial staff. Some schools have “traded” selected positions for additional positions.

Principals report to the executive directors for school leadership responsible for principals’ performance assessment and supervision. For purposes of supervision the principals and schools or centers are divided into three clusters each responsible to an executive director. Two clusters include elementary schools and one is assigned secondary schools. **Exhibit 1-12** shows the assignment of schools and other functions to the executive directors for school leadership departments. Overall, workloads are heavy but fairly well balanced.

The athletic director for schools reports to the department of relations and marketing and **Recommendation 1-9** proposes reassignment to the department of curriculum and instruction.

FINDING

The principal performance assessment system while reflecting the research-based principal competencies and effective schools factors does not provide for an assessment of leadership impact on student learning or specific, annual goals for professional improvement or growth. Consequently, the instrument does not tie principal performance to school improvement needs or related initiatives.

The principal assessment system is guided by a prepared guide or handbook.

Exhibit 1-18 shows the current summative instrument.

**EXHIBIT 1-18
HAMPTON CITY SCHOOLS
SUMMATIVE PRINCIPAL EVALUATION**

Directions: Based upon evidence gathered through observation, portfolio review, or other appropriate sources, select the rating for each Responsibility that most closely describes the principal/assistant principal's performance. Add comments where appropriate. Comments are required for ratings of "Unsatisfactory" or "Exemplary".

Area L: Leadership	Exemplary	Satisfactory	Needs Improvement	Unsatisfactory
L-1. The principal communicates and implements the vision of the Hampton City Schools.	-----	-----	-----	-----
L-2. The principal collaboratively develops, supports, implements, and assesses the school improvement plan.	-----	-----	-----	-----
L-3. The principal provides direction, support, and oversight of the curricula and instructional practices.	-----	-----	-----	-----
L-4. The principal identifies, analyzes, and resolves problems using effective problem-solving techniques.	-----	-----	-----	-----
L-5. The principal promotes student achievement and continuous school improvement.	-----	-----	-----	-----

Comments:

Area S: Delivery of Instruction	Exemplary	Satisfactory	Needs Improvement	Unsatisfactory
S-1. The principal selects and supports quality instructional and support personnel.	-----	-----	-----	-----
S-2. The principal supervises and evaluates staff according to division policies and procedures.	-----	-----	-----	-----
S-3. The principal initiates, encourages, and sustains the professional development of staff.	-----	-----	-----	-----

Comments:

**EXHIBIT 1-18 (Continued)
HAMPTON CITY SCHOOLS
SUMMATIVE PRINCIPAL EVALUATION**

Area M: Organizational Management	Exemplary	Satisfactory	Needs Improvement	Unsatisfactory
M-1. The principal coordinates the daily operation and maintenance of the facility.	-----	-----	-----	-----
M-2. The principal effectively manages fiscal and other resources.	-----	-----	-----	-----
M-3. The principal maintains effective discipline and fosters a safe and positive environment for students and staff.	-----	-----	-----	-----
M-4. The principal demonstrates effective organizational skills.	-----	-----	-----	-----
Comments:				
Area C: School and Community Relations	Exemplary	Satisfactory	Needs Improvement	Unsatisfactory
C-1. The principal promotes effective communication and interpersonal relations within the school.	-----	-----	-----	-----
C-2. The principal establishes and maintains effective communication with parents.	-----	-----	-----	-----
C-3. The principal establishes and maintains effective communication with the community.	-----	-----	-----	-----
Comments:				

**EXHIBIT 1-18 (Continued)
HAMPTON CITY SCHOOLS
SUMMATIVE PRINCIPAL EVALUATION**

<i>Area M: Professionalism</i>	<i>Exemplary</i>	<i>Satisfactory</i>	<i>Needs Improvement</i>	<i>Unsatisfactory</i>
P-1. The principal demonstrates a professional demeanor and practices ethical standards appropriate to the profession.	-----	-----	-----	-----
P-2. The principal participates in a process of continuous professional development.	-----	-----	-----	-----
P-3. The principal provides service to profession, the division, and the community.	-----	-----	-----	-----
Comments:				
<i>Evaluator's Signature:</i> _____		<i>Date:</i> _____		
<i>Evaluatee's Signature:</i> _____		<i>Date:</i> _____		

Source: HCS Department of School Leadership, November 2008.

Best practices suggest that principal assessment be not only related to the effective schools research but also reflect school improvement relationships and professional development goals.

RECOMMENDATION 1-14:

Revise the principal performance assessment system.

This recommendation should result in the establishment of a work group or team charged with the review and development of a revised principal performance appraisal system and related handbooks. The work group should have elementary, secondary and special school principal representation included in the membership. This group should begin its assigned work upon acceptance of this recommendation and complete an approved system by December 2009.

The system should address the five research based domains including transformational leadership, instructional leadership, organizational/managerial leadership, responsive leadership, and student outcomes. Each domain should contain explicit definitions related to exceeding, meeting, and below standards. Additionally, specific provisions for establishing performance goals along with proposed actions or professional development should be included.

The supporting handbook should contain an appraisal instrument with appropriately styled sections in an easily read format. The appendix to the appraisal instrument should address improving instruction and related information.

FISCAL IMPACT

This recommendation can be accomplished at a minimal cost related to the printing of the needed documents. However, time commitments must be made by administrative personnel assigned work group responsibilities. The amount of staff hours cannot be accurately estimated at this time.

FINDING

Staffing formulas are not employed to assist in determining the number of assistant principals and office support staff needed to effectively manage the division's schools. Consequently, work load inequities exist, particularly within elementary schools.

All schools are administratively staffed in compliance with the SOQ requirements. Each elementary school regardless of enrollment numbers has an assigned full-time assistant principal. Elementary enrollments range from a low of 267 to a high of 518 and 10 schools are enrolled at fewer than 400 students. Middle schools' enrollment ranges from 594 to 944 with from two to three assistant principal positions assigned. Each of the four high schools are assigned 4 assistant principal and two dean positions and enrollment ranges from 1,248 to 1,845 students.

Exhibit 1-19 shows the enrollment of schools and assignment of assistant principal and dean positions. As can be seen there is no evidence of the application of a staffing formula to determine the number of assistant principal and dean positions allocated to the schools. Interviews with administrative personnel indicate that no systematic formula or process other than "one school – one assistant principal criteria" is used to determine the assignment of positions. This system ignores varying workload issues that exist among the schools.

**EXHIBIT 1-19
HAMPTON CITY SCHOOLS
ENROLLMENT AND ASSIGNMENT OF
ASSISTANT PRINCIPAL AND DEAN POSITIONS**

SCHOOLS	GRADE LEVELS	TOTAL ENROLLMENT			NUMBER OF ASSISTANT PRINCIPALS	NUMBER OF DEANS
		REGULAR STUDENTS	SPECIAL EDUCATION STUDENTS	TOTAL STUDENTS		
<i>Elementary Schools</i>						
Aberdeen	K - 5	349	39	388	1	0
Armstrong	K - 5	371	35	406	1	0
Asbury	K - 5	353	57	410	1	0
Barron	Pre K - 5	356	55	411	1	0
Bassette	Pre K - 5	297	70	367	1	0
Booker	K - 5	314	67	381	1	0
Bryan	Pre K - 5	296	38	334	1	0
Burbank	K - 5	334	52	386	1	0
Cary	K - 5	378	57	435	1	0
Cooper	Pre K - 5	330	69	399	1	0
Forrest	K - 5	439	62	501	1	0
Kraft	K - 5	463	55	518	1	0
Langley	K - 5	442	47	489	1	0
Lee	K - 5	316	45	361	1	0
Machen	K - 5	465	49	514	1	0
Mallory	K - 5	280	53	333	1	0
Merrimack	Pre K - 5	294	47	341	1	0
Phillips	K - 5	382	51	433	1	0
Smith	PK - 5	381	41	422	1	0
Tarrant	Pre K - 5	309	82	391	1	0
Tucker-Capps	Pre K - 5	422	59	481	1	0
Tyler	K - 5	440	51	491	1	0
Wythe	K - 5	244	24	268	1	0
Totals		8255	1205	9460	23	0

**EXHIBIT 1-19 (Continued)
HAMPTON CITY SCHOOLS
ENROLLMENT AND ASSIGNMENT OF
ASSISTANT PRINCIPAL AND DEAN POSITIONS**

SCHOOLS	GRADE LEVELS	TOTAL ENROLLMENT			NUMBER OF ASSISTANT PRINCIPALS	NUMBER OF DEANS
		REGULAR STUDENTS	SPECIAL EDUCATION STUDENTS	TOTAL STUDENTS		
<i>Middle Schools</i>						
Davis	6 - 8	695	110	805	3	0
Eaton	6 - 8	681	121	802	2	0
Hampton Harbour Academy	6 - 8	65	2	67	0	0
Jones	6 - 8	869	75	944	2	0
Lindsay	6 - 8	613	144	757	3	0
Spratley	6 - 8	498	96	594	3	0
Syms	6 - 8	836	136	972	3	0
Totals		4257	684	4941	16	0
<i>High Schools</i>						
Bethel	9 - 12	1568	229	1797	4	2
Hampton	9 - 12	1397	194	1591	4	2
Kecoughtan	9 - 12	1631	213	1844	4	2
Phoebus	9 - 12	1054	194	1248	4	2
Totals		5650	830	6480	16	8
<i>Special Schools/Centers</i>						
Bridgeport Academy	7 - 12	71	1	72	1	0
Performance Learning Center	9 - 12	39	1	40	0	0
Mary Peake Gifted Center	3 - 5	161	9	170	1	0
Moton Early Childhood Center	Pre K	185	19	204	1	0

Source: HCS data request list, November 2008.

A review of the front office clerical support positions shows that all elementary schools regardless of enrollment numbers are staffed with the same number of administrative support clerical/secretarial positions creating significant inequities in workloads between the small and large schools' office staff. MGT consultants visited all elementary schools and sampled the workloads of various elementary schools' front office support staff. Clearly larger schools create significantly more workloads in terms of monies handled, number of activities taking place, numbers of telephone calls and walk-in interruptions, and other factors related to the size of the school.

RECOMMENDATION 1-15:

Develop and implement formulas for the assignment of assistant principals and elementary secretarial and clerical front office support personnel.

Implementation of this recommendation should result in a reassessment of the assignment of assistant principals to elementary schools. MGT consultants believe,

based on experiences in similar schools and a review of staffing patterns for elementary schools that it is difficult to justify the assignment of assistant principals to elementary schools with enrollments under 400 students unless clearly stated criteria are included in the staffing formulas. HCS assignment of positions regardless of student enrollment numbers disregards conditions that may be related to pupil mobility, complexities associated with student learning patterns, and other factors.

Implementation of a formula for assistant principal positions should be based, minimally, on enrollment numbers with consideration for number of students with special issues that require administrative support.

The proposed factor for elementary schools is one position for each 400 students. Application of this formula should result in the elimination of 11 elementary assistant principal positions; however, with the opening of two new schools that would earn one position each and the closing of one school eliminating one position, the net change for 2009-10 should be a reduction of 10.

As can be seen in **Exhibit 1-19**, the assignment of assistant principals to middle schools is not formula driven or based on the number of students. Jones Middle School with over 900 students is assigned two positions while other schools with nearly comparable or many fewer students are assigned three. Davis and Eaton Middle Schools with comparable enrollments including number of special education students are staffed at differing levels. The proposed factor for middle school assistant principals should be 1 assistant for each middle school for the first 300 students and a one additional position for each 500 additional students or factor thereof. This formula results in the following changes to existing middle schools:

- Davis: minus one
- Eaton: no change
- Jones: plus one
- Hampton Harbour Academy: no change
- Lindsay: minus one
- Spratley: minus one
- Syms: no change

Implementation of this formula would result in the elimination of two positions; however, with the addition of the two new preK-8 schools in 2009-10 and assignment of one assistant principal to each for the middle grades, the net change would be zero.

High schools' enrollment ranges from 1,248 to 1,844 while each school is assigned the same number of deans and assistant principals. The proposed factor for high schools would be one assistant principal for the first 300 students and additional positions for each additional 500 students or factor thereof. Each school should be assigned 2 dean positions for the first 1,599 students with additional positions assigned for each 300 students exceeding 1,599 in enrollment. This proposed formula should result in no change in the total number of assistant principals and increasing dean positions by two. This formula results in the following changes to existing high schools:

- Bethel: assistant principals – no change; deans – plus one
- Hampton: assistant principals – no change; deans – no change
- Kecoughten: assistant principals – plus one; deans – plus one
- Phoebus: assistant principals – minus one; deans – no change

Elementary schools with enrollments exceeding 399 students should be assigned two full-time office support clerical personnel. Larger schools create significantly more workloads in terms of moneys handled, number of activities taking place, numbers of telephone calls and walk-in interruptions, and other factors related to the size of the school. This assessment suggests that a school with enrollment of 400 or more students should be assigned two full-time office clerical positions. Calculations for the two new schools cannot be made until the actual enrollments are established; therefore, no adjustment is made for the projected closing of Wythe.

Middle and high schools appear to be appropriately staffed with clerical support positions.

All of the MGT proposed administrative staffing ratios exceed the Commonwealth SOQ requirements as stated in 22.1-253.13:2. H.2; however, these levels would be appropriate for HCS.

FISCAL IMPACT

This recommendation could result in a total annual cost savings of \$410,684.

The high school dean position calculation is based on an average 10 month dean salary of approximately \$43,000 plus benefits (23.4 percent) of \$10,062 plus \$7,902 for a total per position cost of \$60,964 times two positions for an annual total cost of \$121,928.

The elementary assistant principal position calculation is based on an average 11 month assistant principal salary of approximately \$55,000 plus benefits (23.4 percent) of \$12,870 plus \$7,902 for a total per position savings of \$75,772 times 10 positions for an annual total savings of \$757,720.

The elementary clerical front office support position calculation is based on an average 11 month one-half time salary of approximately \$12,000 plus benefits (23.4 percent) of \$2,808 plus \$3,951 (50 percent of the insurance since MGT is recommending adding one-half time and insurance cost is already factored into existing compensation) for a total per position cost of \$18,759 times 12 positions for an annual total of \$225,108.

The five-year cost savings could be \$2,053,420.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Create Two Dean Positions	(\$121,928)	(\$121,928)	(\$121,928)	(\$121,928)	(\$121,928)
Eliminate 10 Elementary Assistant Principal Positions	\$757,720	\$757,720	\$757,720	\$757,720	\$757,720
Convert 12 Part-time Clerical Support Office Positions to Full-time	(\$225,108)	(\$225,108)	(\$225,108)	(\$225,108)	(\$225,108)
TOTAL	\$410,684	\$410,684	\$410,684	\$410,684	\$410,684

2.0 HUMAN RESOURCES

2.0 HUMAN RESOURCES

This chapter reviews the personnel and human resources management functions for the human resources department of Hampton City Schools (HCS). The five areas of review include:

- 2.1 Organization and Administration
- 2.2 Personnel Policies and Procedures
- 2.3 Recruitment, Hiring, and Retention
- 2.4 Compensation and Benefits
- 2.5 Organizational Development

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

CHAPTER SUMMARY

High quality human resources management and development services are critical factors in the overall success of a school division. The HCS human resources department is comprised of a group of experienced and highly competent professionals who are committed to providing a high standard of service to the division. The department is well-organized with clearly defined tasks and responsibilities assigned to various members of the department. The following commendable practices were noted in the department:

- The human resources department has a comprehensive web site that incorporates key elements of effective web design (**Commendation 2-A**).
- HCS has established a hiring process that is reflective of best practices (**Commendation 2-B**).
- HCS provides clear directives on what constitutes professional development and provides an organized, comprehensive system of training and development activities (**Commendation 2-C**).

Part of the commitment to quality evidenced by members of the human resources staff was their interest in continual improvement. In interviews with MGT consultants, each member of the staff spoke of a departmental program, practice or activity that they had modified or suggested to increase the department's overall effectiveness and efficiency. The following recommendations are cited in this chapter to assist this division in its efforts to enhance the services provided by human resources:

- Update the current human resources organizational chart (**Recommendation 2-1**).

- Review and analyze the current job assignments for human resources staff members to ensure each position has adequate standards of performance and is being adequately supervised (**Recommendation 2-2**).
- Establish a regular schedule to update personnel policies (**Recommendation 2-3**).
- Develop a procedural manual for professional personnel (**Recommendation 2-4**).
- Purchase the additional services necessary to implement iRecruitment® within the human resources management system (**Recommendation 2-5**).
- Review, update, and/or develop job descriptions for each HCS position, standardize the format, then systematically review and update all descriptions at least every three years (**Recommendation 2-6**).
- Conduct an employee satisfaction survey of all employees in order to determine perceptions of their working conditions and to gain insights on how to improve those conditions (**Recommendation 2-7**).
- Phase out educational supplements for individuals earning degrees outside of their field of employment (**Recommendation 2-8**).
- Phase out the existing retirement incentive plan (**Recommendation 2-9**).

The human resources department plays a vital role in carrying out all the personnel functions necessary to staff the school division with highly qualified, capable and competent employees. These functions include:

- Conducting recruitment and initial screening of job applicants.
- Posting/updating position vacancy listings.
- Processing new employees.
- Monitoring licensure for certified personnel.
- Maintaining personnel files.
- Facilitating the orientation, training and evaluation of all HCS employees.
- Ensuring proper adherence to state and federal regulations regarding personnel operations (e.g. EEOC, 504, etc.).
- Updating human resources policies and procedures as needed.
- Assisting in the administration of personnel compensation and benefits.
- Preparing materials for human resources recommendations to the Hampton City School Board.

- Performing any and all other personnel duties in accordance with board policies and procedures established for human resources management.

The human resources department is responsible for delivering personnel services to both internal and external customers. Policies and procedures guiding the operations of the department must be well-written, comprehensive, easily accessible, and aligned with best practices in human resources management. The organization and administration of the human resources department affect the quality of services provided to the school division and impact the effectiveness and efficiency of the delivery of services.

MGT conducted a survey of central office administrators, principals, and teachers within HCS in order to ascertain their opinions with regard to services and operations in the school division. The survey analyses provided comparisons of the results of each group within HCS and between HCS and similar groups of central office administrators, principals, and teachers from other school systems. **Exhibit 2-1** shows comparisons of the opinions of the three groups within HCS on selected items from the survey.

Central office administrators, school principals, and teachers were asked to rate five areas of human resources—recruitment, selection, evaluation, staff development and risk management—as either *Needs Some/Major Improvement* or *Adequate/Outstanding*. Results of these survey responses are shown in **Exhibit 2-1**. As shown in the exhibit, the central office administrators and principals consistently rated these areas as *Adequate/Outstanding*, at rates that ranged from 52 percent to a high of 87 percent. By contrast, only personnel evaluation received a rating above 50 percent from teachers. Teachers rated risk management the lowest, with only 36 percent rating it as *Adequate/Outstanding*.

**EXHIBIT 2-1
SURVEY RESPONSES REGARDING
HUMAN RESOURCES SERVICES
HAMPTON CITY SCHOOLS
2008-2009 SCHOOL YEAR**

SURVEY AREA	ADMINISTRATORS		PRINCIPALS		TEACHERS	
	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/OUTSTANDING	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/OUTSTANDING	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/OUTSTANDING
Personnel Recruitment	26	67	30	66	23	43
Personnel Selection	37	56	27	71	29	44
Personnel Evaluation	42	52	30	66	31	64
Staff Development	34	61	14	87	12	47
Risk Management	5	55	16	75	17	36

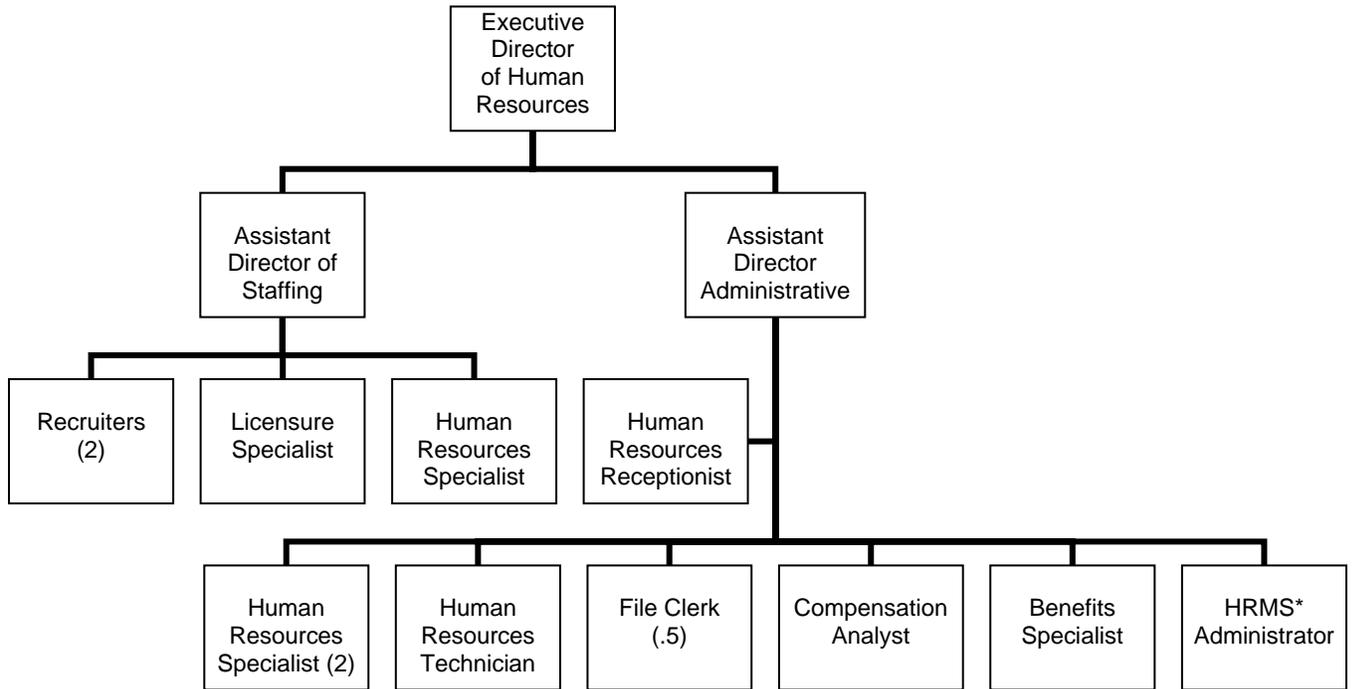
Source: MGT survey results, 2008.

¹ Percentage responding *needs some improvement* or *needs major improvement*/Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

2.1 Organization and Administration

The human resources department is headed by an executive director of human resources, supported by two assistant directors who directly report to this position. The executive director's position reports directly to the superintendent. In interviews with MGT consultants, all human resources department staff members appeared very knowledgeable in their areas of assignment and had established an informal system of cross-training to allow for operational functions to be covered during the absence of any given staff member. The organizational structure of the HR department is shown in **Exhibit 2-2**. As shown, the assistant director of staffing has four direct reports, and the assistant director for administrative services has eight, one of whom is the receptionist for the department.

**EXHIBIT 2-2
HAMPTON CITY SCHOOLS
HUMAN RESOURCES ORGANIZATIONAL CHART
2008-09 SCHOOL YEAR**



Source: Hampton City Schools, human resources department, 2008.
*Human Resources Management System

During interviews with MGT consultants, HR staff members described their major job responsibilities, which are displayed in **Exhibit 2-3**. As shown in the exhibit, the executive director has oversight responsibilities for all major functions in the department, and each of the other HR administrators and staff members have duties aligned with their position descriptions. Duties of the human resources specialists are differentiated by category, with one staff member working exclusively with classified personnel and the other with instructional and administrative.

**EXHIBIT 2-3
HAMPTON CITY SCHOOLS
MAJOR JOB RESPONSIBILITIES FOR
HUMAN RESOURCES STAFF MEMBERS**

MAJOR JOB RESPONSIBILITIES	HUMAN RESOURCES STAFF POSITIONS							
	ASST. DIRECTOR OF STAFFING	ASST. DIRECTOR ADMINISTRATION	HR SPECIALIST	HR COORDINATOR	COMPENSATION ANALYST	BENEFITS ANALYST	HRMS ADMINISTRATOR	EXECUTIVE DIRECTOR
Contracts		X	X	X	X		X	X
Oracle System		X	X		X		X	X
Benefits		X			X	X		X
Records	X	X						X
Recruitment/Retention	X							X
Licensure	X			X				X
Compensation		X	X		X			X
Employee Relations	X	X						X
FMLA		X				X		X
Substitutes	X		X	X				X
Fingerprinting			X					X
New Employee Orientation	X		X	X		X		X
Employee Tracking			X	X				X
EEOC	X							X
HR website/Tech Needs			X	X			X	X
HR Policies	X	X						X

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

The HR department is comprised of both experienced and new staff members, nearly all of whom did similar work prior to coming into their current position. **Exhibit 2-4** shows the number of years each staff member has work in HCS and the number of years in their current position. As shown in the exhibit, the assistant director of staffing has the longest tenure with ten years in her current position, and one of the human resources specialists has the shortest tenure of two months. All except two of the staff have been employed in HCS for at least one year.

**EXHIBIT 2-4
HAMPTON CITY SCHOOLS
YEARS OF EXPERIENCE
HUMAN RESOURCES STAFF MEMBERS
2008-09 SCHOOL YEAR**

POSITION	YEARS IN HAMPTON CITY SCHOOLS	YEARS IN CURRENT POSITION
Executive Director	4	4
Assistant Director of Staffing	11	7
Assistant Director, Administration	7	7
HRMS Administrator	7	7
Human Resources Specialist	3	3
Human Resources Specialist	10	7
Human Resources Specialist	12	7
Human Resources Specialist	7	1
Human Resources Specialist	1	2 months
Human Resources Coordinator	4	8 months
Benefits Specialist	6 months	6 months
Compensation Analyst	7 months	7 months
Office Receptionist	8 months	8 months

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

FINDING

The current organizational chart does not reflect the actual staff in the human resources department.

The most current organizational chart for the HCS human resources department shows two recruiters; however, one of these positions also serves as the human resources coordinator. In order to ensure that work loads and reporting relationships are balanced, it is important to maintain organizational charts that accurately display the position titles of the persons in the department.

RECOMMENDATION 2-1:

Update the current human resources organizational chart.

Organizational charts are detailed representations of the structures and hierarchies in an organization. They are typically used to provide both employees and individuals outside the organization with a "snapshot" picture of reporting relationships, divisions of work, and levels of management. The process of constructing and updating an organizational

chart is a valuable means by which an organization can judge its structural soundness and determine if the existing structure constrains or enhances the organization's efficiency and effectiveness.

FISCAL IMPACT

Implementing this recommendation can be accomplished through the revision of the chart by the executive director and submission of the revised chart to the school board for approval. The time involved should be minimal for administrators and clerical staff at less than one hour per position.

FINDING

Nearly half of the current HR staff have been in their current position for one year or less, increasing the need for more extensive orientation and supervision.

Six of the thirteen positions in human resources are staffed by individuals who have been in the position for one year or less. These positions—office receptionist, compensation analyst, benefits specialist, human resources coordinator, and two human resources specialists—all have responsibilities that require a great deal of interaction with current and/or prospective HCS employees. While there have been efforts to provide cross training for all HR staff members, having so many new staff presents additional supervision duties for department administrators, and has the potential to result in a reduction in the quality of service provided to clients as staff members become familiar with their job assignments.

Interviews with HR staff members revealed a great deal of satisfaction with the orientation each received upon starting their current position, and the support they receive from co-workers and supervisors; however, challenges arise as staff members strive to balance the time demands of learning their current position and responding to service calls from clients. Supervisors play a vital role in helping staff strike the balance successfully, but at the cost of additional time demands.

RECOMMENDATION 2-2:

Review and analyze the current job assignments for human resources staff members to ensure each position has adequate standards of performance and is being adequately supervised.

HR department administrators should examine the number of direct reports each assistant director currently has, along with the nature of the work tasks assigned to the staff under each position. For example, each position has human resources specialists reporting to it, and while each specialist has specific tasks that are distinct from each other, all work cooperatively, yet have duties that are shared among them.

Each of the staff positions should be reviewed and analyzed to determine if the following elements of performance have been adequately established for each position:

- **Goal and objectives.** Are the key purposes of each position identified and communicated?

- **Performance standards.** What should each staff member be doing each day to meet the informational services demands of their position?
- **Professional development needs.** What one-time and on-going training is necessary to increase each staff member’s job effectiveness?
- **Evaluation criteria.** How will staff know when their work is satisfactory, unsatisfactory, or superior?

Exhibit 2-5 displays a sample job analysis form that could be used for this purpose. In the first column supervisors and staff should jointly identify the key job tasks routinely performed, then for each task identify the elements in the next four columns. Once this form has been completed for each employee, administrators should look for areas of overlaps as well as gaps, e.g., services that are required of the department for which everyone or no one has direct responsibility, and thus need to be properly assigned.

**EXHIBIT 2-5
SAMPLE JOB ANALYSIS FORM
HUMAN RESOURCES DEPARTMENT**

JOB TASK	GOALS AND OBJECTIVES	PERFORMANCE STANDARDS	PROFESSIONAL DEVELOPMENT	EVALUATION CRITERIA
Task 1:				
Task 2:				
Task 3:				
Task 4:				

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

The desired outcome of this activity is to ensure that all staff members have balanced workloads that allow them to provide the best quality service possible, with the minimum amount of direct supervision or assistance, and also to ensure that staff training needs are met in order to increase their professional expertise.

FISCAL IMPACT

Implementing this recommendation can be accomplished through a series of meetings among HR department administrators to analyze the current organizational structure. These meetings should take approximately two hours over the course of a month. The recommendation does not involve the addition or removal of staff, so there are no additional projected costs or savings.

FINDING

The human resources department’s web site is well-designed and contains all the key elements of effective web design.

The division employs a full-time web master who has responsibility for the development and maintenance of the HR department’s web site. **Exhibit 2-6** displays the department’s home page. As seen in the exhibit, the site has a clean, visually-appealing

layout that provides links to all the information routinely requested by current and prospective HCS employees.

**EXHIBIT 2-6
HAMPTON CITY SCHOOLS
HUMAN RESOURCES HOME PAGE
2008-09 SCHOOL YEAR**



Source: Hampton City Schools, human resources web site, 2008.

These links include the following:

- **Job Opportunities.** Listing of current classified, non-instructional, instructional, administrative, and substitute teaching job vacancies. Applicants can download applications and go to other pages providing information about the district.
- **Application and Forms.** Instructional, administrative and general employment applications are available as PDF documents, along with a description of the application process for each employment category.
- **Compensation Plan.** Pay schedules for all employment categories, along with a salary calendar with payroll periods and pay days.

- **Your Benefits.** Provides description of all employee benefits: dental insurance, disability insurance, flexible spending accounts, 403(b), FMLA, sick leave bank, life insurance and the employee assistance program.
- **Your Leave.** Descriptions provided of sick leave, personal leave, and vacation.
- **HR Administration and Our Staff.** Lists the names, positions, and contact information for all HR staff members.
- **Work Schedules.** Links to a separate web page that lists the work calendar for categories of 10, 11, and 12 month employees.
- **Licensure Information.** This site contains links to the Virginia Department of Educational (VDOE) Licensure Renewal Manual, licensure requirements, and the VDOE web site for new teachers.

The layout and appearance of the department's web site incorporates three key elements of effective web design, namely:

- **Informative.** The site contains facts that are relevant and relatable to persons visiting the site.
- **Navigable.** Information at the site can be found quickly and is organized in a hierarchical format with sufficient numbers of internal links that take visitors to important pages within a mouse click or two from the homepage.
- **Concise Content.** Allows visitors to scan the site at a glance and gather a great deal of information in short passages.

By having routine information readily available to both current and prospective employees, the amount of time human resources personnel would have to devote to such tasks is reduced and allows them to focus on broadening and expanding their existing level of service, and increase their overall efficiency. With the addition of the iRecruitment® online applicant tracking feature described later in this chapter, the quality of the HR web site will be further enhanced.

COMMENDATION 2-A:

The human resources department has a comprehensive web site that incorporates key elements of effective web design.

2.2 Personnel, Policies, and Procedures

The National School Boards Association (NSBA) has stated that the purpose of school board policy is as follows:

The primary purpose of school board policies should be to establish and communicate the priorities, expectations and programs of the division, especially those targeted on student learning. All other policies should be central to other aspects of board governance including legal compliance,

public accountability and information, or assurance of safety, equity and order.

Policies and regulations guiding the delivery of personnel services to employees are stated in Section G: Personnel, of the Hampton City Schools Policy Manual. Within this section of the manual, policies and regulations for the employment of staff, compensation and related benefits, the duties and responsibilities of school personnel, family and medical and other types of leave, employee grievance procedures, and rules governing substitute teachers are just a few of the personnel functions detailed.

Section BFB: Policy Development, Evaluation, Approval and Dissemination, the policy manual states:

Professional personnel policies shall be reviewed periodically. Revisions and additions are subject to approval by the Board. Regulations for implementing approved personnel policies will be developed by the superintendent and his staff. Professional personnel or their elected representatives will be consulted in the review, revision, or addition. Revised or new policies and regulations will be published and distributed by the personnel office for inclusion in the policy document.

In addition to the policies governing human resources, the division produces an employee handbook. The handbook outlines procedures related to policies on employment, personnel records, benefits programs, timekeeping and payroll, working conditions and hours, leaves of absence, and employee conduct and disciplinary action.

FINDING

The HCS personnel policies are not updated regularly in accordance with board policy.

The adoption dates of the current policies range from 1971 to 2008. A full-text electronic version of the manual is posted at the division web site. The human resources department is charged with disseminating policy updates to all holders of policy manuals in the school division. **Exhibit 2-7** displays the index of HCS personnel policies. As shown in the exhibit, of the 144 personnel policies, 35 have been updated in the last five years.

**EXHIBIT 2-7
HAMPTON CITY SCHOOLS
HUMAN RESOURCES POLICIES
2008-09 SCHOOL YEAR**

HR POLICY	YEAR LAST UPDATED	HR POLICY	YEAR LAST UPDATED
GB - General Personnel Policies	1992	GCBDA - Professional Staff Sick Leave	2005
GBA - Equal Opportunity Employment	1971	GCBDB - Staff Attendance	2007
GBAA -Section 504, Rehabilitation Act of 1973	1993	GCBDC - Paid Personal Leave	2007
GBAB - Sexual Harassment	1994	GCBDF - Religious Leave	2004
GBAB-E - Employee Information Bulletin	No Date	GCBDG - Leave of Absence	2004
GBAB-R - Sexual Harassment Complaint Procedure	1992	GCBDGA - Military Leave	2004
GBAC - Standards of Employee Conduct	2003	GCBDGB - Family and Medical Leave	2007
GBAC-R - Standards of Employee Conduct Guidelines	1999	GCBDGC - Tracking of Absences for Professional Development Activities	2004
GBACA - Staff Dress Code	2003	GCBDGD - Paid Educational Leave	2004
GBAD - Neutrality of Distributed Materials	2000	GCBDGE - Vacation Leave	2004
GBB - Staff Involvement in Decision Making	2003	GCBDH - Leave for Civil Duty and Legal Absence	2004
GBB-R - Regulations	2003	GCBDI - Summer School and Intersession Leave	2005
GBBA - Staff Participation	2000	GCBDJ - Leave Donation and Transfer	1997
GBBA-R - Staff Participation-Administrative Guidelines	2000	GCBDJ-R - Leave Donation and Transfer Regulations	1997
GBBB - Staff Internet Use Guidelines	2007	GCBE - Holidays	2004
GBBB-R (1) - Internet Use Guidelines-Employee Acceptance Form	2007	GCBF - Holiday Compensation	2004
GBBB-R (2) - Sponsoring Teacher Internet Use Approval Form	2007	GCBG - Veterans' Day	2004
GBBC - Electronic Mail (E-mail)	2000	GCC - Professional Staff Recruiting	1986

EXHIBIT 2-7 (Continued)
HAMPTON CITY SCHOOLS
HUMAN RESOURCES POLICIES
2008-09 SCHOOL YEAR

HR POLICY	YEAR LAST UPDATED	HR POLICY	YEAR LAST UPDATED
GBBC-R - Electronic Mail (E-mail)	2000	GCD - Professional Staff Hiring	1986
GBC - Staff Ethics	1971	GCD-R - Regulations	1990
GBC-R - Code of Ethics of the Education Profession	1986	GCEA - Arrangements for Professional Staff Substitutes	1993
GBCA - Nepotism: Employment of Relatives	1999	GCG - Professional Staff Probation and Tenure	1989
GBCB - Confidential Information	1993	GCG-R (1) - Regulations	1986
GBE - Staff Health and Safety	1971	GCG-R (2) - Regulations	1982
GBEA - Worker's Compensation Leave	2004	GCG-R (3) - Regulations	1982
GBEB - Reports of Certain Acts to School Authorities	1999	GCI - Professional Staff Assignments and Transfers	1999
GBEB-R - Reports of Certain Acts to School Authorities	1999	GCI-R - Voluntary Transfers and Reassignment	1999
GBEC - Working Conditions	1976	GCJ - Professional Staff Time Schedules	1975
GBED - Communicable and Infectious Disease	2003	GCK - Professional Staff Work Load	1990
GBED-E (1)	2003	GCKB - Professional Staff Meetings	2006
GBED-E (2)	2003	GCLA - Professional Staff Visitations and Conferences	2001
GBED-R - Communicable Diseases: The Organisms That Cause Them and Their Routes of Transmission	NO DATE	GCM - Supervision of Professional Staff	1971
GBEE - Blood Borne Contagious or Infectious Diseases	1993	GCN - Evaluation of Professional Staff	2000
GBEE-R - Body Fluids, their Potential Infective Agents and Concerns for Transmission	1993	GCN-R - Evaluation System	2000
GBEF - Maintenance of Drug Free Workplace	1991	GCO - Professional Staff Promotions	1981
GBEF-R - Regulations	1989	GCO-R - Regulations	1993
GEBF-E	1989	GCP - Professional Staff Termination of Employment	1993

EXHIBIT 2-7 (Continued)
HAMPTON CITY SCHOOLS
HUMAN RESOURCES POLICIES
2008-09 SCHOOL YEAR

HR POLICY	YEAR LAST UPDATED	HR POLICY	YEAR LAST UPDATED
GBEG - Employee Substance Abuse and Testing Policy	1994	GCPA - Reduction-In-Force	1991
GBG - Staff Participation in Political/Religious Activities	1976	GCPA-R - Staff Reductions Regulations	1994
GBH - One Minute of Silence	2000	GCPB - Resignation of Professional Staff Members	1993
GBH-R	2000	GCPC - Retirement of Full-time Employees	2003
GBK - Smoking and Use of all Types of Tobacco Products	1995	GCPC-E - Retirement of Full-time Employees	2003
GBL - Personnel Records	1986	GCPD - Suspension and Dismissal of Professional Staff Members	1993
GBM - Procedure for Adjusting Grievances	2008	GCPE - Job Abandonment	2007
GBN - Staff Classification Review and Maintenance Plant	2000	GCQA - Non-school Employment by Professional Staff Members	1989
GBN-R	2000	GCQAB - Compensation for Off-Site Services	2003
GBN-E	2000	GCQC - Exchange Teaching	1971
GBO - Job Sharing	2003	GCQD - Professional Organizations	1971
GBO-E (1)	2003	GD - Support Staff	1986
GC - Professional Staff Licensure	2000	GD-R - Regulations	1993
GC-R - Tuition Reimbursement	1989	GDA - Support Staff Positions	1993
GCA - Professional Staff Positions	1993	GDA-B - Employment Status Definitions	2007
GCA-E - Regulations	1993	GDB - Support Staff Contracts and Compensation Plans	1986
GCAA - Tuition Reimbursement	2000	GDB-R - Regulations	1986
GCAA-R - Tuition Reimbursement Guidelines	2000	GDB-E	1986
GCAB - Local Eligibility License	2000	GDBA - Support Staff Salary Schedules	1974

EXHIBIT 2-7 (Continued)
HAMPTON CITY SCHOOLS
HUMAN RESOURCES POLICIES
2008-09 SCHOOL YEAR

HR POLICY	YEAR LAST UPDATED	HR POLICY	YEAR LAST UPDATED
GCAB-R - Guidelines	2000	GDBB - Support Staff Supplementary Pay Plan	1974
GCB-R - Professional Staff Contract	1989	GDBD - Support Staff Leave and Absences	1974
GCBA - Professional Staff Salary	1999	GDBE - Support Staff Vacation and Holidays	1974
GCBB - Staff Supplementary Pay Plans	2000	GDC - Job Vacancies - Office Personnel	1984
GCBB-R (1) - Degree Supplements	1999	GDD - Support Staff Hiring	1986
GCBB-R (2) - Co-Curricular and Athletic Supplemental Positions	2005	GDE - Part-time and Substitute Support Employment	1974
GCBB-E (1)	2005	GDF - Personnel Records/Evaluations of Support Staff	1986
GCBB-E (2)	2005	GDG - Support Staff Probation and Tenure	1986
GCBB-E (3)	2005	GDG-R - Regulations	1987
GCBB-E (4)	2005	GDH - Non-certificated Personnel Complaints and Grievances	1994
GCBBA - Recovery of Back Pay	1999	GDH-R - Regulations	1994
GCBBB - Call Back Pay	2005	GDH-E - Forms of Grievances	1986
GCBC - Professional Staff Fringe Benefits	1992	GDPA - Job Reductions - Office Personnel	1986
GCBCA - COBRA Policy Consolidated Omnibus Budget Reconciliation Act	2006	GDPD - Suspension and Dismissal of Support Staff Members	1987
GCBCA-R - Provisions of COBRA Policy	2006	GDPD-R (1) - Regulations	1992
GCBD - General Leave and Absence	2004	GDPD-R (2) - Regulations	1987

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

Although the division's guidelines regarding policy updates do not provide a specific time period recommendation, many of the current HR policies have not been updated in more than 20 years. Outdated policies fail to provide an adequate level of guidance and support for personnel procedures in the school division. Policies should be updated regularly to incorporate changes in state and federal laws. See **Chapter 1.0 Division Administration** for a discussion of the entire policy manual and policy updating requirements of the Commonwealth.

RECOMMENDATION 2-3:

Establish a regular schedule to update personnel policies.

Guidelines for this process are available through the Virginia School Boards Association and other similarly qualified organizations. The process should begin with addressing the personnel policies that have not been updated within the last ten years and continue through a review of all the policies to ensure that they meet the quality standards for effective school board policy. Clemmer (1991)¹ suggested five characteristics of effective policies:

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

See **Chapter 1.0** for a discussion of the entire policy manual and policy updating requirements of the Commonwealth.

FISCAL IMPACT

The implementation of this recommendation will require the commitment of time by personnel services staff and appropriate other division staff. In order to bring the current policies into compliance will require several hours per month for approximately 12 months.

¹ Clemmer, E.F. (1991). *The school policy handbook: A primer for administrators and school board members*. Allyn & Bacon: New York.

FINDING

The HR department does not have a comprehensive procedures manual. Given the number of newly hired staff members in the department, it is essential that the department have a compiled, uniform set of procedures to guide day-to-day operations and to help in training and orientation of new staff members.

There are a number of documents describing the operational procedures of the human resources department. MGT consultants were provided electronic copies of the various departmental procedures; however, there is no compiled document in either hard copy or electronic form that contains all the procedures.

Procedures supply a more specific guide to action and accompany division policies. They emphasize detail while policies concentrate on more general principals. They also help the department achieve a high degree of regularity by outlining specific, sequential steps for carrying out departmental functions.

Examples of these standards for procedural handbooks can be found in divisions around the country. Handbooks that represent best practices in this area can be found in Lee County (Florida), Bryan Independent School District (Texas), and Valdez City (Alaska). Each of the division's manuals is accessible online.

RECOMMENDATION 2-4:

Develop a procedural manual for professional personnel.

The division should develop a procedural handbook for both HR personnel and professional employees to guide daily duties and actions related to human resources. Employee handbooks are statements of procedures related to school board policies and serve as an important communication tool between division administration and employees. The handbook should provide an explanation of what is expected of employees, as well as what they can expect from the organization. It also provides protection in legal disputes, as courts have typically considered an employee handbook to be a contractual obligation.

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

- **Division Overview:** Includes an introduction to the division, with a few paragraphs about its history, growth, goals, mission and leadership philosophy.
- **Legal Issues:** Including, but not limited to Equal Employment Opportunity Policy Statement, Non-Discrimination and Anti-Harassment Policy, Americans with Disabilities Act Policy Statement, Conflict of Interest and Outside Employment Statement, any work confidentiality issues.
- **Employment Qualification Requirements:** Includes descriptions of the educational and prior work requirements for employment in the division, along with the necessary criminal background screenings and professional

references; for instructional personnel, it will include general requirements for professional certification.

- **Compensation and Evaluation:** Discusses performance management and compensation programs, performance evaluation schedule, payment of salary, overtime pay and employee referral programs.
- **Time-Off Policies:** Includes procedures for taking vacations, sick time, personal time, bereavement, jury duty, leave under The Family and Medical Leave Act (FMLA), parental leave and leave of absence without pay.
- **Benefit Information:** Includes information on health insurance, dental insurance, flexible spending accounts, group life insurance, long-term disability, retirement plan, 401(k) plan, and workers' compensation benefits.
- **Job-Related Issues:** Includes information regarding attendance and punctuality, drug and alcohol abuse, appearance and dress code, intolerance of violence in the workplace, responses to accidents and emergencies, internal complaint channels, e-mail and Internet policies, use of company equipment and computer systems, reference checks, smoking policy, and tuition reimbursement programs (if applicable).
- **Terminating Employment:** Communicates the expectations and procedures in resignations, dismissals, including immediate dismissals and those other than immediate termination, post-resignation/termination procedures.

Well-written procedures should incorporate the following elements to ensure the quality and efficacy of the document:

- Describe the what, who, where, when, and why of the procedure.
- Define terms.
- Explain how to use the procedure.
- Contains the following sections: Header/Title, subject, purpose, scope/staff governed by procedure, effective date, date reviewed/revised, approval date, cautions/notes, and accompanying forms.
- Describe the process.
- Arrange the steps in order.
- Describe each step.
- Assign the actions to specific staff.
- Establish requirements – equipment, materials and other prerequisites.
- Identify decisions and verifications.

FISCAL IMPACT

The implementation of this recommendation will require the commitment of time by personnel services staff and appropriate other division staff. Compiling the current procedures and ensuring that they meet the quality standards for well-written procedures will require approximately five to 10 hours per month for approximately five months.

2.3 Recruitment, Hiring, and Retention

One of the primary functions of human resources is finding and keeping good teachers. Filling vacancies due to growth and or attrition is a challenge and national studies predict that teaching shortages will continue to exist over the next decade as the teachers' pool ages and K-12 enrollments increase. In addition to retirements, staffing difficulties are associated with inadequate salaries, lack of opportunities for advancement, personal reasons unrelated to working conditions, and the supply of highly qualified teachers as required by federal *No Child Left Behind* (NCLB) requirements.

2.3.1. Recruitment

HCS is like other school divisions around the country facing the challenge of successfully recruiting and retaining high quality teachers. **Exhibit 2-8** displays the HR department's most recent recruitment schedule. As shown in the exhibit, HCS recruitment efforts are heavily concentrated within the state, with more than a third of all venues scheduled in Virginia. Venues outside of the state included Pennsylvania, Delaware, Illinois, Georgia, Utah, New York, and Ohio. The department tracks its recruitment efforts to determine which venues have historically been productive and which have not, and adjust their recruitment schedules annually.

**EXHIBIT 2-8
HAMPTON CITY SCHOOLS
TEACHER RECRUITMENT SCHEDULE
HUMAN RESOURCES DEPARTMENT
2007-08 SCHOOL YEAR**

DATE	INSTITUTION	EVENT	CITY	STATE
9/22/2008	Old Dominion University On Campus Recruiting	On Campus Recruiting	Norfolk	VA
10/8/2008	Thomas Nelson Community College	Fall Job Fair	Hampton	VA
10/23/2007	HCS Substitute/Part-Time	Sub/PT Job Fair	Hampton	VA
10/29/2008	Educational Technology Conference	Technology Ed Job Fair	Virginia Beach	VA
11/5-8/07	South District Physical Education	Health Conference	Virginia Beach	VA
11/10-14/07	Southeastern Association for Employment in Education	Teacher Job Fair	State College	PA
11/28/2007	Mid-Atlantic Association for Employment in Education	Job Fair	Pittsburgh	PA
11/11-14/08	Virginia Association School Personnel Administrators	Job Fair		DE
1/24/2008	Radford University & VA Tech	Education Expo	Radford	VA
2/11/2008	Old Dominion University	Teacher Job Fair	Norfolk	VA
2/13/2008	College of William & Mary	Education Recruiting Day	Williamsburg	VA

**EXHIBIT 2-8 (Continued)
HAMPTON CITY SCHOOLS
TEACHER RECRUITMENT SCHEDULE
HUMAN RESOURCES DEPARTMENT
2007-08 SCHOOL YEAR**

DATE	INSTITUTION	EVENT	CITY	STATE
2/14-15/08	University of Charlottesville	Education Expo	Charlottesville	VA
2/16/2008	NASA/Langley	Pre-Service Teachers Program	Alexandria	VA
2/25/2008	James Madison University	Teacher Recruitment	Harrisonburg	VA
2/25-29/08	Mid-America Educators	Educators' Job Fair	Illinois	IN
2/25/2008	Northern Illinois State University	Teacher Recruitment Fair	DeKalb	IL
2/26/2008	Northern Illinois State University	Teacher Recruitment Fair	DeKalb	IL
2/27/2008	Eastern Illinois University	Teacher Recruitment Fair	Charleston	IL
2/28/2008	University of Illinois at Urbana	Teacher Recruitment Fair	Urbana	IL
2/29/2008	Northeastern Illinois University	On Campus Recruiting	Chicago	IL
3/6/2009	Longwood College	Education Recruitment Day	Farmville	VA
3/1/2008	Georgia Association of Educator	Teacher Recruitment Fair	Atlanta	GA
3/6-7/08	Speech Language Hearing Association of Virginia (SHAV)	SHAV Job Fair	Portsmouth	VA
3/8/2008	HCS Teacher Job Fair	Teacher Job Fair	Hampton	VA
3/20/2008	Utah Teachers Fair	Teacher Job Fair	Salt Lake City	UT
3/25/2008	Hampton University	Education Career Fair	Hampton	VA
3/27/2008	Pittsburg Educational Recruitment Consortium (PERC)	Pittsburgh Job Fair	Pittsburgh	PA
4/7-11/08	Buckeye Bonanza	Teacher Recruitment Fair	Columbus	OH
4/7/2008	University of Toledo	Teacher Recruitment Fair	Toledo	OH
4/8/2008	Bowling Green State University	Teacher Recruitment Fair	Bowling Green	OH
4/9/2008	Ohio Northern University	Education Expo	Ada	OH
4/10/2008	The Ohio State University	Teacher Recruitment Fair	Columbus	OH
4/11/2008	Ohio University	Teacher Recruitment Fair	Athens	OH
4/10-11/08	Buffalo Area Teacher Recruitment Day	Teacher Recruitment Fair	Buffalo	NY

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

HCS' recruitment efforts are supported by an annual budget that includes the costs of travel, including meals, lodging, advertisement, and where applicable, registration fees. **Exhibit 2-9** shows the budget for the 2008-09 school year. As shown in the exhibit, the three items with the highest cost in the recruitment budget are lodging/hotel with a cost of \$7,433, registration fees comprise over a fifth of recruitment costs, with fees totaling \$6,940 of the total \$30,803 budget and miscellaneous costs totaling \$4,848.

**EXHIBIT 2-9
HAMPTON CITY SCHOOLS
RECRUITMENT BUDGET/HUMAN RESOURCES DEPARTMENT
2008-09 SCHOOL YEAR**

RECRUITMENT VENUES	REGISTRATION	HOTEL	TRAVEL	FOOD	DUES	RENTAL CAR	ADS	MISC.	TOTAL
TNCC	\$125								\$125
Ed Tech Conf	\$45		\$45						\$90
SAEE	\$450	\$299	\$848	\$180				\$75	\$1,852
MAEE	\$150	\$226	\$441	\$180					\$996
VASPA	\$1,135	\$1,408	\$219	\$720	\$895				\$4,377
Radford	\$150	\$190	\$61	\$34					\$435
GA Assoc.	\$150	\$458	\$505	\$56				\$22	\$1,191
UNC-Greensboro	\$100	\$300		\$135					\$535
ODU	\$100								\$100
Wm & Mary	\$65								\$65
UVA-Charlottesville	\$500	\$220		\$64					\$783
JMU	\$60								\$60
IL Mid America	\$1,050	\$749	\$283	\$162				\$279	\$2,523
Longwood	\$75	\$122		\$90					\$287
SHAV	\$100	\$181	\$73						\$354
HCS Job Fair				\$576			\$850	\$3,300	\$4,726
VA Teach In	\$400	\$411	\$279	\$156					\$1,246
Utah Fair	\$50	\$350	\$673	\$190		\$131		\$21	\$1,415
Hampton	\$300								\$300
PERC	\$420	\$648	\$611	\$142		\$233		\$54	\$2,107
Buckeye Bonanza	\$965	\$1,358	\$909	\$338		\$542		\$10	\$4,122
NASA/Langley	\$250	\$127	\$119	\$72					\$568
Chem Ad							\$400		\$400
VML Attorney								\$25	\$25
Exhibit Marketing								\$987	\$987
FL A&M	\$300	\$386	\$237	\$135				\$75	\$1,134
Total	\$6,940	\$7,433	\$5,302	\$3,229	\$895	\$906	\$1,250	\$4,848	\$30,803

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

FINDING

The current applicant tracking process is time-consuming and does not allow for the rapid processing of high-value job applicants. It also requires school administrators and other supervisors to review hard copies of applications and other pre-employment paperwork.

HCS currently uses Oracle as its human resources management system, but has not purchased the iRecruitment® component which would convert applicant tracking into a paperless process.

The HR department has put in several requests to expand the current suite of Oracle components to include iRecruitment®. The division has the technological infrastructure to support the enhancement, which would serve to greatly increase the operational efficiency of the recruitment and hiring process.

RECOMMENDATION 2-5:

Purchase the additional services necessary to implement iRecruitment® within the human resources management system.

Among the advantages offered by the implementation of iRecruitment® include the following:

- Creates a paperless application process for job candidates which would allow job applications and accompanying pre-employment paperwork to be uploaded to the HR web site.
- Provides viewing access by school administrators and other hiring supervisors to review applications and other documentation (e.g., letters of recommendation, verification of experience, etc.) online.
- Reduces the amount of data entry required to enter applicant information onto the HR management system.

FISCAL IMPACT

Estimates on the cost of labor and materials have been provided by the manufacturer, and price quotes totaled \$392,237. This price is inclusive of all expenses associated with product activation. The actual cost may be lower if application support staff from information systems management are used for the installation

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Install iRecruitment® in HRMS	(\$392,237)	\$0	\$0	\$0	\$0

2.3.2. Hiring and Staffing

Having a well-organized, systematic hiring process is an essential element of any effective human resources department. The process should be one in which potential job candidates can easily navigate through the requirements of making application for a

given position, understanding the necessary pre-requisites and qualifications for the position, and going through the process of interview and hopefully, selection. Key steps in this process typically include the following:

- **Recruitment.** This is an ongoing process utilizing various methods, including on-campus presentations and interviews, as well local job fairs.
- **Application Review and Screening.** A screening process should be utilized that is appropriate for all categories of employees (e.g., certified, classified, and administrative). Additionally, in an attempt to identify the most qualified applicants, attention is given to things such as student teaching placement (urban/non-urban), references, and prior work experiences.
- **Applicant Notification.** After this initial application review, applicants are notified via mail or telephone of a pending interview.
- **Pre-Interview Discussion.** Prior to the interview, a brief discussion with the candidate should be held focusing upon the following:
 - Current status of the candidate
 - District demographics including number of schools and location, number of employees, including certificated staff, student enrollment, including socioeconomic status and ethnicity
- **Interview.** This should involve the use of trained interviewers, asking legally acceptable questions in order to determine the best candidate for a given vacancy.
- **School/Work Place Assignment.** Upon successful completion of the interview process, a school or work place assignment is made, contingent upon the applicant's successful completion of a criminal background check and any additional pre-employment screening.

FINDING

The human resources department has a process that helps to ensure quality candidates are hired in a timely and professional manner.

The HR department has established a hiring process that enables the division to employ highly qualified job applicants for all categories of employment. Among the key features of this process are the following:

- High-potential candidates from job fairs are tracked and contact maintained to help prevent their loss to competing school divisions.
- The results of fingerprinting are returned typically within 24 hours, and criminal background checks are also expedited.

- Job orientations are provided to acquaint new hires to their position and provide them with contact names and numbers for persons in the division who can assist them with personnel matters.

While the hiring process utilized by the division is commendable, the process used for staffing selected positions in the school division is hampered by the lack of established staffing formulas. A full description of this finding and accompanying recommendation can be found in **Chapter 1.0** of this report.

Given the volume of paperwork that is necessary during the processing of new hires, it is important that a process for tracking what has or has not been sent in to the HR department is in place. One tool used by the department to track the required pre-employment documents is a new hire checklist. **Exhibit 2-10** illustrates the document. As shown in the exhibit, the list illustrates each document needed for a completed personnel file for each HCS new employee.

**EXHIBIT 2-10
HAMPTON CITY SCHOOLS
NEW HIRE CHECKLIST
HUMAN RESOURCES DEPARTMENT**

Employee Name:	_____
Employee SSN:	_____ - _____ - _____
Please return the items listed below with your signed contract or letter of employment within 7 calendar days of receipt.	
_____	New Hire Information Sheet
_____	Federal Tax (W-4) form
_____	State Tax (VA-4) form
_____	Child Protective Services form (Disregard \$5.00 money order statement; sign the back in Human Resources)
_____	Code of VA Child Protective Services form
_____	Employee Eligibility Verification (I-9) form along with appropriate identification (see back of form for list)
_____	Compensatory Time Agreement
_____	Employee Information Bulletin
_____	Direct Deposit form AND attach a voided check to bottom of form
_____	Eligibility Determination for Employee Hepatitis B Immunizations
_____	Emergency Contact Data form
_____	TB Risk Assessment form
_____	Sick Leave Transfer form (if applicable)
_____	Continuing Contract Status form (if applicable)
HR USE ONLY	
_____ Signed Contract/Letter of Employment	_____ Experience Review Worksheet
_____ Printed Copy of Fingerprint Results	

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

COMMENDATION 2-B:

HCS has established a hiring process that is reflective of best practices.

FINDING

Job descriptions for some employee positions are unavailable, inconsistent, incomplete and/or not dated, creating potential difficulties in defending actions resulting from employment termination, workers' compensation claims, and other matters.

HCS does not have an established procedure for regularly reviewing and updating job descriptions. As job responsibilities have evolved for central office and school positions over the past several years, job descriptions have not been kept up-to-date. Job descriptions are not maintained at the school division's web site and copies of written descriptions are not disseminated to personnel throughout the school division.

Exhibit 2-11 shows elements of a well-written job description. The majority of these elements should be in each HCS position description.

**EXHIBIT 2-11
ELEMENTS OF AN EFFECTIVE JOB DESCRIPTION**

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

Source: Created by MGT of America, Inc., 2000.

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

Maintaining updated job descriptions provides an effective tool for communicating expectations to current and prospective employees. All job descriptions must be placed on the district's web site, and employees need to be instructed to review their job description on-line and maintain a copy for their records. Each new hire should be provided a copy of his or her job description.

Well-written job descriptions can serve as a basis for annual evaluations and can be used in defending workers' compensation claim or civil lawsuits. The human resources department should establish an overall procedure for reviewing and updating job descriptions at least on a three-year cycle, with one-third of the job descriptions reviewed each year. Revised job descriptions should reflect best practices, an example of which is displayed in **Exhibit 2-11**. Albemarle County Public Schools provides job descriptions for all positions in the school division via a drop-down menu option on the human resources web site. All job descriptions provide essential information related to position title, pay grade, and Fair Labor Standards Act (FLSA) status, as well as all the elemental job functions, requisite skills, education and previous work experience, and the criteria for evaluation of job performance.

RECOMMENDATION 2-6:

Review, update, and/or develop job descriptions for each HCS position, standardize the format, then systematically review and update all descriptions at least every three years.

Administrative, professional-technical, and support staff positions and responsibilities should be reviewed regularly and be specific to the complexity of the job. Basic qualifications such as licensing and training should be included in each job description. The format should be standardized to ensure consistency, clarity, and meaning.

FISCAL IMPACT

The implementation of this recommendation will require an investment of time by HR department staff, school administrators, and other division department heads to review and make recommendations on job description revisions. The schedule for revisions activities should be devised to cause the least disruption of regular duties on the part of the employees involved as possible. The time required to accomplish this recommendation cannot be estimated until the full scope of activity and number of job descriptions are determined.

2.3.3. Retention

Teaching has been characterized as an occupation with high levels of attrition, especially among newcomers in the profession. Numerous studies have found between 40-50 percent of new teachers leave within the first five years of entry into the occupation. To combat attrition, school divisions employ a number of strategies to support novice educators in the early stages of their careers including mentoring and induction programs, intensive professional development, and the establishment of learning communities.

Exhibit 2-12 shows the number of employees who separated from service with the division due to resignations, retirements, terminations, reductions in force and for other

stated or unstated reasons. As shown in the exhibit, cumulatively over the three and a half years of data, the top five reasons given for employee attrition are:

- Termination.
- Relocation.
- Resignation (voluntary).
- Family and Medical Leave Act.
- Taking another position in education (Virginia).

**EXHIBIT 2-12
HAMPTON CITY SCHOOLS
EMPLOYEE REASONS FOR SEPARATION FROM SERVICE
2006 THROUGH 2009 SCHOOL YEARS**

REASON FOR LEAVING	SY 0506	SY 0607	SY 0708	SY 0809*	ALL YEARS
Assignment ended	79	11	5	1	96
Better working conditions	3	5	3	0	11
Deceased	4	3	4	0	11
Further education	9	10	7	1	27
Gross misconduct	1	1	0	0	2
Job abandonment	5	1	20	1	27
Job with better salary	44	26	15	8	93
Leave of absence (medical)	4	3	0	0	7
Leave of absence (personal)	4	1	0	0	5
Medical	24	11	23	5	63
Military deployment	3	1	1	0	5
Never reported to work	2	1	3	0	6
Not reelected	5	9	9	0	23
Personal family obligation (FMLA)	64	73	62	9	208
Position in education (not Virginia)	5	6	5	0	16
Position in education (Virginia)	38	40	32	1	111
Position not in education	13	13	18	1	45
Quit w/o notice	13	17	3	0	33
Reduction in force	9	7	5	0	21
Retirement due to disability	4	4	10	2	20
Relocation	77	109	106	8	300
Resignation (voluntary)	89	85	54	20	248
Retirement (early)	22	22	5	1	50
Retirement (medical)	2	5	6	1	14
Termination	523	260	549	3	1,335
Unhappy with job	3	3	11	0	17
Worker's compensation	1	0	0	0	1
Reason not given/unknown	7	14	5	0	26
Other	9	11	22	1	43
Totals	1,066	752	983	63	2,864

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

*At the time of the MGT on-site visit.

Most notably in these figures is the number of terminations, which represent 47 percent of the total number of job separations. The majority of these terminations—1,223 of 1,335—were of “inactive” employees (e.g., substitutes who were no longer working in the division, temporary staff, etc.).

FINDING

Thirty percent of all HCS job separations were either voluntary or due to relocation.

As shown in **Exhibit 2-12**, there are five categories of voluntary separation (not including job abandonment):

- Taking a job with better salary (93).
- Taking a position in education outside of Virginia (16).
- Taking a position in education elsewhere in Virginia (111).
- Taking a position outside of education (45).
- Relocating (300).
- Resigning voluntarily (248).
- Early retirement (50).

These 863 separations from service included administrators, teachers, non-instructional, and instructional support personnel.

The cost of employee attrition is high, with the national average cost of replacing a teacher totaling \$45,360. This figure is the result of adding all costs associated with out-placing a current teacher and replacing the position with a new teacher. This cost rises when the replacement has additional years of experience and/or an advanced degree. The projected replacement cost to a school district for replacing a teacher is based on the following industry estimates:

- Administrative time to review resumes (3 hours -\$120).
- Data collection including transcripts and licenses (2 hours-\$80).
- Pre-interview conference for hiring team (1.5 hours-\$60 per attendee).
- Interview time (2 hours X 4 professionals-\$320).
- Post interview selection discussion (1 hr X 4 professionals - \$160).
- Time to mentor and support new teacher in year one (40 hours - \$1,600).
- Time to evaluate and record teacher performance (4 hours - \$240).
- Time required by the department head or principal to intervene on student-teacher issues including write-up (3 hours - \$180).
- Time required for principal or superintendent to intervene on parent-teacher issues (3 hours - \$300).
- Time to prepare for outplacement (5 hours - \$300).
- Average first year teacher salary of \$42,000.

With each teacher who separates from service, these costs quickly spiral and result in the loss of time devoted to hiring a replacement that could be spent on improving the overall quality of the educational experience for teachers and students.

RECOMMENDATION 2-7:

Conduct an employee satisfaction survey of all employees in order to determine perceptions of their working conditions and to gain insights on how to improve those conditions.

HCS should periodically survey its employees to determine perceptions of their working conditions and as a means of improving the overall effectiveness and efficiency of division operations. Such surveys are an accepted industry practice and build a strong sense of ownership and efficacy on the part of employees. Once survey data are collected, they should be analyzed and the results disseminated. Where practical, ideas and suggestions offered in this process should be implemented. **Exhibit 2-13** provides a sample survey. Prince William County Public Schools conducts studies of their efforts in the area of teacher recruitment and retention, which are used to guide division activities in these areas. Through these efforts, the division has identified the top five reasons teachers are attracted to work in the division and has gathered a wealth of additional information that is used to lower teacher turnover.

**EXHIBIT 2-13
SAMPLE EMPLOYEE SATISFACTION SURVEY**

Please fill in the box(s) beside your occupation(s):

- Teacher
- Principal or Vice-Principal
- Instructional Support (e.g., first nations support worker, school psychologist)
- Non-instructional (e.g., secretary, custodian)

All questions: If the response is “No”, please explain or comment.

1. Are you satisfied with the academic performance of the students at your school?
2. Are you satisfied with the development of students' reading and writing skills at your school?
3. Are you satisfied with the development of students' computer skills at your school?
4. Are you satisfied with the human and social development of students at this school?
5. At your school, are all students expected to do well?
6. Does your school welcome and include all students?
7. Is your school a safe place to work and learn?
8. Does your school provide clear expectations for student behavior in the school?
9. Are the rules related to behavior enforced consistently at your school?
10. Do staff members care about students' well-being and academic success?
11. In your school, do staff members work hard to maintain good relations with parents?
12. Does your school have a positive climate?
13. Is the physical condition of the school welcoming?
14. Is students' progress regularly and systematically assessed and evaluated?
15. Are parents involved in decisions at the school that affect their child?
16. Does your school welcome the input of parents in school-planning activities?
17. Does your school welcome the participation of parents (for example, volunteering)?
18. Do you have opportunities for input in school decision-making?
19. Is assessment information used to plan for instruction?
20. Do teachers collaborate to plan for instruction?
21. Is professional development ongoing at this school?
22. Does your school provide programs to meet all students' needs?
23. Do teachers strive to improve the quality of instruction?
24. Are you aware of the school goals for improving student performance?

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

FISCAL IMPACT

There were 172 HCS instructional and administrative personnel who took another job in education (either in or out of the state of Virginia), or took another position outside of education. If HCS could reduce this number by 10 percent by identifying (from the survey results) factors that could be addressed through HR initiatives to improve working conditions and decrease the likelihood of teacher separation, and based on a study

conducted by the National Commission on Teaching and America’s Future establishing the national average teacher replacement costs of \$45,360, a reduction of this size would result in annual labor cost avoidance of \$771,120 or \$3,855,600 over a five-year period.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Reduce Voluntary Attrition by 10 Percent Annually	\$771,120	\$771,120	\$771,120	\$771,120	\$771,120

2.4 Compensation and Benefits

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

With regards to employee benefits, best practices indicate that a combination of mandatory and optional benefits programs is one of the most effective and efficient means of meeting employee’s economic security needs. For many employers, a benefits plan is an integral part of total compensation, because employers pay either the entire cost or have employees contribute a small portion of premium costs for coverage.

FINDING

HCS provides a generous, yet costly educational supplement that provides salary enhancements for employees earning advanced degrees in and outside of their employment field.

Exhibit 2-14 displays the current levels of educational supplements paid to HCS employees, the amount of each supplement, the number of employees currently earning the supplement, and the total expenditure for each supplement. As shown in the exhibit, supplements are provided to both certified and non-certificated personnel. Monetary recognition is provided to persons earning credit hours beyond the bachelor’s and master’s levels, and for advanced degrees (e.g., specialist and doctorate). There is also a supplement for teachers achieving National Board Certification, as well as salary enhancements for nurses and trades persons.

**EXHIBIT 2-14
HAMPTON CITY SCHOOLS
EDUCATIONAL SUPPLEMENTS
2008-09 SCHOOL YEAR**

EDUCATION SUPPLEMENT	ANNUAL AMOUNT	EMPLOYEE COUNT	TOTAL EXPENDITURE
Apprentice I	\$200	74	\$44,400
Apprentice II	\$400	1	\$200
Apprentice III	\$600	1	\$400
Apprentice IV	\$800	2	\$1,200
Apprentice V	\$1,350	18	\$24,300
ASHA certificate of clinical competence	\$2,000	16	\$32,000
Associate's Degree or 60 semester hours	\$600	74	\$44,400
Bachelor's Degree	\$900	135	\$135,000
Bachelor's Degree plus 15 semester hours	\$450	33	\$14,850
Certificate of advanced graduate study	\$1,000	29	\$29,000
Computer repair technician	\$850	1	\$850
Doctorate Degree	\$2,000	31	\$62,000
Education specialist	\$1,000	22	\$22,000
Journeyman's card	\$500	2	\$1,000
Master's card	\$1,000	11	\$11,000
Master's Degree	\$1,800	161	\$289,800
Master's Degree in field	\$2,600	654	\$1,700,400
Master's Degree plus 30 semester hours	\$800	84	\$67,200
National Board Certified Teacher	\$2,000	51	\$102,000
Nationally certified nurse	\$365	0	\$0
Professional standards certificate basic	\$365	0	\$0
Professional standards certificate ap	\$450	0	\$0
Professional standards certificate adv I	\$550	0	\$0
Professional standards certificate adv II	\$660	1	\$660
Professional standards certificate adv III	\$800	14	\$11,200
Professional standards certificate bachelors	\$900	3	\$2,700
Professional standards certificate masters	\$1,035	1	\$1,035

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

Providing educational supplements to non-certificated personnel and other employees who earn degrees outside of their field represents a benefit that is unique to Hampton City Schools among its peer divisions. Other school divisions, while not providing educational supplements for non-certificated personnel, provide higher supplements for certified staff who earn a specialist or doctorate degree.

Exhibit 2-15 shows a comparison of the supplements paid for these degrees in HCS and four other Virginia school divisions. As shown in the exhibit, the supplement for the doctorate degree is lowest in HCS, and of the two other divisions that provide a

supplement for the specialist degree, HCS supplement is less than half of the other divisions.

Providing educational supplements to all employees for earning a higher degree, while commendable for its promotion of continuous learning throughout the organization, does not have a demonstrable return on investment in terms of the benefit derived by the division compared to the cost.

**EXHIBIT 2-15
PEER DIVISION COMPARISONS EDUCATIONAL SUPPLEMENTS
SPECIALIST AND DOCTORATE DEGREES
2008-09 SCHOOL YEAR**

SCHOOL DIVISION	SPECIALIST DEGREE	DOCTORATE DEGREE
Hampton City Schools	\$1,000	\$2,000
Portsmouth City Schools	\$2,500	\$6,000
Chesapeake Public Schools	\$4,800	\$6,400
Newport News Public Schools	N/A	\$2,200
Suffolk County Public Schools	N/A	\$4,900

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

RECOMMENDATION 2-8:

Phase out educational supplements for individuals earning degrees outside of their field of employment.

Providing employees with a means of earning additional salary by completing hours beyond their current degree level or earning an advanced degree serves as an incentive to pursue higher learning, as well as a recognition of the enhanced learning as a means to enhance professional practice; however, within the current climate of fiscal austerity, the rationale for providing this benefit to persons seeking degrees outside of their educational field of employment should be re-examined and adjustments made to ensure that this is a prudent use of funding. Phasing-out the out-of-field educational supplements would allow time for analyzing the supplements currently being awarded, and time for employees to make alternative arrangement for funding their education.

FISCAL IMPACT

Currently there are 161 employees who earn supplements for having an out-of-field master's degree. These supplements total \$289,800. HCS should examine all current out-of-field supplements and begin to institute a two-year phase-out that would lessen the number and amount of supplements by 50 percent annually.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Phase Out Out-of-Field Educational Supplements	\$144,900	\$144,900	\$0	\$0	\$0

FINDING

HCS provides a retirement incentive plan that does not produce the desired outcome of decreasing the number of persons at the highest end of the salary schedule.

HCS created a retirement incentive program consisting of a bonus amounting to 45 percent of an employee’s current base salary, paid in two payments over a two-year period following retirement. Additionally, retirees receive a medical insurance credit. Employees opting to take advantage of the incentive plan must submit an application to human resources by January 31st of the current fiscal year. **Exhibit 2-16** shows the number of employees currently being paid in the incentive program.

**EXHIBIT 2-16
HAMPTON CITY SCHOOLS
EARLY RETIREMENT INCENTIVE SUMMARY
2008-09 SCHOOL YEAR**

BONUS RECIPIENTS	RETIREMENT BONUS	FICA	MEDICAL BENEFITS	TOTAL BONUS
2006-07 Retirees	\$352,098.22	\$26,935.51	\$88,629.20	\$467,662.93
2007-08 Retirees	\$164,660.51	\$12,596.53	\$36,257.40	\$213,514.44
TOTAL	\$516,758.73	\$39,532.04	\$124,886.60	\$681,177.38
Retiree Sick Leave Credits				\$274,354.10
Total Retiree Benefit Cost				\$955,531.48

Source: Hampton City Schools, payroll department, 2008.

Exhibit 2-17 shows the number of HCS employees who are eligible to retire in terms of the number of years of service, and the actual number of retirees. As shown in the exhibit, for any of the years shown, fewer than 30 percent of eligible retirees actually retired.

**EXHIBIT 2-17
HAMPTON CITY SCHOOLS
NUMBER OF EMPLOYEES ELIGIBLE FOR RETIREMENT
COMPARED TO
NUMBER OF EMPLOYEES COMMITTED TO RETIRING
2004 THROUGH 2008 SCHOOL YEARS**

SCHOOL YEAR	TOTAL ELIGIBLE	TOTAL COMMITTED	PERCENTAGE RETIRED
2007-2008	94	13	13.8
2006-2007	117	34	29.1
2005-2006	115	22	19.1
2004-2005	116	28	24.1
2003-2004	118	27	22.9

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

Given the significant resources being invested in the program and the low percentage of eligible employees who are retiring, the incentive program does not appear to be achieving its stated objective of encouraging a larger number of employees to retire.

RECOMMENDATION 2-9:

Phase out the existing retirement incentive plan.

The existing plan does not have the effect of increasing the number of retirees, and provides the division with limited return on investment. Effective retirement incentive plans serve to provide the division with the opportunity to reduce the ranks of highest paid employees and lower personnel costs. Components of such plans include continuation of health care benefits at no cost, and opportunities to work on a part-time or consultant basis without endangering retirement benefits.

FISCAL IMPACT

The current retirement incentive system could be phased out over a two-year period, saving the division nearly one million dollars.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Phase Out Existing Retirement Incentive Plan	\$477,765	\$477,765	\$0	\$0	\$0

2.5 Organizational Development

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

MGT conducted a survey that provided statements regarding the quality of staff development (which is termed “organizational development” by HCS). Respondents had to rate each area as either *Good or Excellent*, or *Fair or Poor*. The responses to statements concerning staff development are shown in **Exhibit 2-18**. As shown in the exhibit, respondents rated the quality of staff development provided to teachers, administrators, and support staff. Teacher staff development received high ratings, with 71 to 86 percent of respondents rating it as *Good or Excellent*. Staff development opportunities for administrators received high ratings from administrators with 63 percent of central office administrators and 84 percent of principals rating it as *Good or Excellent*.

**EXHIBIT 2-18
HAMPTON CITY SCHOOLS
SURVEY RESPONSES REGARDING
STAFF DEVELOPMENT
2008-2009 SCHOOL YEAR**

SURVEY ITEMS	ADMINISTRATORS		PRINCIPALS		TEACHERS	
	% GOOD OR EXCELLENT	% FAIR OR POOR	% GOOD OR EXCELLENT	% FAIR OR POOR	% GOOD OR EXCELLENT	% FAIR OR POOR
HCS Staff development opportunities for teachers	78	13	86	13	71	28
HCS Staff development opportunities for administrators	63	28	84	16	27	8
Staff development opportunities provided by this school division for support staff.	48	33	46	50	30	12

Source: MGT survey results, 2008.

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

FINDING

HCS provides a comprehensive organizational development program that is coordinated between the human resources department and the division of curriculum and instruction.

Professional development services are referred to collectively as organizational development in the school division. The organizational development office maintains records of professional development activities that include the following information: title of training activities, first/last name of participants, school assignment, date of training, number of training hours, and the number of professional development points earned. The majority of professional development offerings focus on core curriculum areas such as mathematics, reading and writing. Teachers may choose from a variety of other offerings that include brain-based learning, crisis management training, and managing the change process. Records provided to MGT consults show the division's professional development activities are aligned with the standards of "high quality" as defined by NCLB.

HCS has established the following organizational priorities:

- Developing the competencies of all teachers, especially non-tenured teachers and teachers new to the Hampton City Schools.
- Developing and coordinating system and school-wide curriculum and the planning and evaluation thereof, including the integration of technology into instruction.

- Studying teaching methods and strategies, classroom management, child development, curriculum and instruction, motivation, community/parent involvement, and planning and evaluation of these areas of need.
- Training for specific instructional assignments.
- Assisting in the coordination of training efforts for classified personnel.

COMMENDATION 2-C:

HCS is commended for providing clear directives on what constitutes organizational development and providing an organized, comprehensive system of training and development activities.

3.0 FINANCIAL MANAGEMENT

3.0 FINANCIAL MANAGEMENT

This chapter reviews the financial management functions at Hampton City Schools (HCS). The major sections of this chapter are:

- 3.1 Introduction and Management
- 3.2 Financial Management
- 3.3 Budget Management
- 3.4 Payroll
- 3.5 Activity Funds

CHAPTER SUMMARY

The financial functions in HCS are performed by the staff of the office of business and finance. The review team found that the basic financial operations of the division were generally well run and that the director and employees of the office of business and finance were dedicated and experienced. Most employees in the office of business and finance have been with the office more than three years. Staff members are knowledgeable about their responsibilities and have good working relationships with one another and with other divisions' staff with whom they interact.

The commendations reported in this chapter are as follows:

- The division has implemented a formal monitoring program to reduce overtime cost, professional leave hours, and part-time employee hours (**Commendation 3-A**).
- Hampton City Schools has improved its 2008-09 budget document to present data in an easily understood format that emphasizes programs instead of organizations (**Commendation 3-B**).
- HCS provides principals and school secretaries with up-to-date guidelines for managing school activity funds by routinely updating the *Principal's Manual of Accounting for Student Activity Funds* (**Commendation 3-C**).

Recommendations contained in this chapter are essentially focused on suggested changes to improve the ability of the division to more effectively manage the HCS financial resources.

This chapter contains the following recommendations:

- Develop a set of comprehensive division-wide financial management procedures for all critical processes (**Recommendation 3-1**).
- Identify critical financial processes and cross-train employees (**Recommendation 3-2**).
- Develop individualized job descriptions for all employees of the office of business and finance (**Recommendation 3-3**).

- Develop desk procedures for all employees of the office of business and finance and hold employees accountable for strictly following them (**Recommendation 3-4**).
- Establish a standard methodology for calculating and recovering printing department services that are recovered from schools, departments, and the City of Hampton (**Recommendation 3-5**).
- Compile a user manual for school and department staff describing processes required to be completed for financial related functions (**Recommendation 3-6**).
- Submit the division's annual budget document for review and use suggestions to continue to enhance the presentation of data and to make the document more beneficial to the Board, the City Council, and public (**Recommendation 3-7**).
- Develop a budget adjustment policy that provides guidance as to when budget adjustments are to be prepared, and what approvals are required for various types (**Recommendation 3-8**).
- Modify the human resources and payroll systems to provide a partition between the two systems and allow access to only specific staff needing the data to complete their assigned job duties (**Recommendation 3-9**).
- Continue to evaluate options for a position control system and ensure funding (**Recommendation 3-10**).
- Implement procedures to hold secretaries and accountants accountable for accurately reporting time (**Recommendation 3-11**).
- Improve the division's current process to ensure management control observations of student activity funds made by external auditor are formally addressed and the requirement to provide timely monthly reports is enforced (**Recommendation 3-12**).

3.1 Introduction and Management

Sound school division financial management involves the effective use of limited resources to support student achievement. School divisions must maximize their 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.

HCS does not have taxing or appropriation authority and thus must rely on the City of Hampton and its City Council to levy local taxes, appropriate funds, and issue debt on its behalf. The division develops its own budget which is sent to the City of Hampton where the City Council adopts the budget for the school division as part of its total city budget.

HCS selected five other divisions as their peer divisions for comparison purposes for this efficiency review. They are Lynchburg, Newport News, Norfolk, Portsmouth, and Roanoke City. **Exhibit 3-1** presents a comparison of receipts by funding source for HCS and the peer divisions. As shown in the exhibit,

- HCS funds 50.6 percent of costs for the division from state funds, while the peer average is 45.2 percent.
- Federal funds for HCS accounts for 9.2 percent of its revenues while the peer average is 10.7 percent.
- HCS receives 27.6 percent of its funds from local funds as compared to the peer average of 31.1 percent.

**EXHIBIT 3-1
HAMPTON CITY SCHOOLS AND PEER DIVISIONS
RECEIPTS BY FUND SOURCE
2006-07 FISCAL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.	TOTAL
Hampton City	10.0%	50.6%	9.2%	27.6%	2.6%	0.1%	\$225,719,917
Lynchburg	9.6%	42.9%	10.1%	34.5%	1.9%	1.2%	\$91,960,338
Newport News	9.3%	45.3%	9.4%	30.5%	2.1%	3.4%	\$343,308,902
Norfolk	8.5%	46.6%	13.5%	28.6%	2.4%	0.4%	\$374,016,474
Portsmouth	7.0%	49.1%	14.0%	26.8%	2.7%	0.4%	\$174,900,175
Roanoke City	6.9%	36.7%	7.9%	38.4%	2.4%	7.8%	\$173,862,937
Division Average	8.6%	45.2%	10.7%	31.1%	2.3%	2.2%	\$230,628,124

Source: 2006-07 Superintendent's Annual Report for Virginia, Virginia Department of Education Website, 2008.

Exhibit 3-2 presents a comparison of HCS disbursements for 2006-07 to the average for the five peer divisions. Data for Exhibit 3-2 is from information provided by the individual school divisions to the Virginia Department of Education in their annual superintendent's report. While divisions are provided with guidelines on how to classify expenditures, in some instances different interpretations of classification guidelines can cause comparisons to be impacted. As the exhibit shows, HCS's:

- Total disbursements per pupil of \$10,274 are 13.6 percent below the peer average of \$11,886.
- HCS's disbursement per pupil of \$584 for administration is 53.9 percent above the peer average of \$377.
- Disbursements per pupil of \$7,334 for instruction are 4.0 percent below the peer average of \$7,638.
- Operations and maintenance services per pupil of \$923 is 15.5 percent below the peer average of \$1,092.

**EXHIBIT 3-2
HAMPTON CITY SCHOOLS AND PEER DIVISIONS
DISBURSEMENTS PER PUPIL BY CATEGORY
2006-07 SCHOOL YEAR**

PROGRAM	HCS	PEER DIVISION AVERAGES	HCS PER PUPIL COSTS ABOVE (BELOW) PEER AVERAGE	
			AMOUNT	PERCENT
Administration	\$581	\$377	\$203	53.90%
Instruction	\$7,334	\$7,638	(\$304)	(4.00%)
Attendance and Health Services	\$195	\$172	\$24	13.70%
Pupil Transportation Services	\$472	\$477	(\$5)	(1.10%)
Operations and Maintenance Services	\$923	\$1,092	(\$169)	(15.50%)
School Food Services	\$376	\$399	(\$23)	(5.70%)
Summer School	\$12	\$54	(\$42)	(77.7%)
Adult Education	\$25	\$57	(\$32)	(56.8%)
Other Educational Programs	\$189	\$384	(\$196)	(50.9%)
Facilities	\$29	\$711	(\$682)	(95.9%)
Debt Service and Transfers	\$48	\$524	(\$477)	(90.9%)
TOTAL DISBURSEMENTS	\$10,274	\$11,886	(\$1,612)	(13.6%)

Source: 2006-07 Superintendent's Annual Report for Virginia, Virginia Department of Education web site, 2008.

The Commonwealth of Virginia distributes state aid using a local composite index that 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 3-3 presents the HCS and peer division local composite indexes for 2008-10. Roanoke City has the highest composite index of .3420 while Portsmouth City has the lowest at .2112. The City of Hampton's composite index of .2358 is slightly lower than the peer average of .2796. The composite index for localities is capped at .8000 by state law. No locality is required to fund more than 80 percent of Standards of Quality costs.

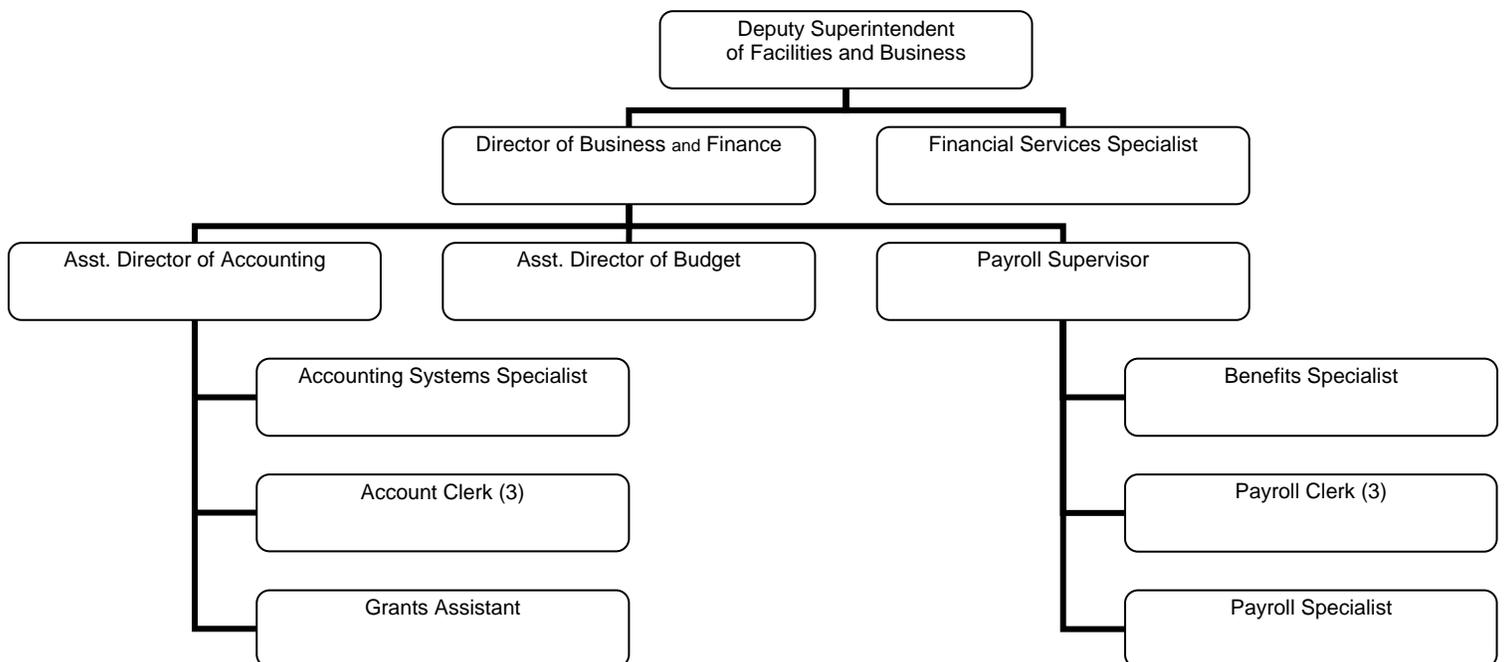
**EXHIBIT 3-3
HAMPTON CITY SCHOOLS AND PEER DIVISIONS
COMPARISON OF LOCAL COMPOSITE INDEXES
2008-10**

SCHOOL DIVISION	2008-10
Hampton City	.2358
Lynchburg	.3327
Newport News	.2531
Norfolk	.2588
Portsmouth	.2112
Roanoke City	.3420
Division Average	.2796

Source: Virginia Department of Education web site, 2008.

HCS's director of business and finance is responsible for the day-to-day management of the division's finances and reports to the deputy superintendent of facilities and business, who in turn reports to the superintendent. As head of the office of business and finance, the director of business and finance is responsible for three sections that are managed by the assistant director of accounting, the assistant director of budget, and the payroll supervisor. The financial services specialist performs various duties for both the director of business and finance and also for the deputy superintendent of facilities and business. The organizational chart for the office of business and finance is presented in **Exhibit 3-4**.

**EXHIBIT 3-4
ORGANIZATIONAL CHART
OFFICE OF BUSINESS AND FINANCE
2008-09 SCHOOL YEAR**



Source: Office of business and finance, HCS, October 2008.

Exhibit 3-5 reflects the results of the survey conducted by MGT of HCS central office administrators, principals/assistant principals, and teachers pertaining to the major areas of budgeting, financial management and accounting, grants management, purchasing, and risk management. Central office administrators, principals/assistant principals, and teachers all responded that improvement was needed in budgeting. Central office administrators, principal/assistant principal, and teachers all responded that all other areas were adequate or outstanding.

**EXHIBIT 3-5
HAMPTON CITY PUBLIC SCHOOLS
SURVEY RESULTS MAJOR FINANCIAL FUNCTIONS**

MAJOR FINANCIAL FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Budgeting	52/39	48/46	46/31
Financial management and accounting	25/61	25/66	30/37
Grants administration	26/43	25/61	21/38
Purchasing	37/46	21/59	19/36
Risk management	5/55	16/75	17/36

Source: MGT survey results, 2008.

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 3-6 provides a summary of survey responses related to specific questions pertaining to the division's financial management functions received from HCS staff. Central office administrators and principals/assistant principals responding indicated that they agreed with the statement "Funds are managed wisely to support education in this school division" and "The budgeting process effectively involves administrators and staff". These results indicate that, in general, HCS staff has a reasonably high degree of confidence in HCS financial related functions.

**EXHIBIT 3-6
HAMPTON CITY PUBLIC SCHOOLS
SURVEY RESULTS FINANCIAL FUNCTIONS
2008-09**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Funds are managed wisely to support education in this school division.	59/16	68/19	31/24
The budgeting process effectively involves administrators and staff.	66/16	62/23	22/30
School administrators are adequately trained in fiscal management techniques.	33/37	39/41	18/8
The purchasing department provides me with what I need.	49/22	55/14	30/21
The purchasing process is easy.	29/41	43/18	26/21

Source: MGT survey results, 2008.

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

3.2 Financial Management

School divisions play a critical role in educating children and preparing them to become productive members of society. Strong and cost-effective financial operations are required to support school divisions if they are to succeed in their educational role. Efficient financial management ensures a school division receives all available revenue; maintains a record of its financial decisions and budget allocations; issues timely, accurate and informative financial reports; maintains adequate internal controls; and employs a skilled, and a well-trained staff.

FINDING

The office of business and finance has significantly reduced costs by monthly monitoring of overtime and compensatory leave time.

The office of business and finance began monthly monitoring of overtime/compensatory time costs associated with full and part-time employees at the beginning of 2007-08. In addition, for 2008-09 a process was implemented to allocate a fixed number of hours for professional leave and a fixed number of hours for each part-time position. Although efficient management of overtime, use of professional leave, and of part-time employees is primarily the responsibility of principals and department heads, the monitoring program by the office of business and finance reduced overtime costs by \$77,160 or 39.7 percent between FY07 and FY08 and compensatory leave time liability was reduced by 44.5 percent between June 2007 and June 2008. Continued close monitoring and taking action where necessary allows the division to further reduce

unnecessary costs of overtime, professional leave hours, and part-time employee hours to help with the projected budget shortfall.

COMMENDATION 3-A:

The division has implemented a formal monitoring program to reduce overtime cost, professional leave hours, and part-time employee hours.

FINDING

The office of business and finance does not have a detailed procedures manual.

Although staff in the office of business and finance are all very experienced and knowledgeable regarding the activities that must be performed on a daily basis and are managed by a director with experience in financial operations, the office does not have a detailed procedures manual. A procedures manual documents the steps that are to be taken, when and by whom in order to complete the many financially related tasks that must be performed by a financial department.

Discussions with office of business and finance staff members revealed that not only is there no formal procedures manual, but there are very few handwritten notes of how processes are to be performed. The director of business and finance is aware of the need for well-documented procedures and would like to see one developed.

Written policies and procedures serve various functions. It is generally understood that policies communicate what should be done and why; procedures communicate how things should be done. They provide written notice to all employees of an organization's expectations and practices; provide direction in the correct way of processing transactions; serve as reference material; and provide a training tool for new employees. Additionally, written policies and procedures provide a source of continuity and a basis for uniformity. Without clear, written, and current policies and procedures, HCS's internal control structure is weaker because practices, controls, guidelines, and processes may not be applied consistently, correctly, and uniformly throughout the division.

The lack of formal documentation for the division's critical financial processes places the division at risk in the event of loss of key personnel due to retirement, extended sick leave, or other events that may substantially impair employees' abilities to complete all the duties required to maintain accounting, payroll, and budgeting activities.

School divisions with effective, comprehensive procedures manuals update them regularly to ensure that staff has accurate information and detailed procedures for performing critical accounting and reporting functions. They clearly convey acceptable and unacceptable practices as well as the consequences of violating the provisions. The manuals are detailed enough to be useful in daily operations, yet flexible enough to be used by current as well as future employees. To ensure its availability to staff, many divisions also put their written manual on their web site. The manual identifies roles and responsibilities; lists detailed steps to be followed in performing the tasks and controls to be observed; and identifies areas for secondary review and approval.

RECOMMENDATION 3-1:

Develop a set of comprehensive divisionwide financial management procedures for all critical processes.

A set of comprehensive division-wide financial management procedures will help ensure that critical processes can be completed in a timely and approved manner. When staff performs their duties without the benefit of up-to-date written procedures they may not perform those functions in a manner that complies with division policies due to being uninformed or misinformed.

FISCAL IMPACT

This recommendation can be implemented with existing resources, however it will take the director of business and finance with assistance from staff an estimated 120 hours to document approved procedures in a manual for all staff to use.

FINDING

Staff of the office of business and finance has not been cross-trained to perform critical functions.

The office of business and finance has a few employees that perform basically identical functions who can fill-in for each other when the need arises, however other processes are unique where only one employee is trained to perform the function.

Cross-training employees helps ensure that processes can continue uninterrupted when key employees are out or leave the division. Relying on a single individual to complete a critical process places a great amount of stress on that employee and requires the employee to work overtime in critical situations and is also an internal control weakness.

When only one individual is fully trained and knowledgeable in critical processes the division increases its vulnerability if that individual is unavailable or leaves. Effective departments develop procedures that identify critical processes and provide for cross-training, which ensures that knowledgeable staff is available as backup when primary support personnel are unavailable.

In addition to providing the department division with a back-up for critical processes, cross-training an employee gives them the opportunity to learn a new skill. That new skill can make them more valuable, either in their present job or in a different job. Learning the new job can keep them stimulated and reduce worker boredom.

Benefits to cross-training include:

- Gives employees more variety in their work.
- Improves team work in each department.
- Increases employee awareness of co-worker responsibilities and of the effort required for smooth work flow.

- Assists in eliminating unhealthy competition.
- Serves as an "alarm bell" to employees who have become complacent or lethargic in their job assignments.

Normally the only staff who oppose cross-training are those who are currently in charge of mission-critical functions. They feel more valuable if they are the only ones who can complete a task and will feel less useful if someone else also can do the work.

Programs for cross-training normally, at a minimum, include:

- Budget policies and procedures.
- Payroll policies and procedures.
- Accounts payable policies and procedures.
- School level financial fund policies and procedures.
- Division procedures governing approvals for checks and journal vouchers.
- Procedures for cash receipts and travel reimbursements.
- Procedures and controls for safeguarding the division's fixed assets.
- Division procedures governing distribution of financial reports.

The lack of adequate cross-training disrupts the work flow during an employee's absence. The most effective cross-training is both vertical and horizontal within the system: managers cross-train into jobs of other managers as well as into lower-level jobs. Effective cross-training is carefully planned so that all division employees buy into the concept. Some divisions create a yearly master plan that spells out who is going to be cross-trained and when. This plan gives employees plenty of time to prepare for this task.

RECOMMENDATION 3-2:

Identify critical financial processes and cross-train employees.

An effective cross-training program for financial staff should ensure that all essential job responsibilities are properly carried out in the absence of an employee who is assigned the primary responsibility. By identifying critical processes, identifying the most qualified employees to act as backups, and putting them through the training regimen will help ensure that critical processes can be performed uninterrupted.

The office of business and finance should implement and monitor this recommendation through the assistant directors and payroll supervisor who supervise the respective sections under the director of business and finance.

FISCAL IMPACT

This recommendation can be implemented with existing resources but will require approximately 40 hours of training for each employee related to critical processes during the next calendar year.

FINDING

The office of business and finance staff does not have individualized job descriptions that are specific and unique to document their job duties and responsibilities. Employees are assigned to classifications that pertain to their general job duties; the classifications are used for pay grades to establish compensation rates.

Without specific job descriptions that clearly identify what is expected of employees, it is difficult to properly administer an accountability system. Also, without specific job descriptions many employees may feel as if they don't know what is expected of them and are not confident in performing their daily tasks. Individualized job descriptions unfortunately become dated as processes change; however they are the first place to look when employees are not doing what management needs.

Individual job descriptions are written statements that describe the exact duties, responsibilities, authorities, time frames to perform assigned duties, and reporting relationships of a particular job. Effectively developed, specific job descriptions set and communicate clear expectations for what management expects from employees. However, job descriptions must be flexible so that employees are comfortable cross-training, helping another team member accomplish a task, and confident they can make appropriate decisions to serve their customers.

For internal controls to function as intended and to provide a basis for an accountability system, employees must know their individual duties and responsibilities and what authority they have to process certain transactions or access certain information.

RECOMMENDATION 3-3:

Develop individualized job descriptions for all employees of the office of business and finance.

Individualized job descriptions will help ensure that the office of business and finance employees know and understand their specific duties. They will also communicate clear expectations for what management expects from employees and prove to be very useful when completing employee evaluations. For an accountability system to work appropriately employees must know what their job duties are and what management's expectations are for completing those duties.

FISCAL IMPACT

This recommendation can be implemented with existing resources, but will require an estimated 20 hours for each office employee to develop an individualized job description and approximately 40 hours by the director of business and finance to review, revise, and approve all job descriptions.

FINDING

Employees of the office of business and finance do not have written desk procedures to direct the performance of their daily duties.

For internal controls to operate effectively, all employees need a documented reference source detailing how they perform their assigned duties. An employee desk manual is in much more detail than a formal comprehensive division-wide financial management procedures manual and is basically a step by step written document approved by management that describes how employees are expected to complete their individual assignments. Detailed desk procedures facilitate cross-training of employees and training of new employees since they provide the step by step instruction needed to perform tasks. This increases internal control by helping to ensure processes are performed correctly.

Without written directions, employees complete their duties based on verbal directions that were often received quite some time ago and as such, have become stale. Once time has passed since verbal directions are provided, employees often begin to perform their duties different than what management expects and employees often improvise and develop their own ways to do a certain process. Processing transactions in an unapproved manner often leads to errors.

A desk procedures manual covers the activity steps in sufficient degree of detail that enables an individual that uses it for the first time to perform the steps with very little if any additional instruction. It is important to list specific forms used, computer screens accessed, fields on the screen in which information is entered, as well as identifying other positions that supply information for the procedure or to which it sends information. Employees often find the process more understandable when a flowchart is included.

RECOMMENDATION 3-4:

Develop desk procedures for all employees of the office of business and finance and hold employees accountable for strictly following them.

Detailed desk procedures will help ensure that employees perform their duties in a manner that is approved by management. Desk procedure manuals will also provide a valuable resource when training new employees and cross-training current staff. A desk procedures manual does not serve much purpose if it sits on a shelf. Instead, it is most useful when made an integral part of all training programs and included in discussions regarding the updating or improvements of key processes. Only through constant attention will the manual be used to the fullest extent possible.

FISCAL IMPACT

Although this recommendation can be implemented with existing resources, it will take each office employee an estimated 40 hours to document procedures that must be completed in order to complete the tasks assigned to each; the director of business and finance will also need to spend an estimated 40 hours reviewing, editing, and approving.

FINDING

HCS operates a central printing operation that recovers the cost of a limited portion of its printing activity from user schools, departments, and from the City of Hampton. The printing operation does not have a standard costing methodology or use established rates to determine the amount to recover from customers.

The printing and publications department provides most printing to schools and departments at no cost; however, the cost of special forms and documents requested by schools and departments are charged back to the requesting school or department. The printing and publications department also performs printing services for the City of Hampton on what is to be a cost reimbursement basis. There are no established rates or methodology for how to calculate the amount of cost to recover from schools, departments or the City of Hampton. Schools and departments are generally charged the cost of materials plus about a 10 to 15 percent of material cost. The City of Hampton is charged the cost of materials, an amount for labor, machine time, and an estimated 35 percent profit.

Rates charged for services by an operation that recovers cost from other divisions or outside entities normally includes all costs including paper and supplies, payroll costs, all other operating expenses, and capital investments. Operations that recover costs normally calculate and publish predetermined rates that are used to bill their customers and help ensure that all costs are consistently recovered from all customers.

RECOMMENDATION 3-5:

Establish a standard methodology for calculating and recovering printing department services that are recovered from schools, departments, and the City of Hampton.

Establishing a standard methodology for calculating rates charged for printing services will help ensure that costs associated with performing the services are recovered on a consistent and fair manner. Having established rates for services performed on a cost reimbursement basis will also help estimate the cost of a requested project that can be compared to other sources for the services such as a commercial facility to ensure the service is obtained from the most cost effective source.

FISCAL IMPACT

This recommendation can be implemented with existing resources but will require the coordinator of printing and the director of business and finance to spend an estimated 20 hours each to establish a standard methodology for calculating rates and establish rates for regularly provided services.

FINDING

School and department staff that are required to perform financial-related functions associated with purchasing, payroll, time, and other financial related processes are not provided written guidelines. However, schools have been provided with a very descriptive and current handbook for student activity funds.

Schools and departments must follow specific processes and complete a variety of financial related documents accurately and timely. The variety of processes must be completed in order to help ensure employees are paid timely and accurately, materials and services are ordered and received when needed, vendors are paid timely and accurately, and other activities such as those relating to accidents, travel, and workers' compensation are handled properly.

Processes related to financial activities are many times difficult for staff who do not perform those functions on a continuous basis and who are also required to perform a variety of other duties. An easily understood reference manual for financial duties and processes greatly reduces errors and reduces the amount of time required by finance office staff to repeatedly explain processes.

To assist school and department staff to better understand how the finance department operates, as well as to provide a good reference for finance-related and other activities that impact employees and administrative staff duties, the Williamsburg – James City County Public Schools finance department compiled a manual called *No Employee Left Behind – Everything You Always Wanted to Know about Finance... but Were Afraid to Ask*. The manual presents explanations on more than 80 topics for employees and administrative staff. The topics are listed in alphabetical order in the table of contents for each reference and include explanations on:

- Employees and vehicle accidents.
- Purchasing policy and procedures.
- Payroll activities.
- Leave.
- Fixed asset inventory processes.
- Mail delivery.
- Many other activities that impact division employees and administrative staff.

RECOMMENDATION 3-6:

Compile a user manual for school and department staff describing processes required to be completed for financial related functions.

The manual should not only provide detailed steps on how to fill out a particular form but should also include policies such as delegated purchasing and the associated penalties for not following the policies. The manual should be made available on the division's web site and discussed during the beginning-of-year meetings.

FISCAL IMPACT

Although this recommendation can be implemented with existing resources, it will take the staff of the office and business and finance a combined estimated 120 hours to develop and organize a useful manual. The manager of the consolidated procurement department should be asked to assist with purchasing related topics. Technology staff will need approximately four hours to incorporate it into the web site.

3.3 Budget Management

A budget shows anticipated revenues and expenditures for a given period, usually a year. An effective budget links spending plans to strategic goals, priorities, and initiatives established by the governing body. A school division's budget development process is a collaborative effort requiring the input, participation and cooperation of various individuals across the organizational spectrum. Moreover, a school division's budget reflects the financial stewardship of the administration, the School Board, and the local community.

A school division's budget enables a division to adequately plan, maintain, and control its financial resources. School administrators, department heads, teachers, and community members should be involved in the budgeting process, as well as the central administration and school board. The budget needs to reflect the overall goals and objectives of the division's long-range strategic plan.

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

- Present a comprehensive forecast of all the division's expenditures and revenues based on its specific educational needs and plans.
- Serve as an overall picture of the school program operation.
- Depict the division's educational plans with definite statement 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.

HCS's budget cycle begins in September when the office of business and finance distributes budget development instructions and guidelines to schools and departments. The division publishes a budget development calendar with specific due dates that identifies when actions must be completed in order to meet the submission date to the board for approval and the approved budget to the city council for review and final approval. The calendar assigns responsibility to the staff that are to complete the various steps. **Exhibit 3-7** shows HCS's budget development calendar for the 2008-09 budget.

**EXHIBIT 3-7
HAMPTON CITY SCHOOLS
2008-09 BUDGET DEVELOPMENT CALENDAR**

DATE	ACTIVITY	RESPONSIBILITY
SEPTEMBER 2007		
9/29/07	Distribute FY2009 zero based budget development and guidelines to schools and departments	Finance staff
OCTOBER 2007		
10/4/07	Principals/Curriculum Leaders/Directors establish budget priorities at superintendent's monthly meeting	Superintendent and deputy superintendent business and finance
10/17/07	Work session to discuss budget priorities (division leadership team (DLT) & School Board to conduct brainstorming session on budget priorities)	School Board
10/23/07 – 11/6/07	Information sessions/workshops to assist with zero based budgets	Finance Staff/DLT members
10/23/07 – 11/6/07	Provide assistance with reports on prior year expenditures	Finance/Technology/Library Media
NOVEMBER 2007		
Ongoing	Continue with one on one budget meetings as requested	Finance staff
October – November 2007	Prepare school and Department Budget Requests review w/appropriate DLT member	Principals and department heads
DECEMBER 2007		
12/5/07	Presentation of budget calendar to School Board	Deputy superintendent business and finance
12/7/07	School and department budget request due to finance department	School principals and department heads
12/13/07	Budget priorities workshop with TAC	Superintendent; deputy superintendent, business and finance
12/17/07	Governor's budget released	Governor
Week of 12/17/07	Prepare preliminary revenue estimates based on the Governor's introduced budget	Finance Staff
Ongoing	Begin process of collating requests and looking for duplicate requests or obvious gaps	Finance Staff

**EXHIBIT 3-7 (CONTINUED)
HAMPTON CITY SCHOOLS
2008-09 BUDGET DEVELOPMENT CALENDAR**

DATE	ACTIVITY	RESPONSIBILITY
JANUARY 2008		
1/2/08 – 1/11/08	Complete consolidation of budget requests into division total	Finance Staff
1/8/08	DLT & finance begin meeting to review budget requests (twice weekly thru January)	DLT, Finance
1/9/08	General Assembly Session Begins (est.)	Virginia State Government
1/14/08	Present preliminary revenue estimates to DLT by source of revenue	Deputy superintendent for business and finance and finance staff
Ongoing	Review of division priorities and budget request	Deputy superintendent for business and finance and finance staff
FEBRUARY 2008		
Ongoing	Prepare preliminary budget document (Revise as necessary)	Finance staff
Ongoing	Meet with DLT to review/refine budget requests in accordance with approved priorities	Superintendent, DLT and finance staff
MARCH 2008		
3/5/08	Presentation of Superintendent and DLT's proposed budget to the school board (subject to action based on GA action)	Superintendent
3/9/08	General Assembly Session ends (est.)	Virginia State Government
3/12/08	Presentation of revised budget (if necessary); questions/public comment on FY 2008-09 proposed budget	Superintendent
3/19/08	Questions/public comment regarding the FY 2008-2009 proposed budget	School Board and finance staff
APRIL 2008		
4/2/08	Adoption of the FY 2008-09 school board's proposed budget	School Board
4/30/08	Presentation of school board approved budget to city council	School Board Chairman

Source: HCS approved 2008-09 budget, 2008.

The office of business and finance is responsible for compiling the division's budget document and for monitoring and managing the budget during the year. The assistant director of budget has primary responsibility and performs the duties without any other dedicated staff. However, other staff within the office of finance and budget assist with duties such as monitoring specific types of expenditures such as overtime pay and utilities.

The division's 2008-09 budget document shows comparative financial data primarily for only the previous year due to limitations of the financial system. However, a couple of schedules show comparisons of selected data such as local contributions that state comparative data for years 1995-96 through 2008-09 and a revenue summary that include data for 2006-07 through 2008-09. Beginning with data recorded for 2007-08 future budget documents can easily be prepared to show multiple year comparisons. **Exhibit 3-8** presents a summary of estimated revenue and expenditure appropriations for 2007-08 and 2008-09. Between 2007-08 and 2008-09:

- Both total estimated revenue and expenditure appropriations increased by 5.22 percent.
- State basic aid appropriation increased by 11.94 percent.
- Expenditure appropriators for transportation increased by 19.46 percent.
- Appropriations for instruction decreased by 2.69 percent.

**EXHIBIT 3-8
HAMPTON CITY PUBLIC SCHOOLS
BUDGET COMPARISON
2007-08 TO 2008-09**

CATEGORIES	2007-08	2008-09	PERCENT CHANGE
ESTIMATED REVENUE			
State Basic Aid Appropriation	\$68,322,012	\$76,479,045	11.94%
Other State Funds	\$40,569,745	\$40,900,314	0.81%
Lottery Funds	\$3,597,839	\$3,814,540	6.02%
Sales Tax	\$23,400,000	\$23,000,000	(1.71%)
Federal Funds	\$1,397,908	\$1,397,909	0.00 %
Miscellaneous Funds	\$1,374,813	\$1,071,870	(22.04%)
Local Contribution	\$66,517,469	\$69,216,564	4.06%
Total Estimated Revenue	\$205,179,786	\$215,880,242	5.22%
EXPENDITURE APPROPRIATIONS			
Instruction	\$164,003,395	\$159,598,214	(2.69%)
Administration/Attendance & Health	\$11,083,697	\$11,259,679	1.59%
Transportation	\$9,309,838	\$11,121,256	19.46%
Operation and Maintenance	\$20,517,856	\$20,837,201	1.56%
Technology	\$0	\$12,747,892	100.0%
Fund Transfers	\$265,000	\$316,000	19.25%
Total Expenditure Appropriations	\$205,179,786	\$215,880,242	5.22%

Source: HCS approved 2008-09 budget.

For the 2008-09 school year, HCS developed and implemented a new budget development process based on a zero-based budgeting concept that emphasizes justifying funding for expenditures instead of an incremental budget process that was used in previous years that primarily emphasized increases and decreases from previous years. The incentive for the change was based on a curriculum management audit that was completed in April 2006. The audit concluded that the budgeting

procedures followed by HCS did not include formal documented procedures for determining cost-benefit analysis; for linking budget allocations to student performance and program evaluation; or for expansion, reduction, or stabilization of the budget based on changing needs or priorities. In an effort to implement the recommendation of the curriculum audit, the division will follow a three-year phased approach. The approach is:

- Phase I – creating a program budget reporting format (implemented in the 2007-08 budget).
- Phase II – Create the 2008-09 budget in a program format and working with departments to detail their operating requirements from the ground up (completed during the 2008-09 budget development process).
- Phase III – Development of the 2009-10 budget through a performance based budgeting process (division will use year ended June 30, 2008 performance data to base decision).

Analysis by division staff of the two concepts identified the advantages and disadvantages of both budgeting concepts. The current and past processes are presented in **Exhibit 3-9**.

**EXHIBIT 3-9
HAMPTON CITY SCHOOLS
COMPARISON OF BUDGET PROCESSES
2008-09 AND PAST PROCESSES**

2008-09 BUDGET PROCESS	PAST PROCESSES
<p>Procedure:</p> <ul style="list-style-type: none"> • Justify ALL Expenditures • Build budget from zero • Results should explain clearly how funding requested will be spent 	<p>Procedure:</p> <ul style="list-style-type: none"> • Justify only NEW funding requests • Build budget from prior year base • Results show how only how newly approved funding will be spent, and does not detail how existing funding is spent
<p>Advantages:</p> <ul style="list-style-type: none"> • Efficient allocation of resources as it is based on needs rather than entitlement • Drives staff to find cost effective ways to improve operations • Detects inflated budgets • Identifies and eliminates waste and obsolete operations • Increases staff motivation by providing greater imitative and responsibility in decision-making • Increase communication and coordination within the organization • Provides a justification for expenditure 	<p>Advantages:</p> <ul style="list-style-type: none"> • The budget is stable and change is gradual • Managers can operate their departments on a consistent basis • The system is relatively simple to operate and easy to understand • Conflicts should be avoided if departments can be seen to be treated similarly • Co-ordination between budgets is easier to achieve
<p>Disadvantages:</p> <ul style="list-style-type: none"> • Increase time and expense in preparing the budget • Will fail without strong leadership dedicated to the task • Forced to justify every detail related to expenditures – requires much research 	<p>Disadvantages:</p> <ul style="list-style-type: none"> • Assumes activities and methods of working will continue in the same way • Risk of “creeping” costs year after year. For example, each year the organization may take last year plus 5 percent as its figure and fail to query the basis for the decision. In this way, an arbitrary decision in a given year can continue unchallenged for a decade or more • No incentive for developing new ideas • No incentives to reduce costs • Encourages spending up to the budget so that the budget is maintained next year • The budget may become out of date and not longer relate to the level of activity or type of work being carried out • The priority for resources may have changed since the budgets were set originally • There may be budgetary slack built into the budget, which is never reviewed-managers might have overstated their requirements in the past in order to obtain budget which is easier to work to, and which will allow them to achieve favorable results

Source: HCS approved 2008-09 budget.

HCS receives local funding from the City of Hampton based on a funding formula. The local school funding formula was endorsed by the City Council and School Board in FY 1999. The basic agreement states that the local school system shall receive 61.83 percent of all residential real estate, personal property, and utility taxes. Utility taxes include telephone, electric, gas, and cable utility tax revenues.

FINDING

Along with revising the budget development process for 2008-09, the division also revised its budget document. Revisions to the division's budget document originally developed by the office of business and finance were guided by the objective to begin presenting financial data in a manner that will enable the division to continue to move towards its goal of a performance based budget system. In order to meet its performance based budgeting goal the division realized that budget data must be presented on a program basis from which performance can be calculated and used to make future budget decisions.

The budget document emphasizes and presents information more on a program basis than an organizational basis. The document is well organized and uses a number of color graphs and charts to facilitate understanding and illustrate key financial information. The document has a detailed table of contents and is segregated with tabs for the major areas of introductory, organizational, financial, and informational.

COMMENDATION 3-B:

HCS has improved its 2008-09 budget document to present data in an easily understood format that emphasizes programs instead of organizations.

FINDING

Although HCS's budget document for 2008-09 is generally very informative, easily understood, and an improvement over previous years' documents, it can be even more effective with additional information.

The first year of compiling a budget document with information in a new format to meet the needs of its readers is a challenging undertaking. The budget document for 2008-09 contains very little comparative information for previous years. Most schedules and exhibits only compare 2008-09 data to 2007-08. It is more informative and helps to understand data when a number of years are used for comparative purposes. Multi-year comparisons enable a reader to see trends and what increases and decreases in revenues and expenditures are impacting and driving decisions.

The 2008-09 document also does not provide any forecasting beyond the budget year. In addition to providing current and historical revenue and expenditure information, projection of future revenues and expenditures provides a board, city, and the public with an indication of possible budget needs in the future years. To make projections, divisions many times assume a certain percentage growth rate or decrease in revenues based on enrollment projections, local economic trends, and an estimate of federal funds. Expenditures are often adjusted for staff retention costs and other inflationary costs.

Based on these projections divisions many times are provided with an insight that is beneficial in making decisions for the current period budget.

HCS does not present its budget document to national organizations for certifications of excellence or feedback as to how documents can be improved. The Association of School Business Officials International (ASBO), of which the division is a member, and the Government Finance Officers Association (GFOA) are two national organizations that promote excellence in the form, content and presentation of budget documents through budget award programs. The primary difference between the ASBO and the GFOA programs is that ASBO's program is specifically designed for school divisions, while GFOA's program is designed for any governmental entity. These programs establish a number of criteria for exemplary budget documents and provide certification awards to governmental entities whose budget documents meet the criteria.

Divisions desiring to improve the presentation of budget information submit their annual budget document to one or both of the national organizations for review. Suggestions received after the review are used by divisions to make changes and improve their budget documents to enhance their usefulness as communications device, a policy document, and a financial plan.

RECOMMENDATION 3-7:

Submit the division's annual budget document for review and use suggestions to continue to enhance the presentation of data and to make the document more beneficial to the Board, the City Council, and the public.

Submitting the division's budget document to either of the national organizations or both will provide suggestions that can be used to improve the document so it is more useful to the board, administration, and the community. The director of business and finance should revise the budget document and submit it every year to ensure all recommended enhancements are made to make the document as useful as possible.

FISCAL IMPACT

Since the division is a member of ASBO, the recommendation can be made with existing resources. The director of business and finance and the assistant director of budget will need to spend additional time each year making suggested improvements to the budget document. The estimated time will depend on the improvements undertaken but shouldn't exceed 40 hours each year.

FINDING

The division lacks a formal approval process for budget adjustments.

Although a practice exists that requires a transfer of budgeted funds between categories to receive board approval, it is not documented. Other adjustments such as transfers between salaries and non-salary budgets are informally managed by the office of business and finance and the deputy superintendent for facilities and business.

Budget adjustments that were submitted to the board for approval during the 2006-07 year are shown in **Exhibit 3-10**.

**EXHIBIT 3-10
HAMPTON CITY SCHOOLS
BOARD APPROVED BUDGET ADJUSTMENTS
YEAR ENDED JUNE 30, 2007**

EXPENDITURES	APPROPRIATIONS JULY 1, 2006	NET CHANGES	APPROPRIATIONS JUNE 30, 2007
Administration/attendance and health	\$10,894,035	\$16,577	\$10,910,612
Instructional	\$159,244,598	(\$2,361,356)	\$156,883,242
Public transportation service	\$10,212,844	\$84,695	\$10,297,539
Operation and maintenance of school plant	\$20,573,940	\$870,372	\$21,444,312
Total Expenditures	\$200,925,417	(\$1,389,712)	\$199,535,705

Source: City of Hampton Comprehensive Annual Financial Report, year ended June 30, 2007.

The division does not have a policy as to when budget adjustments are required or what approvals are required before adjustments can be made. Frequent budget adjustments are not advisable since they defeat the purpose of the budget as a planning and control tool. If budgets are prepared with a reasonable amount of care few amendments are normally necessary. When officials desire to amend a budget they should state their case in writing that includes:

- Identifying expenditures to be increased.
- How the increase is to be funded: by a reduction in estimated year-end fund balance; by a reduction in other expenditures; or by an increase in receipts above budgeted amounts.
- Justification for the amendment.
- Course of action if amendment is not approved.

For any budget system to work and to be a tool to manage division funds it is imperative that a system of accountability be in place. Effective budget control policies identify what level of school and department budgets are to be controlled and what approvals are needed to make adjustments to what levels. The Laredo Independent School District (TX) has a board policy that requires board approval for budget adjustments that increase total revenues or expenditures for any category of its budget. It also states in the district's financial operating guidelines the management approvals necessary for transfers within categories. Management approval levels increase as the amount of the budget adjustments increase. Senior accountants can approve budget adjustments up to \$1,000 while adjustments that exceed \$10,000 require the superintendent's approval. The director of business and finance approves the adjustments between \$1,000 and \$10,000.

RECOMMENDATION 3-8:

Develop a budget adjustment policy that provides guidance as to when budget adjustments are to be prepared, and what approvals are required for various types.

A budget adjustment policy will ensure that all adjustments that the board desires to approve are submitted timely. The director of business and finance should develop a policy that states when a budget adjustment is necessary. The policy should also include what approvals are required for adjustments that do not require board approval and detail actions the director of business and finance is to take if invoices or purchase orders are sent to the office of business and finance for processing when authorized budgeted amounts are not available.

FISCAL IMPACT

This recommendation can be implemented within existing resources but will require the director of business and finance to spend an estimated 20 hours developing a budget adjustment policy.

3.4 Payroll

School divisions require accurate and detailed payroll accounting to ensure that employees are paid for their services correctly and on time. Payroll is one of the division's most visible responsibilities. When an error occurs with an employee's check, it quickly becomes public knowledge. Accurate payroll data is vital to the division's budgeting process as payroll is generally the largest single expenditure category. If the division does not have access to accurate historical payroll data, it becomes difficult to project future payroll expenditures with any degree of certainty.

FINDING

The division's human resources data and payroll data are maintained in the same system with both human resources and payroll staff having access to all data fields in the system. Both security and internal control weaknesses exist with this type of operation.

Human resources staff establish positions within the system, enter data pertaining to new employees, change data for existing employees, and enter information when employees terminate. Hard copies of entries made into the system by human resources staff are forwarded to payroll staff where data entries are checked for accuracy and correctness of payroll impacted coding. Payroll staff indicated that corrections to human resources information are sometimes corrected by payroll staff rather than identifying the errors for human resources to correct as is the standard procedure. All information entered by staff of either office immediately updates employee records in both the human resources portion of the system and the payroll portion of the system.

Between the 9th of each month until the 18th, payroll uses the system to process the monthly payroll for all division employees. During this period of time human resources

staff are not allowed access to the system. Since entries made to the human resources data immediately update payroll information, making entries during the period when payroll is being processed could cause significant errors to occur. Although staff interviewed stated that human resources staff were not allowed access to the system, these are not system restrictions, only directions to human resources staff not to enter data until informed by the supervisor of payroll that the payroll process for the month has been completed and data entry can be resumed.

Separation of duties is a key component of an effective internal control system. Segregation of duties and access to human resource and payroll systems are especially critical due to the sensitive nature of information and the ability to make unauthorized entries into the systems. Providing the opportunity for employees to make unauthorized changes to employee records places the division in potentially a serious liability position and severely impacts the integrity of the security of employee personnel and payroll data.

Human resources and payroll systems that contain proper security and internal controls provide a partition between the two systems. Only information needed to process employee payrolls is passed from the human resources system to the payroll system. Access to data contained in either system is restricted to only staff that have a specific need to access the data. Certain employee information contained in human resources and payroll systems is confidential and must be protected from unauthorized access and distribution. Proper internal controls require that accessibility to critical human resources and payroll data be restricted to only authorized individuals. Payrolls are calculated each month using data maintained in the payroll module and changes to this data must be restricted to ensure accurate payrolls are processed for division employees. The ability to access and to make changes to the data by individuals not authorized to make changes can cause errors in employee payrolls.

RECOMMENDATION 3-9:

Modify the human resources and payroll systems to provide a partition between the two systems and allow access to only specific staff needing the data to complete their assigned job duties.

Modifying the division's human resource and payroll systems by providing a partition between the two so access to critical information can be restricted to only those employees in each department needing access will greatly improve internal controls and security. Providing access to the human resources portion to only human resource staff and to the payroll portion to only payroll staff will also greatly improve security and internal control.

FISCAL IMPACT

This recommendation can be implemented with existing resources but will take the technology department an undeterminable amount of time to make system revisions necessary to improve security and internal controls. Due to the seriousness of the weakness in internal control and security, the system revisions should receive a top priority.

FINDING

HCS does not have an automated position control system.

Although the annual budget was developed based on approved positions for division schools and departments, the division does not have an automated process to manage the positions once the fiscal year begins.

Members of the office of business and finance, technology, and human resources meet regularly to discuss the need and options to meet the division's need for an automated position control system. The Oracle financial management system that the division uses for other financial and human resources needs contains a position control module. Discussions with both human resources department and office of business and finance staff indicated that the division attempted to implement and use the Oracle module; however the attempt to use the module failed because the module was too difficult and cumbersome to use. Staff found that the Oracle position control module is so intertwined with the budget module and required an excessive amount of detail that it proved unmanageable.

Although human resources attempts to control hiring to only approved positions by requiring schools and departments to provide information on request to hire forms that indicate the name of the employee who was in the position previously and when the employee left the position, staff openly indicated that the process did not provide assurance that unauthorized positions are not filled. The assistant director of budget in the office of business and finance is also not required to review hiring requests to help ensure that funding is available prior to filling a position.

The lack of a position control system can lead to overstaffing and excess expenditures for personnel. Although a commercial or division developed automated system for position control is normally the most efficient, some divisions, due to the high cost of such an automated system, rely on spreadsheets to help provide controls until they can fund a comprehensive system.

RECOMMENDATION 3-10:

Continue to evaluate options for a position control system and ensure funding.

While analysis and evaluations are continuing for an automated position control system, the division should involve the assistant director of budget in the filling of positions by requiring hiring forms to be reviewed and signed signifying that funds are available in the budget. On an interim basis the division should also attempt to better control positions by using spreadsheets to track authorized positions. The division should make finding a solution a top priority.

FISCAL IMPACT

Costs resulting from this recommendation are dependent on the solution that the division ultimately selects. If a commercial solution is not found, then an internal product should be developed using internal staff from the technology department. If that is the case, a feasibility study should be conducted to determine appropriate staff and costs.

FINDING

Payroll clerks in the payroll section of the office of business and finance spend a great amount of time checking and correcting leave time data entered by school and department secretaries.

The process of office of business and finance staff checking data entries and making corrections that should have been entered correctly by school and department staff is inefficient. Access to and the ability to change leave time records by payroll staff is also an internal control weakness.

Leave time is entered manually by secretaries or accountants in each school or department. Time sheets are sent to the office of business and finance where data entered by school and department staff is checked for accuracy. The division researched the options of acquiring an automated time card system, however the cost in March of 2005 to implement the preferred system by Kronos of \$527,940 was determined to be more than the division could afford.

The process in the office of business and finance associated with checking time sheet data for approximately 1,500 non-exempt employees originally entered by schools and department staff includes the following steps:

- Time sheets are received for all non-exempt employees on a weekly basis.
- Time sheets go into crates by schools on a weekly basis.
- Time sheets are then separated by full-time employees, part-time employees, substitutes, and for extra pay.
- Reports are run showing information entered by each school and department secretary or accountant.
- Five members of the office of business and finance staff verify data entered.

During the review team's onsite visit the division had an accountant at one of the high schools who demonstrated the ability to accurately enter leave data. Subsequent to the onsite visit, the division reported that the other three high school accountants and the transportation accountant have also demonstrated the ability to accurately enter leave data. Consequently, time sheets for employees at the high schools and transportation department are retained by the accountants and not sent to the office of business and finance. The office of business and finance relies on the accountants for the accuracy of time entered for payroll purposes and the accountants are held accountable for the accuracy and must make necessary corrections.

Although the office of business and finance does not track errors made by school and department secretaries and accountants when entering leave information, it was reported in interviews to be many each week. School staff that have responsibilities for entering employee leave data accurately are not being held accountable. A key component of the HCS payroll system requires employee time data to be entered on a weekly basis and approved by principals and department heads by the 8th day of each month.

Payroll staff having both access to data in the payroll system and the ability to add or change leave time information for employees is an internal control weakness. The opportunity to add or change time originally entered by a school or department secretary and approved by a principal or department head could result in an unauthorized payment that probably would go unnoticed for an extended period of time or not at all.

The office of business and finance developed a payroll processing handbook and used it to train the accountants at the four high schools, a secretary in transportation, one elementary secretary and one department secretary. The handbook provides information on:

- Assignments.
- Work schedules.
- Time sheets and forms.
- Time schedules.
- How employees are paid.
- School board leave policies.
- Payroll deadlines.
- Data entry.
- Paying substitutes.
- How to verify work.

Internal control systems, which help ensure an entity's resources are properly managed, hold employees accountable for performing their duties in a timely and accurate manner. Entities with good internal controls develop a method of tracking the number of exceptions and adjustments by reporting location. They also establish a grading scale to determine the performance of locations, establish consequences for reporting locations that perform poorly and ensure that established consequences are carried through.

RECOMMENDATION 3-11:

Implement procedures to hold secretaries and accountants accountable for accurately reporting time.

Holding secretaries and accountants accountable for data entry of leave time information will eliminate the inefficient process in the office of business and finance of rechecking the data entered. Eliminating the ability of the office of business and finance payroll staff from adjusting leave records will help improve the internal controls associated with the payroll system. Although secretaries and accountants should initially be held accountable for accurately reporting time, a process should then be developed for all payroll related processes.

Before holding school and department secretaries accountable for payroll related processes and relying on the work to process payments to division employees, secretaries and accountants should be provided more training. The office of business and finance should track errors made that require corrections to employee paychecks and provide training to those who make the errors. Division staff who continue to make errors due to carelessness or neglect should be held accountable and disciplined accordingly.

FISCAL IMPACT

This recommendation can be implemented with existing resources but will require each school and department secretary or accountant to be better trained in entering leave data and verifying the data entry prior to completing the process. Training will take an estimated 20 hours for each secretary or accountant and should be provided by the payroll supervisor in the office of business and finance. Once secretaries and accountants have been trained, they should be assigned complete responsibility for entering leave time data and be held accountable for any errors. Training of secretaries and accountants should be completed during 2009-10 and the office of business and finance staff should no longer be required to check leave time data entries.

It is estimated that once payroll staff are no longer required to check time sheets, one payroll clerk will no longer be needed. Cost savings are estimated to begin in 2010-11 and will total \$43,000 annually. Cost savings are based on the average salary of payroll clerks of \$28,443 and a benefit rate of 23.4 percent plus fixed healthcare costs of \$7,901.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Hold Secretaries and Accountants Accountable for Accurately Reporting Leave Time	\$0	\$43,000	\$43,000	\$43,000	\$43,000

3.5 Activity Funds

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

School boards are responsible for administering the regulations established by the State Board of Education. School activity fund revenues may be generated from a number of sources including athletics, concessions, publications, club activities, gifts, fund-raising drives, and other activities. Activity funds for HCS comprise amounts relating to various extracurricular school activities, programs, and groups existing in the schools for the benefit of the schools, the students, and the faculty. The principal of each school is responsible for managing the funds and maintaining the records.

Each school maintains financial records of its activity funds using the Oracle Small Business Suite (Net Ledger) automated software. Almost \$3 million is received and disbursed through HCS activity funds during a school year. **Exhibit 3-11** shows the balances and total receipts and disbursements for all activity funds during the year ended May 31, 2008.

**EXHIBIT 3-11
HAMPTON CITY SCHOOLS
ACTIVITY FUNDS
YEAR ENDING MAY 31, 2008**

FACILITY	CASH BALANCE JUNE 1, 2007	CASH RECEIPTS	CASH DISBURSEMENTS	CASH BALANCE MAY 31, 2008
High Schools	\$563,432	\$1,646,394	\$1,657,630	\$552,196
Middle Schools	\$248,843	\$631,963	\$610,058	\$270,749
Elementary Schools	\$236,480	\$527,572	\$451,783	\$312,269
Auxiliary Education Facilities	\$8,720	\$75,960	\$63,266	\$21,414
TOTALS	\$1,057,475	\$2,881,890	\$2,782,737	\$1,156,628

Source: HCS, Audited financial statement for year ended May 31, 2008.

FINDING

The office of business and finance updates the *Principal's Manual of Accounting for Student Activity Funds* on a regular basis to provide principals and school secretaries with current guidelines to assist in managing schools activity funds.

The manual was updated in 2003, updates and revisions were completed in October 2008, and manuals are being distributed to principals and secretaries. Revisions were made to provide current information and to make improvements to how guidelines are presented in the manual. The 2008 update included additional guidance on: allowable use of various funds; directions on steps to take when funds are missing; use of revolving charge accounts; deposit and use of grant funds; paying travel with activity funds; limits on class fund reserves; deficit balance and loans between funds; and information on organization of paperwork. The manual provides principals, secretary/bookkeepers and sponsors with current requirements that enable them to fulfill their responsibilities associated with administration of student activity funds. The manual also provides a good reference for new employees and assist a staff person who is asked to fill-in when a secretary/bookkeeper or sponsor is absent for an extended period of time.

COMMENDATION 3-C:

HCS is commended for providing principals and school secretaries with up-to-date guidelines for managing school activity funds by routinely updating the *Principal's Manual of Accounting for Student Activity Funds*.

FINDING

The division does not have a formal process to address deficiencies contained in reports from external auditors contracted to audit student activity funds. Deficiencies in the reports are called management control observations and are situations noted by the external auditors where a school has not followed established procedures.

Student activity funds are managed at the school level with monies maintained in local bank accounts. Cash is received and deposited by school administrators, and checks are issued to vendors for services provided. The principal of each school has been provided the authority to manage the funds and assign the responsibility for administering them according to specific requirements.

A number of schools had repeat management control observations that were reported in both the 2006-07 and 2007-08 audits. In the 2006-07 report one elementary school was found to have not reconciled bank statements on a timely basis for four of the months and in the 2007-08 report the same elementary school was found to have not reconciled bank statements on a timely basis for 10 of the months. Each observation in the audit report contains an HCS finance department response which is the same for all observations and states "we concur and will be going over this comment with the principal and bookkeeper:"

It was also noted in interviews with the office of business and finance department staff that not all schools submit their required reports in a timely manner. The division does not have a formal process to address delinquent reports. The practice is for the assistant director for budget to call schools when reports are not received, then an email is sent with a copy to the appropriate division leadership team but there is no established policy for further actions to help ensure compliance.

Even though an up-to-date student activity manual is extremely important in properly managing student activity funds, ensuring that the policies and procedures contained in the manual are followed is even more important. To ensure student activity funds are being managed as intended, a formal follow-up to audit observations is required and deficiencies during the year such as untimely reports must also be formally and timely addressed.

RECOMMENDATION 3-12:

Improve the division's current process to ensure management control observations of student activity funds made by external auditor are formally addressed and the requirement to provide timely monthly reports is enforced.

An improved process that requires a formal response to each management control observation will help ensure that the deficiency was addressed and help eliminate repeated occurrences of the same deficiency. A formal process that monitors the receipt of internal account reports and requires immediate follow-up for those not received will help ensure the reports are received by the due dates. The process will also help eliminate the possibility of internal accounts not being reconciled timely or other irregularities not being identified timely so that corrective actions can be taken before the problem becomes too severe.

FISCAL IMPACT

This recommendation can be implemented with existing resources but will require the director of business and finance to work with schools each year to formally address each management control observation to ensure the situation is properly addressed to help prevent it from reoccurring. It's estimated that the director will need to spend an estimated 20 hours each year and principals and secretaries will need to spend an

undeterminable amount of time based on the number and severity of observations for their student activity funds.

4.0 PURCHASING

4.0 PURCHASING

This chapter reviews the purchasing, warehouse, and asset management functions at Hampton City Schools (HCS). The major sections of this chapter are:

- 4.1 Introduction and Management
- 4.2 Purchasing
- 4.3 Textbooks
- 4.4 Risk Management
- 4.5 Fixed Assets

CHAPTER SUMMARY

The purchasing functions within the Hampton City Schools are for the most part efficiently performed. Responsible staff in schools and departments and the services provided by the City of Hampton's consolidated procurement department effectively provide materials and services when needed.

Many of the asset risk management functions in HCS are performed by the City of Hampton at no charge to the division. Other risk management functions are not centralized and management of fixed assets could be improved by implementing a number of recommendations.

Commendations reported in this chapter are as follows:

- Hampton City Schools continues to use consolidated purchasing functions with the City of Hampton, which reduces redundant functions and costs to both entities (**Commendation 4-A**).
- The division takes advantage of just-in-time purchasing without adding warehousing expenses (**Commendation 4-B**).

Recommendations contained in this chapter are focused on suggested changes to improving the ability of the division to more efficiently process payments to vendors, improve the time it takes to process purchase orders, and to make improvements to the textbook program.

This chapter contains the following recommendations:

- Consider revising purchasing processes by delegating additional authority to schools and departments that will reduce the workload on the consolidated procurement department to enable it to improve purchasing services and provide training to division staff (**Recommendation 4-1**).
- Consider participating in a procurement card program similar to that used by peer school divisions, and develop a formal policy for use of procurement cards to provide efficiencies in division purchasing and payment processes (**Recommendation 4-2**).

- Continue centralizing the management of textbooks and develop textbook management procedures (**Recommendation 4-3**).
- Create a division-level risk management advisory committee to provide strategic direction in the area of risk management and develop risk management policies (**Recommendation 4-4**).
- Obtain accident data from the city and develop a process to analyze accidents and focus training to reduce reoccurring accidents (**Recommendation 4-5**).
- Transfer the management of the division's fixed asset functions and staff performing fixed asset record keeping duties from the director of library media services to the director of business and finance (**Recommendation 4-6**).
- Develop fixed asset policies to direct the management of the division's investment in capital items (**Recommendation 4-7**).
- Assign responsibility for taking a consolidated annual physical inventory of division tracked fixed assets and reconcile the inventory to the capitalized inventory (**Recommendation 4-8**).
- Consolidate all fixed asset information from the Alexandria system into the file maker fixed asset tracking system (**Recommendation 4-9**).

4.1 Introduction and Management

Management of purchasing functions and establishment of purchasing policies and procedures for HCS are provided by the consolidated procurement department of the City of Hampton. The consolidated procurement department is managed by the procurement manager who is assisted by a staff of eight. The staff includes two senior buyers, two buyers, two associate buyers, an administrative assistant, and an account clerk. The division reimburses the city a proportional share of the cost of the consolidated procurement department. For 2007-08 the division reimbursed the city \$221,041 for procurement services, \$207,317 for 2006-07 and budgeted \$218,818 for the 2008-09 school year.

Exhibit 4-1 reflects the results of the survey undertaken by MGT of HCS central office administrators, principals/assistant principals, and teachers pertaining to the overall purchasing function. Overall, central office administrators, principals/assistant principals, and teachers responded that purchasing is adequate or outstanding and that it does not need some improvement or major improvement.

**EXHIBIT 4-1
HAMPTON CITY SCHOOLS
SURVEY RESULTS MAJOR FINANCIAL FUNCTIONS**

MAJOR FINANCIAL FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Purchasing	37/46	21/59	19/36

Source: MGT survey results, 2008.

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 4-2 provides a summary of survey responses related to specific questions received from HCS staff pertaining to purchasing. Central office administrators, principals/assistant principals, and teachers responded that they agreed with the statement “The purchasing department provides me with what I need”; however, central office administrators disagreed with the statement “The purchasing process is easy.”

**EXHIBIT 4-2
HAMPTON CITY SCHOOLS
SURVEY RESULTS FINANCIAL FUNCTIONS**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
The purchasing department provides me with what I need.	49/22	55/14	30/21
The purchasing process is easy.	29/41	43/18	26/21

Source: MGT survey results, 2008.

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

4.2 Purchasing

An effective purchasing program provides divisions with quality materials, supplies, services, and equipment, in a timely manner at the lowest price. The purchasing process also includes activities involved in the procurement and evaluation of services.

Purchasing policies and operating procedures help ensure a division complies with the Virginia Public Procurement Act (VPPA) and local board requirements while performing purchasing functions in an efficient and timely manner. Policies should clearly establish purchasing authority, methods 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 taken by user divisions and purchasing staff when goods or services are procured.

Efficient purchasing and warehousing requires management processes in place to ensure that supplies, equipment, and services vital to the school system's education mission are purchased from the right source, in the right quantity, at the lowest price, and are properly stored and promptly delivered to the appropriate location. These criteria should be met for each purchase without sacrificing quality or timely delivery.

FINDING

Purchasing functions for both Hampton City and HCS are provided by the City of Hampton's consolidated procurement department. Procurement activities for the City of Hampton and HCS were consolidated effective July 1, 1991 through an agreement between the school board and the city council. Consolidation of procurement functions eliminates the duplicate costs for a purchasing manager and reduces the amount of support staff costs.

COMMENDATION 4-A:

Hampton City Schools continues to use consolidated purchasing functions with the City of Hampton, which reduces redundant functions and costs to both entities.

HCS operates a just-in-time purchasing program that provides for supplies and materials to be delivered directly to schools and departments without the added cost of operating a warehouse. In addition to the cost of a warehouse and personnel to run a warehouse, the investment needed to fund inventory items is also eliminated with a just-in-time purchasing program.

COMMENDATION 4-B:

The division takes advantage of just-in-time purchasing without adding warehousing expenses.

FINDING

Procurement functions for the City of Hampton and HCS are consolidated to reduce cost; however, services provided by the consolidated procurement department for the division could be improved. Although survey results indicate that central office administrators, principals/assistant principals, and teachers are generally satisfied with the purchasing process, numerous comments by staff indicate that services provided are less than that desired. The primary concern expressed by division staff was the excessive amount of time it takes to process and complete a purchase request.

The division follows purchasing guidelines developed by the consolidated procurement department. Without a resource within the division to coordinate purchasing functions, schools and departments are asked to perform procurement functions for all service contracts and purchase orders for materials, equipment, and supplies for amounts that do not exceed \$10,000. Amounts over \$10,000 are procured by the consolidated procurement office. **Exhibit 4-3** presents the purchasing dollar values and procedures established by the consolidated procurement department.

**EXHIBIT 4-3
HAMPTON CITY SCHOOLS
PURCHASING DOLLAR VALUES AND PROCEDURES**

DOLLAR VALUE OF PURCHASE	PURCHASING PROCEDURE
Below \$1,500	Bids are not required
Between \$1,500 and \$9,999	Informal bids or proposals are required
Over \$10,000	Formal, sealed bids or proposals are required

Source: Hampton City consolidated procurement department, November 2008.

Schools and departments follow the purchasing dollar values established by the city when procuring materials and services. Purchase transactions at HCS are processed based on the established dollar values as follows:

- Schools and departments acquire materials and services costing less than \$1,500 from a vendor determined by the school or department that can provide the materials or services needed. Invoices are sent to the business and finance office for payment.
- For materials and services costing between \$1,500 and \$9,999 schools and departments obtain three verbal or written quotations from prospective vendors, one of which should be a minority firm where tractable. A purchasing requisition is completed and sent to the consolidated procurement department along with the three quotes. The consolidated procurement department reviews the purchase requisition and supporting quotes. A department purchase order is completed and a copy sent to the appropriate vendor, the requesting school or department and the business and finance office. Invoices are received and checked by the school or department ; a receiving document is prepared. The invoice and material receipt document are sent to the consolidated procurement department where they are reviewed and verified against the purchase order. The invoice and material receipt document are then sent to the office of business and finance where a payment is processed for the vendor.
- For materials and services costing over \$10,000, schools and departments prepare a purchase requisition containing a description and specifications for the materials or services they need and send it to the consolidated procurement department. The consolidated procurement department completes formal bidding as required and sends a copy of the purchase order to the winning vendor, school or department, and business and finance office. Invoices are received and checked by the school or department and a receiving document is prepared. The invoice and material receipt document are sent to the consolidated procurement department where they are reviewed and verified against the purchase order. The invoice and material receipt

document are then sent to the business and finance office where a payment is processed for the vendor.

Hampton City departments follow the same processes as the division except documents for materials and services costing between \$1,500 and \$9,999 are not required to be sent to the consolidated procurement department. All documentation is kept in department files and department personnel responsible for the purchases are accountable for properly performing the delegated duties.

Information derived from the Oracle purchasing system indicates that the consolidated purchasing department processed a total of 1,375 purchase orders for the division during the 2007-08 year. Purchase orders are required for the acquisitions of materials or services over the \$1,500 threshold. Although reports produced from the Oracle system provided dates for when a purchase order was entered and when it was approved, it is difficult to determine exactly how long it takes to process individual purchase requests. The dates between the entered date and the approved date provide some indication as to how long it takes to process purchase orders. Most dates indicate purchase orders are approved the same day they were entered and most within five days or so, but some show elapsed days of 100 or more days. Department staff stated that in order to determine the status of an individual purchase request a call has to be made to the consolidated procurement department.

Some divisions have found that with proper controls and training of staff, delegation of purchasing authority to schools and departments with limits that exceed those authorized by HCS and the City of Hampton have been found to be efficient and to reduce the amount of administrative time required by central purchasing staff. **Exhibit 4-4** summarizes the basic provisions of the Norfolk Public Schools purchasing procedures.

**EXHIBIT 4-4
SAMPLE PURCHASING PROCEDURES
2006-07**

DOLLAR VALUE OF PURCHASE	PURCHASING PROCEDURE
Less than \$5,000	Single quote. Additional competition should be sought when practicable and when the quotation is not considered fair and reasonable.
Between \$5,000 and \$30,000	Require soliciting a minimum of three valid sources.
Goods and non-professional purchases \$30,000 to \$50,000	Require soliciting a minimum of four valid sources.
Over \$50,000 for goods or non-professional services and over \$30,000 for professional services	Competitive sealed bidding or negotiations are required.

Source: Norfolk Public Schools, Procurement Manual, January 2007.

Schools and departments are not provided with a user's manual to assist them in completing their assigned duties nor are they provided formal or routine training in the purchasing process. The consolidated procurement department does have a document

titled *Procurement Process Overview*, and despite efforts of the manager of the consolidated procurement department to provide training to departments, and requests to get departments on the existing training schedule, training has not been provided. However, for 2008-09, the manager was invited for the first time to provide new administrator training and provided two 20 minute sessions.

Many school divisions with successful purchasing programs have a purchasing user manual in place that contains:

- A set of purchasing policies adopted by the purchasing authority that follow applicable laws and guidelines.
- A set of administrative procedures for implementing policies that reflect step-by-step purchasing guidelines for central office staff and school administrators.
- A set of policies and procedures that are clearly communicated to potential vendors and the general public, and are followed without deviation.

Well-written and organized users manuals provide employees evolved in the process a reference to assist them with performing routine functions and eliminate the necessity to make inefficient telephone calls or send emails in order for the process to be completed.

RECOMMENDATION 4-1:

Consider revising purchasing processes by delegating additional authority to schools and departments that will reduce the workload on the consolidated procurement department to enable it to improve purchasing services and provide training to division staff.

Revising the purchasing process of the division to allow schools and departments to complete purchases between \$1,500 and \$10,000 will relieve the consolidated procurement department from their involvement in the process and provide them with additional time to provide better and timelier services to the division. Better service should include timelier processing of purchase orders and a tracking system to provide division staff access to information that shows exactly the status of individual purchase requests.

Training of division staff on purchasing duties and responsibilities and providing them with a purchasing manual will help ensure that required policies and procedures are consistently followed. Training will also increase the efficiency of division staff involved in the purchasing processes.

FISCAL IMPACT

This recommendation can be implemented with existing staff. Additional time should not be necessary for HCS staff of the consolidated procurement department to provide training to division staff and improve processing time of competitively bid purchases. With additional delegation of purchasing to HCS, the staff of the consolidated procurement department will have fewer orders to process that will enable them to redirect their time to training and improve overall services.

FINDING

The division does not make use of procurement cards.

Procurement cards are essentially credit cards issued by a division to employees. Divisions can set spending limits for each card at issuance and place restrictions on the types of purchases. Procurement card expenditures are paid monthly to the issuing bank in the form of one lump-sum payment. Cardholder payments can be reviewed daily, weekly, or monthly by both the cardholder and accounts payable staff.

Instead of processing individual purchase orders with vendors each time a routine purchase is needed and making individual payments to the vendor for the purchase, a procurement card process allows multiple purchases from vendors and the division makes only one monthly payment to the credit card company.

HCS delegates purchasing authority to schools to make purchases directly with vendors where costs are under \$1,500. After making the purchase the school or department sends the invoice to the finance department where individual payments are processed to vendors. The division does not maintain detailed statistics of the number of payments made to vendors that are below the \$1,500 threshold or for department purchase orders for purchases that are between \$1,499 and \$10,000.

Other divisions have found that significant efficiencies are obtained when payments or made to vendors using procurement cards instead of checks for individual purchases. Norfolk Public Schools, a peer division, has a highly effective procurement card program, which is considered a best practice that reduced the large volume of division financial transactions that included purchase requisitions and vendor payments. Authorized employees make purchases with P-cards for small dollar purchases instead of using a purchase requisition. In addition to an efficient process, the procurement program provided the division with a rebate of over \$200,000 in calendar year 2007.

Portsmouth Public Schools, another peer division, uses procurement cards and Newport News Public Schools, also a peer division, issued a request for proposals for procurement and travel card services and at the time of this review was in the process of evaluating proposals.

RECOMMENDATION 4-2:

Consider participating in a procurement card program similar to that used by peer school divisions, and develop a formal policy for use of procurement cards to provide efficiencies in division purchasing and payment processes.

Implementation of a procurement card program will provide the division with a more efficient process to make payments to vendors for small dollar procurements of materials and services. Vendors will see an improvement in the timeliness of payments which could result in lower cost to the division. Once implemented, the office of business and finance should see a reduction in workloads.

FISCAL IMPACT

Although this recommendation could be implemented with existing resources, it will require the director of the office of business and finance working with the manager of the consolidated procurement department to spend an estimated 40 hours each to complete a contract and develop policies and procedures for HCS. Once implemented and operational, the program has the potential to reduce the need for the current number of staffing the office of business and finance involved in processing purchase requisitions and vendor payments. A reassignment of duties in the office of business and finance will be necessary. The assistant director of accounting should be assigned the function of procumbent card administrator and adjust job assignments from processing individual payments to vendors to assisting with the management of the consolidated payment to the credit card vendor.

4.3 Textbooks

The Virginia Department of Education provides a recommended list of textbooks for use by Virginia school divisions, although divisions are not required to follow the suggestions. Virginia also has a textbook and instructional material adoption schedule that establishes when books are made available for purchase each year.

Exhibit 4-5 reflects the results of the survey undertaken by MGT of HCS central office administrators, principals/assistant principals, and teachers pertaining to the distribution of textbooks. A large majority of central office administrator, principals/assistant principals, and teachers responded that they agreed with the statement, “Textbooks are distributed to students in a timely manner.”

**EXHIBIT 4-5
COMPARISON OF RESPONSES WITHIN THE DIVISION
TEXTBOOKS**

STATEMENT	(%A + SA) / (%D + SD)		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Textbooks are distributed to students in a timely manner.	44/5	75/12	67/10

Source: MGT survey results, 2008.

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

FINDING

HCS has not established a centralized process to manage textbooks or polices for the management of textbooks.

The division selects textbooks per board policy IIAA which was adopted on November 10, 1971 and states that “Textbooks are adopted on a rotational schedule established by the State Department of Education. A local committee of principals, teachers, and curriculum specialists is appointed in the appropriate subject area to study textbooks on

the state approved list. This committee will make a recommendation of textbook preference to the superintendent. Prior to adoption the books will be made available for public inspection at the School Administration Center. The board will make final approval and adoption of basal textbooks.”

Survey results indicate that central office administrators, principals/assistant principals, and teachers believe that textbooks are distributed to students in a timely manner. However, comments provided indicated that the division does have some issues associated with the management of textbooks and included statements such as:

- “We've had years where we've had to count out books for the number that's on the roster and send back the extras and when new kids come we would have to wait for the new books to come back.”
- “We have shortages of math books and must make copies and/or wait long periods for books to be distributed.”
- “The textbook process costs this division a lot of money and is not organized. Each year we have meetings on textbooks, and each year it is the same ineffective process.”
- “At the beginning of the year, it takes a while to locate the right number of textbooks. They often have to be "borrowed" from other schools.”

For the 2008-09 school year, the division began centralizing the management of textbooks by assigning ordering and the budget for textbooks to the deputy superintendent for curriculum and instruction. Prior to this time, management of the budget for textbooks was assigned to the deputy superintendent for instruction support and ordering was under the executive director for secondary leadership. Instructional leaders at schools work with curriculum leaders to determine what textbooks to order. Principals at each school approve orders for their respective schools.

The division does not have a consolidated inventory of textbooks. There are no guidelines for tracking textbooks or for inventorying textbooks. Each school tracks their textbooks in a manner of their choosing. Each school also attempts to track lost textbooks and makes collections where appropriate based on their own processes. The division does not centrally track lost textbooks and some schools were reported to not track lost textbooks at all. Since formal records are not maintained associated with lost textbooks, the division cannot provide information on the value of replacing lost textbooks or funds not recovered from parents of students who damage or lose textbooks.

Without central coordination and an effective textbook management system or a textbook procedures manual, the division cannot ensure that textbooks are efficiently managed and properly safeguarded from loss. Comprehensive textbook procedures usually include the following:

- Board policies related to textbooks.
- Role of the textbook manager.

- Textbook selection committee guidelines and procedures.
- Textbook number and stamping procedures.
- Textbook requisition procedures.
- Textbook shipment verification requirements.
- Shipping error procedures.
- Guidelines for bookrooms, including environment, security, and how to stack textbooks.
- Information on book covers.
- Transferring textbooks from one school to another.
- Distribution of textbooks in the schools.
- Responsibilities for textbooks.
- Lost or damaged textbook procedures.
- Year-end physical inventory procedures.
- Out-of-adoption textbook procedures.

Without centralized management of its overall textbook processes, the division is without readily available information on the number of textbooks that are in service, that are out-of-date, the cost to replace outdated books, and the ability to project future needs for the entire division. Stafford County Public Schools efficiently allocates and controls its textbook inventory in real-time using the GatewayTextbook Management System (TMS). The division integrated the TMS with its student information management system that allows the division to monitor and reallocate inventory on a real-time basis. As soon as a campus identifies a shortage, a campus textbook coordinator can submit an online requisition for the needed textbooks and the supervisor can immediately review all campus locations and determine if a surplus exists. The Williamsburg-James City County Public Schools also has an effective textbook management system that assigns the responsibility for the management of textbooks to principals and holds them accountable for the replacement of books. Principals maintain records of textbooks assigned to students and are responsible for collecting and inventorying textbooks at the end of the year. To increase accountability, principals must use school funds to pay for replacement books. HCS can contact either Stafford County or Williamsburg-James City County school divisions for assistance, due to their efficient and effective best practices associated with textbooks. Although a smaller district than HCS, the Kenedy Independent School District (TX) consolidated textbook responsibilities under one individual. The individual organized all textbook processes and developed a textbook manual that the district found helps ensure the district complies with all textbook rules and regulations and provides guidance to all involved in textbook processes.

RECOMMENDATION 4-3:

Continue centralizing the management of textbooks and develop textbook management procedures.

Providing centralized coordination of textbooks will enable the division to have consolidated information and the ability to better manage its textbooks. Centralizing the process will enable the division to better manage its supply of textbooks and help ensure that one school does not purchase textbooks when another school has an excess supply of the same textbook. Additionally, procedures that formally track lost textbooks and require reimbursements from parents of students who are negligent and lose or damage books assigned to them will reduce the number of textbooks that are replaced with division funds.

FISCAL IMPACT

This recommendation can be implemented with existing resources although, the deputy superintendent for curriculum and instruction with the assistance of her secretary will need to spend an estimated 40 hours developing policies and procedures. An undeterminable amount of division funds used to pay for lost textbooks will be reduced and revenue from parents of students who are negligent and loss or damage textbooks will be increased.

4.4 Risk Management

An effective risk management program helps ensure a safe environment for students and employees, minimizes workers' compensation claims and costs, controls costs by ensuring that the division is adequately protected against significant losses with sound and cost effective insurance premiums, and protects a division's investment in fixed assets. In order to ensure the division is protected against significant losses, the division must have accurate insurable values for division property and be able to document all property owned by the division. Divisions assess hazards and implement programs to reduce those hazards in order to minimize claims and reduce premiums for workers' compensation.

The City of Hampton provides a number of risk management services for HCS. All bank accounts, except for activity funds, are managed centrally by the City of Hampton, along with the investment of any idle cash in the accounts. The city is responsible for obtaining banking services through a depository agreement, acquiring insurance coverage, and managing a central self insurance program for workers compensation. In addition, the city establishes tax rates and the collection of taxes to fund the city's operations, and provides the city's share of local revenue for the school division.

Exhibit 4-6 reflects the results of the survey undertaken by MGT of HCS central office administrators, principals/assistant principals, and teachers pertaining to risk management. A large majority of central office administrator, principals/assistant principals, and teachers responded that risk management was adequate or outstanding.

**EXHIBIT 4-6
HAMPTON CITY SCHOOLS
SURVEY RESULTS RISK MANAGEMENT**

MAJOR FINANCIAL FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Risk management	5/55	16/75	17/36

Source: MGT survey results, 2008.

¹Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

FINDING

The division does not provide central oversight of risk management functions or a committee to assist in coordinating risk management functions.

The division also does not have formal risk management policies such as a return to work or light duty program for employees injured on the job that will enable them to return to work performing a less physical job. Although the City of Hampton provides many risk management functions for the division, for a risk management program to be most effective all interrelated processes should be provided with central oversight. This does not imply that one employee has to perform all the various functions. The central management of a risk management program eliminates redundant processes and ensures all efforts are coordinated and accomplished according to division policy. It is essential that the interrelated tasks of safety, insurance coverage, and management of lost data be coordinated by a central management staff member.

In addition to overseeing insurance coverage(s), monitoring workers' compensation, and providing for safety training, a central risk management function should ensure that the division has addressed issues such as:

- Asbestos management plan.
- Security and threat assessment plans.
- Crisis management.
- Integrated pest management.
- Blood-borne pathogen exposure control plan.
- Security patrols or guards.
- CPR training.
- Sexual harassment prevention training.
- Substitute teacher safety training.
- New teacher orientation.
- Bus driver training.
- Safe and drug free schools.
- Business and continuity plans.

Each department, such as transportation and school operations and maintenance, has their own operating procedures pertaining to safety. Safety training is not provided to central office staff.

Centralized oversight of risk management creates a heightened awareness of school safety issues and promotes occupational safety and health. Such centralized oversight can affect loss prevention by decreasing the frequency and severity of workplace accidents, injuries, occupational diseases and fatalities and the associated cost of workers' compensation. Central oversight is many times provided by a committee comprised of school system personnel and community stakeholders.

RECOMMENDATION 4-4:

Create a division-level risk management advisory committee to provide strategic direction in the area of risk management and develop risk management policies.

A division-level advisory committee will help develop a centralized risk management program and communicate the division's commitment to maintaining a safe learning environment. The division executive responsible for operations and business is many times assigned the responsible to serve as the primary staff member for risk management. For HCS, that position would be the assistant superintendent for business and finance and consideration should be given to assigning the duty of organizing the risk management advisory committee and conducting initial meetings to this position until an official chairman is selected.

FISCAL IMPACT

This recommendation can be implemented with existing staff. Initially members of the advisory committee would need to spend an estimated 10 hours each developing risk management policies and then an estimated four hours a month assisting in coordinating risk management functions.

FINDING

The division does not analyze injury claims to determine where and why accidents are occurring or what situations exist that result in reoccurring injuries. Without an analysis to determine where and why accidents are happening, the division is unable to structure safety training specifically directed at reducing the accidents and injuries.

The risk manager for Hampton City oversees the workers compensation program for the division. Initial information pertaining to accidents that happen on school property are prepared by school and department personnel and forwarded to the city risk manager for completing further required procedures. The division does not receive reports that track where accidents are happening in order to determine where additional training may be needed to reduce future accidents.

The city's risk management division does receive reports of workers compensation claims. While all accidents do not result in workers compensation claims, a report for the four year period of July 1, 2004 through June 30, 2008 showed that 640 workers

compensations claims were filed for division employees. This is an average of 160 claims per year.

A process to analyze accidents, including transportation and bus 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 most times reduces associated workers' compensation claims. The Alamance-Burlington School System (NC) produces reports each year from an employee accident data base used by the safety officer to assist him in directing training to areas where accidents are reoccurring. The risk management and safety departments generally track and monitor injuries sustained by division employees. The division has found it useful to track injuries by the following types of employees which can be used to identify where accidents are occurring to enable training to be focused on those employees.

- Administrators
- Bus Drivers
- Transportation (non-bus drivers)
- Child Nutrition Staff
- Classified
- Custodians
- Para/Teacher Assistant
- Security
- Skilled Craftsmen/School Plant
- Teacher/Counselors, and
- Warehouse

RECOMMENDATION 4-5:

Obtain accident data from the city and develop a process to analyze accidents and focus training to reduce reoccurring accidents.

Obtaining accident data from the city and incorporating it with transportation and bus accident information should enable the division to have information necessary to determine where and why repeated accidents are occurring and enable training to be focused primarily on those areas. While training is being provided within major departments, it is not being coordinated with accident data that will enable more effective training to be conducted to address repeated types of accidents. Accident data will also provide information by school to assist in reducing the causes of accidents to teachers and other staff.

FISCAL IMPACT

This recommendation can be implemented with existing staff and should reduce the number of accidents that result in workers' compensation claims. Training is already being provided in major departments and training of administrative department staff should be provided by the city's risk manager.

The assistant superintendent of business and finance would need to review and analyze accident data for four hours each time, twice a month.

4.5 Fixed Assets

An effective fixed asset management system accounts for division property accurately and safeguards it against theft and obsolescence. The most important reasons for keeping and maintaining accurate accounting records of fixed assets are:

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

FINDING

Record keeping of the divisions fixed assets is located improperly under the deputy superintendent for instructional support. The director of library media services who reports to the deputy superintendent for instructional support provides management direction and policy guidance to two fixed asset specialists.

The actual record keeping of fixed assets is performed by the two fixed asset specialists, one is full-time and one is part-time. The full-time fixed asset specialist makes entries into the file maker tracking system and the Oracle system used for financial reporting. The part-time fixed asset specialist primarily keys fixed asset information for items located in libraries into the Alexandria system. There are no written guidelines for fixed asset record keeping and instructions to the fixed asset specialist is verbally provided by the director of library media services. The full-time fixed asset specialist appears to have considerable latitude in deciding what is placed on the inventory and when it is appropriate to delete items.

Management of fixed assets is normally considered as a program to protect the division's investment of resources and is usually assigned to a financial department. Information for fixed asset records originates in a finance department where payment documents to vendors are processed when accruing items. Management staff in financial operations usually have a thorough understanding of the record keeping necessary to properly manage fixed assets and the internal controls needed to ensure the investment in division resources is protected. The Prince William County Public Schools and Norfolk Public Schools have found that management of fixed assets are more effectively managed when assigned to their fiscal departments.

RECOMMENDATION 4-6:

Transfer the management of the division's fixed asset functions and staff performing fixed asset record keeping duties from the director of library media services to the director of business and finance.

Transferring staff that perform fixed asset record keeping functions to the office of business and finance will locate the function in a department where similar functions are performed. The fixed asset staff already work closely with the office of business and finance and are dependent upon information received from the staff. Assigning fixed asset functions to the director of business and finance will facilitate the reconciling of information in the division's financial records with fixed asset records to help ensure that fixed asset records are complete and correct.

FISCAL IMPACT

This recommendation can be implemented with existing resources with very little changes to human resources and payroll records.

FINDING

The division does not have a detailed board policy for maintaining and managing a proper fixed asset inventory.

HCS does have policy DN for the disposal of fixed assets. The policy designates the disposal of school property to the consolidated procurement department of the City of Hampton and states that school property will be disposed of in accordance with guidelines and regulations established by the department. The consolidated procurement department provided documentation that it follows state guidelines in its process for disposal of fixed assets.

As previously mentioned, an effective fixed asset management system accounts for division property accurately and safeguards it against theft and obsolescence. The division has undocumented and fragmented practices for accounting for the division's investment in fixed assets.

The division has not formally designated an individual the responsibility for managing the inventory of fixed assets or a policy that assigns responsibility for the use and safeguarding of fixed assets. Although fixed assets are assigned to locations and used by staff at those locations, management of those locations such as principals and department heads are not assigned responsibility for the safekeeping of fixed items. Technology technicians located at schools and departments manage the items and signs for items that arrive and leave the locations.

Formal policies are essential to provide protective custody of school property. The policies normally include requirements for annual inventories of fixed assets and designate responsibility for the safekeeping of fixed assets, and are designed to meet the needs of individual school divisions. Fixed asset policies normally address many issues that pertain to an entity's investment in fixed assets. Policies include guidelines for all fixed assets and regularly address:

- Designating individual responsible for managing inventory system.

- Responsibility and accountability for the property and equipment owned.
- Requiring annual physical inventories.
- Capitalization thresholds for property, equipment, land and infrastructure.
- Depreciation method, salvage value, and a schedule of estimated useful lives.
- Determining capitalized improvements versus maintenance expenses.
- Reporting junked, stolen or missing property and what approvals are required to delete from the inventory.
- Receiving donated property.
- Transferring assets between county departments.

RECOMMENDATION 4-7:

Develop fixed asset policies to direct the management of the division's investment in capital items.

A comprehensive fixed asset policy should help the school division's investment in fixed assets and should be managed as desired by the school board. It will protect the school system's investments by assigning accountability and holding cost center managers responsible for the proper care and protection of assets.

HCS should review its current process of inventorying items valued as low as \$70 and give consideration to increasing the amount to around \$500, the division may want to continue to inventory some capital assets costing less than the threshold value that have high incidences of theft, such as computers, audiovisual equipment, and cameras. Tracking assets of nominal value is time consuming and of little value.

The division should also discuss with the city the possibility of another limit for items that it wants to capitalize and depreciate for annual financial reporting purposes. Many governmental entities set this limit at around \$5,000, which reduces the number of items that detailed records must be maintained and depreciation calculated.

FISCAL IMPACT

This recommendation can be implemented with existing resources although management responsible for fixed assets with assistance from fixed asset specialists will need to spend an estimated 80 hours developing division policies. The staff can limit the time necessary by obtaining policies from neighboring divisions who already have policies and modifying them to meet the division's needs.

FINDING

The division has not performed a comprehensive physical inventory.

Although inventories are supposed to be conducted each year by technology technicians located at each division location, there is no record of a comprehensive physical inventory that provides assurance that items included in inventory systems are actually located on division property or whether fixed asset items have been acquired but failed to be added to the inventories.

Since HCS does not have a policy that requires an annual fixed asset inventory to be conducted, no one is formally assigned the task of managing an annual physical inventory of the division's fixed assets. Although a comprehensive annual physical inventory is not conducted, it is the practice for yearly inventories to be performed by technology technicians assigned to each division location such as schools and department. Technology technicians located at schools and assigned to departments are to inventory fixed assets located at their sites except for those assigned to libraries where the librarian conducts the inventory.

All division fixed assets are recorded in one of the tracked inventory systems including those that are recorded in the Oracle system for annual financial reporting. However, a physical inventory is not conducted for those items in the Oracle system nor is a reconciliation performed to ensure that items in the Oracle system are accurate. It is possible that the division no longer has fixed assets that are included in the annual financial report and owns items that are not included.

To help ensure that the division's investment in fixed assets is accounted for in an inventory system, are reported accurately in annual financial reports and that items are being properly cared for, an annual physical inventory is essential. The Prince William County Public Schools requires an annual physical inventory to be conducted of items included in its property inventory control system to help ensure the completeness and accuracy of fixed asset information.

RECOMMENDATION 4-8:

Assign responsibility for taking a consolidated annual physical inventory of division tracked fixed assets and reconcile the inventory to the capitalized inventory.

By ensuring an annual physical inventory is conducted, the division will better manage its investment in fixed assets. Items that have been lost, stolen, or misplaced will be identified so that corrective action can be taken. Items not added when acquired will be identified and added to the inventory so that they can be properly accounted for and the accuracy of the annual comprehensive financial report will be increased.

FISCAL IMPACT

This recommendation can be implemented with existing resources as physical inventories are already being conducted but not on a division-wide consolidated basis. Staff of the office of business and finance should be assigned the task of reconciling the inventories, which will take an estimated 20 hours.

FINDING

The division uses three systems to manage its fixed assets. Although separate systems are needed to track non-capitalized items and for financial reporting needed for capitalized items, two systems for tracking fixed assets is not efficient.

The division maintains a system in Oracle to record information needed for annual reporting of fixed assets. The City of Hampton is required to include financial data for the school division in its annual financial report. City guidelines for fixed asset reporting require computers and peripherals costing \$1,000 or more and other items costing \$2,500 or more to be maintained in a capitalized fixed asset system. In addition to capturing cost information associated with capitalized items, all items except land is required to be depreciated and the resulting information is also included in the annual financial report.

For control purposes the division maintains a listing of fixed assets to track and routinely conduct physical inventories. There are no written guidelines for what is to be included in the listing. The fixed asset specialist estimated that over 38,000 items are tracked, many costing less than \$70. Prior to 2008-09, the division used a system called Alexandria to track all items for control purposes. The Alexandria system was designed to be a library book inventory system and was adapted to be used as a fixed asset system. The division now has a system in file maker and is in the process of completing the transfer of items from the Alexandria system. The division's intent is to transfer all items from Alexandria except for those items that are assigned to libraries which will remain in Alexandria.

Exhibit 4-7 presents the division's capitalized fixed asset activity for the year ending June 30, 2007. As of June 30, 2007 the division had \$18,082,954 invested in fixed assets that are considered capitalized assets and reported as such in the city's comprehensive annual financial report.

**EXHIBIT 4-7
HAMPTON CITY SCHOOLS
CAPITALIZED FIXED ASSETS
YEAR ENDING JUNE 30, 2007**

CAPITAL ASSETS	BALANCE JULY 1, 2006	ADDITIONS	DELETIONS	BALANCE JUNE 30, 2007
Capital assets not being depreciated:				
Land	\$5,058,366			\$5,058,366
Total capital assets not being depreciated	\$5,058,366			\$5,058,366
Capital assets being depreciated:				
Buildings	\$49,507,691			\$49,507,691
Improvements	\$310,100			\$310,100
Machinery and Equipment	\$30,764,845	\$2,501,859	(\$2,013,389)	\$31,253,315
Total capital assets being depreciated	\$80,582,636	\$2,501,859	(\$2,013,389)	\$81,071,106
Less accumulated depreciation for:				
Buildings	(\$45,194,496)	(\$708,836)		(\$45,903,332)
Improvements	(\$73,649)	(\$15,505)		(\$89,154)
Machinery and Equipment	(\$22,289,903)	(\$2,304,261)	\$2,186,808	(\$22,407,356)
Total accumulated depreciation	(\$67,558,048)	(\$3,028,602)	\$2,186,808	(\$68,399,842)
Total capital assets being depreciated, net	\$13,024,588	(\$526,743)	\$173,419	\$12,671,264
TOTAL CAPITAL ASSETS, NET	\$18,082,954	(\$526,743)	\$173,149	\$17,729,630

Source: City of Hampton Comprehensive Annual Financial Report year ended June 30, 2007.

For management of a division's investment in fixed assets to be efficient and effective information must be maintained in a system that was designed for that purpose. Staff's ability to effectively and efficiently perform their duties is restricted when a system is used that was not designed for recording fixed asset data needed to properly manage a fixed assets.

RECOMMENDATION 4-9:

Consolidate all fixed asset information from the Alexandria system into the file maker fixed asset tracking system.

Consolidating fixed asset data into one system for tracking purposes will be more efficient, as the Alexandria system was not intended to be a fixed asset application and is very cumbersome to use as such and does not contain the data fields needed to properly track fixed assets.

FISCAL IMPACT

This recommendation can be implemented with existing resources since similar efforts are needed regardless of the system selected to enter data. Some efficiency should be realized once all fixed asset data resides in one system for tracking purposes.

**5.0 EDUCATION SERVICES
DELIVERY**

5.0 EDUCATION SERVICE DELIVERY

This chapter presents findings, commendations, and recommendations related to the education service delivery of Hampton City Schools (HCS). The major sections are as follows:

- 5.1 Organization and Management
- 5.2 Curriculum and Management
- 5.3 Special Programs

CHAPTER SUMMARY

The strategic plan goals of HCS are to:

- Maximize every child's learning.
- Create safe, secure, and nurturing environments.
- Attract, train, and retain exceptional staff.
- Develop parent and community ownership of our school system.
- Manage and maximize fiscal and physical resources effectively and efficiently.

The Department of Curriculum and Instruction is committed to this mission. According to the division's web site, the department's major initiatives are rooted in best practices in all subject areas as identified in the research and are designed to support Goal One of the strategic plan, "maximize every child's learning". The department uses accurate data processes to identify areas where specific instructional test strategies can improve student achievement and close the achievement gap among student subgroup cohorts.

Exhibit 5-1 shows an overview of HCS in comparison to peer school divisions. As shown, HCS has a student enrollment consistent with the division average; and a lower percentage of students identified as disabled or economically disadvantaged when compared to the division average.

**EXHIBIT 5-1
OVERVIEW OF HAMPTON CITY SCHOOLS PEER PUBLIC SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER	END-OF-YEAR MEMBERSHIP	STUDENT POPULATION PER 1,000 GENERAL POPULATION*	PERCENTAGE STUDENTS WITH DISABILITIES	PERCENTAGE ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS**
Hampton City	3	21,733	148.4	14.7%	40.0	34
Lynchburg	3	8,343	127.8	16.9%	45.9	16
Newport News	3	29,368	163.0	14.7%	24.8	38
Norfolk	3	32,516	138.7	15.2%	59.3	49
Portsmouth	3	14,588	145.1	14.4%	56.6	20
Roanoke City	3	11,981	126.2	15.3%	66.0	27
Division Average	n/a	19,755	141.5	15.2%	48.8	31

Sources: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education web site, 2008; United States Census Bureau, 2000 Census Data; <http://www.schooldatairect.org/>.

*Based on 2000 Census Data.

**Number of schools from the School Data Direct.

MGT survey results indicate that the majority of respondents strongly agreed or agreed that curriculum and instruction is reflective of best practice. **Exhibit 5-2** shows survey results related to the efficiency and effectiveness of HCS' curriculum and instruction services.

**EXHIBIT 5-2
HAMPTON CITY SCHOOLS
MGT SURVEY RESULTS
CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school division has increased in recent years.	89/3	84/2	71/12
2. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	79/4	81/11	73/16
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	70/6	79/19	58/26
4. I know whom to contact in the central office to assist me with curriculum and instruction matters.	92/0	93/2	89/5
5. Lessons are organized to meet students' needs.	57/6	91/2	81/7
6. The curriculum is broad and challenging for most students.	43/14	86/9	67/15
7. Teachers in our schools know the material they teach.	64/3	100/0	82/4
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	66/1	86/2	60/11
9. Teachers have adequate supplies and equipment to perform their jobs effectively.	52/16	66/23	46/33
10. Our division provides curriculum guides for all grades and subject areas.	79/1	98/0	85/5
11. Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	85/1	100/0	89/2
12. Our division has effective educational programs for the following:			
a) Reading and Language Arts	79/1	95/2	74/10
b) Writing	76/0	95/2	68/12
c) Mathematics	75/4	95/2	76/7
d) Science	81/0	88/2	74/4
e) Social Studies (history or geography)	82/0	95/0	73/4
f) Foreign Language	69/1	55/4	38/5
g) Basic Computer Instruction	63/1	64/12	50/9
h) Advanced Computer Instruction	53/3	48/4	33/7
i) Music, Art, Drama, and other Fine Arts	73/1	77/7	60/8
j) Physical Education	77/0	86/4	65/6
k) Career and Technical (Vocational) Education	61/4	54/7	34/9
l) Business Education	64/4	55/2	32/5
13. The division has effective programs for the following:			
a) Special Education	84/3	86/9	55/20
b) Literacy Program	62/4	59/16	45/12
c) Advanced Placement Program	67/7	57/5	44/5
d) Drop-out Prevention Program	53/10	32/16	17/14
e) Summer School Programs	64/13	66/20	48/12
f) Honors and Gifted Education	67/5	75/5	51/13
g) Alternative Education Programs	76/6	55/16	33/15
h) Career Counseling Program	51/8	39/16	24/12
i) College Counseling Program	50/7	35/14	24/11

**EXHIBIT 5-2 (Continued)
HAMPTON CITY SCHOOLS
MGT SURVEY RESULTS
CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
14. The students-to-teacher ratio is reasonable.	77/11	75/14	49/37
15. Our division provides a high quality education that meets or exceeds state and federal mandates.	75/6	91/0	66/11
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	68/4	84/7	53/13

Source: MGT survey results, 2008.

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

Commendations in this chapter include:

- HCS is committed to closing the achievement gap and continues to identify and implement best practices across the division (**Commendation 5-A**).
- The alternative education programs in HCS offer non-traditional instructional options to keep students in schools, increase on-time graduation rates, and decrease dropout rates (**Commendation 5-B**).
- The Academic Advancement and Enrichment Program in HCS offers an array of educational program options for advanced learners (**Commendation 5-C**).
- The majority of HCS students identified as limited English proficient demonstrate successful mastery of Virginia's English and mathematics standards of learning (**Commendation 5-D**).

Recommendations in this chapter include:

- Eliminate 11 positions in the department of curriculum and instruction including six teacher specialists, four clerical support, and one coordinator of career and technical education (**Recommendation 5-1**).
- Reorganize the department of instructional support (**Recommendation 5-2**).
- Eliminate school nurse positions and guidance counselor positions in elementary schools with enrollments of less than 400 students (**Recommendation 5-3**).
- Eliminate duplicate positions in the department of Title I and compensatory education including three coordinator positions (**Recommendation 5-4**).
- Conduct an analysis of master schedules and block scheduling practices at all secondary schools to determine inefficiencies and develop alternate scheduling practices aimed at decreasing costs while maintaining the integrity of instruction (**Recommendation 5-5**).
- Eliminate 8.7 teacher units at Lindsay Middle School (**Recommendation 5-6**).

- Continue the implementation of instructional strategies, data-driven decision making, and standards-based instruction aimed at continued school improvement and student achievement (**Recommendation 5-7**).
- Develop and implement the procedures and software modifications to the Smart Walks technology to support and record findings for conducting school walk throughs (**Recommendation 5-8**).
- Continue to explore options for increasing student participation in advanced placement courses, dual enrollment courses in conjunction with local institutions of higher education, and the International Baccalaureate Program (**Recommendation 5-9**).
- Identify instructional strategies and interventions to improve English acquisition for students identified as limited English proficient in fifth through eighth grades (**Recommendation 5-10**).
- Track proficiency levels and course enrollment for students who demonstrate limited English proficiency in advanced classes (**Recommendation 5-11**).
- Improve the effectiveness and efficiency of career and technical education by eliminating courses that are under-enrolled, implementing specialized career academies within each of the high schools, and providing better career counseling for students seeking a credentialed career or technical program at New Horizons Career and Technical Education Center (**Recommendation 5-12**).

5.1 Organization and Management

This section of the report examines the educational services delivery system to determine if programs are efficient, effective, and staffed appropriately to provide a rigorous, standards-based instructional program for students consistent with local, state, and federal laws, rules, and regulations. The departments of curriculum and instruction, instructional services, and Title I/compensatory education are reviewed in this section.

FINDING

The department of curriculum and instruction lacks an organizational structure that efficiently and financially supports the curriculum and instruction of students.

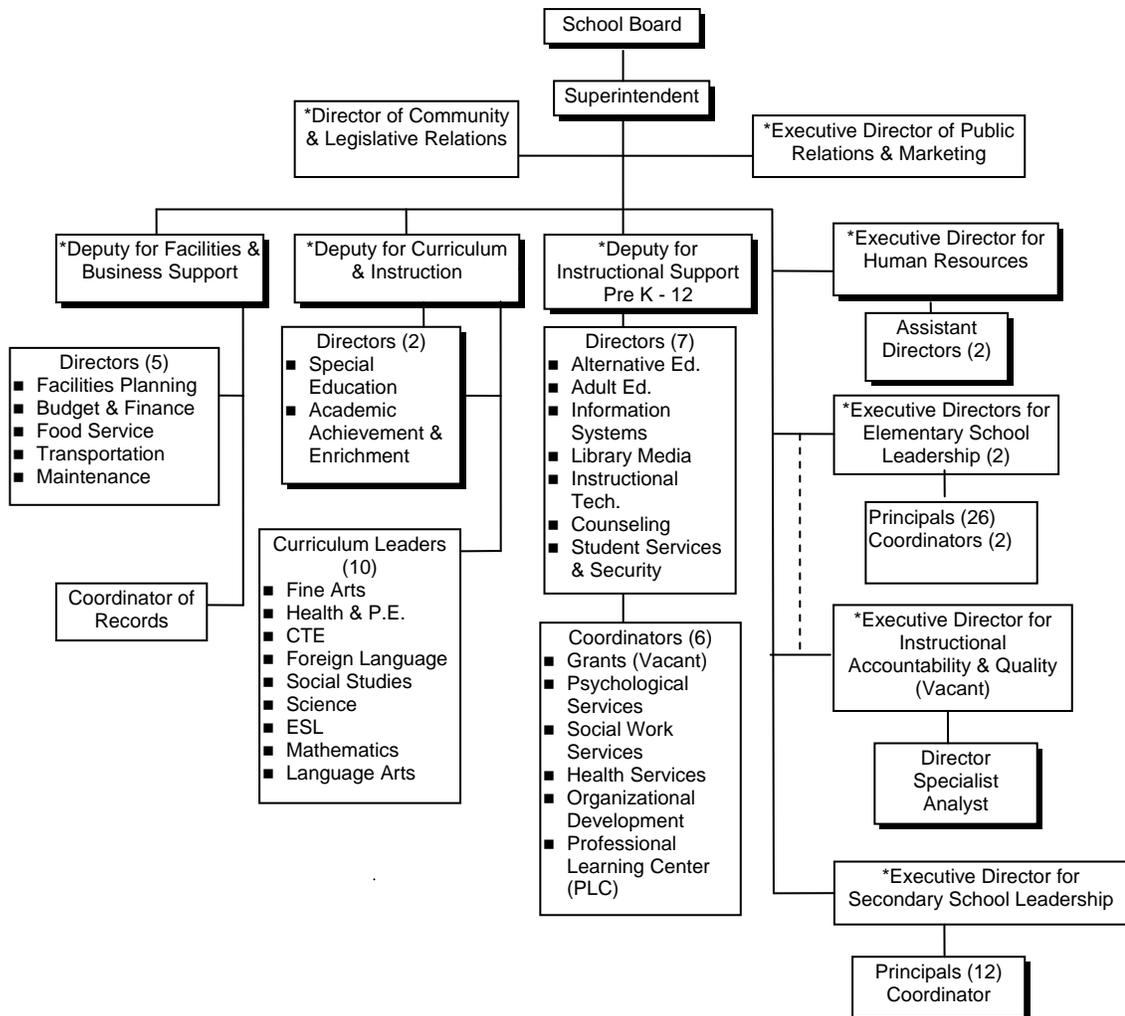
Exhibit 5-3 shows the current organizational structure of HCS. As shown, the division maintains:

- One deputy superintendent for curriculum and instruction.
- One director for special education.
- One director for academic achievement, and enrichment.
- Ten curriculum leaders.

The organizational chart obtained from HCS did not show additional positions within the department. Additional positions include:

- Eight and one-half clerical positions, including one for science, two for career and technical education, one and one-half for language arts, one for fine arts, one for math, and one for social studies; one-half for foreign language, and one-half for English language learners.
- Twelve teacher specialists, including two for science, four for reading, one for fine arts, three for math, and two for social studies.
- One international baccalaureate coordinator.

**EXHIBIT 5-3
HAMPTON CITY SCHOOLS
ORGANIZATIONAL STRUCTURE
2007-08 SCHOOL YEAR**



* Division Leadership Team (DLT)
Source: Created by MGT of America, Inc. from HCS records and Interviews, 2008.

HCS provides tiered support and technical assistance to schools and teachers. There are four different positions and job titles that perform similar curriculum and instruction duties as part of this tiered model. In total, there are 10 curriculum leaders, 12 teacher specialists, 34 reading and math specialists, and eight reading coaches that work directly with classroom teachers. The curriculum leaders are administrative positions; all

other positions are teachers-on-special assignment and not assigned to classrooms. Given the budget shortfall in the division, greater emphasis needs to be placed on streamlining the support and technical assistance to schools and reducing the number of teachers-on-special-assignment.

According to the HCS job description, ten curriculum leaders perform “administrative and supervisory work involved in designing, developing, implementing, and evaluating the general education curriculum and instructional techniques”. An employee assigned to a position in this class is responsible for overseeing the instructional program on a citywide basis, and observing and working with principals and teachers to improve instruction. The work involves developing programs and plans, implementing programs independently, and performs related duties as required, or assigned.

The 12 teacher specialist positions’ job description summarizes the duties and responsibilities of this position, including “provides special or general resource assistance to teachers and administrative staff; serves as resource teacher for a grade level, a subject area, an administrative activity or a skill specialty; conducts in-service, staff development, related training sessions in subject or skill area, and/or carries out special projects or activities as assigned.”

Based on the HCS job description, the school-based instructional leader is “responsible for providing leadership, coordination, and innovation in assigned curricular areas, so that each student may derive maximum benefits of the subject involved. The duties of the position consist of 75 percent instruction and 25 percent administration. The instructional leader is directly responsible to the principal or his/her designee.”

During onsite interviews, MGT consultants found that the 34 reading and math specialists, funded by Title I, and eight reading coaches, funded by the general operating budget, provide school-based, embedded staff development and technical assistance to classroom teachers. This includes modeling lessons, reviewing and disaggregating student assessment data, and lesson planning. The reading and math coaches report directly to the school principal and have worked in conjunction with the Title I and Compensatory Programs. Recently, greater emphasis has been placed on collaborative initiatives between Title I and compensatory programs and the department of curriculum and instruction.

Exhibit 5-4 shows a comparison of HCS staff when compared to peer school divisions. As shown, HCS exceeds the number of teachers per 1,000 students when compared to the division average. HCS also exceeds the number of teachers per 1,000 students when compared to all peer divisions, with the exception of Portsmouth. These data are significant because, HCS maintains 12 teacher specialist positions (or teachers-on-special-assignment) in the central office. These 12 teacher specialist positions are in addition to ten administrative curriculum leaders positions in the central office, school-based teachers assigned as instructional content leaders, 34 school-based reading and math specialist positions, and eight school-based reading coach positions.

**EXHIBIT 5-4
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
STAFF PER 1,000 STUDENTS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	END-OF-YEAR AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Hampton City	22,486.91	4.14	89.26	18.03	6.12
Lynchburg	8,746.90	4.00	81.81	20.31	5.37
Newport News	31,706.90	3.75	70.95	12.55	4.18
Norfolk	34,853.02	3.07	80.77	16.81	7.43
Portsmouth	15,518.56	3.88	95.12	20.49	4.77
Roanoke City	12,785.86	3.65	77.04	21.31	7.54
Division Average	21,016.36	3.75	82.49	18.25	5.90

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

Exhibit 5-5 shows the HCS' administrative and teacher specialist positions in comparison to peer school divisions. As shown, HCS maintains over twice the division average for teacher specialist positions. HCS also maintains a greater number of teacher specialist positions than Newport News and Norfolk, even though the HCS' student enrollment is 9,220 less than Newport News and 12,366 less than Norfolk (as previously shown in **Exhibit 5-4**).

**EXHIBIT 5-5
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
CURRICULUM AND INSTRUCTION CENTRAL OFFICE STAFF**

SCHOOL DIVISION	END-OF-YEAR MEMBERSHIP	COORDINATOR/ INSTRUCTIONAL LEADER	TEACHERS SPECIALISTS
Hampton City	22,487	10	12
Newport News	31,707	14	8
Norfolk	34,853	10	8
Portsmouth	15,519	10	0
Roanoke City	12,786	8	0
Division Average	23,470	10	5

Source: Created by MGT of America, Inc., from peer data, web site review, and interviews, 2008.

Exhibit 5-6 shows HCS' student performance as compared to comparison divisions. Even though, HCS maintains a higher number of curricula support personnel, test scores indicate that HCS' student performance remains consistent with that of students in comparison divisions, with the exception of Roanoke City.

**EXHIBIT 5-6
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
STUDENT PERFORMANCE (PERCENTAGE)
2007-08 SCHOOL YEAR**

DIVISION	ENGLISH			MATHEMATICS		
	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED
Hampton	82	100	0	80	100	0
Lynchburg	83	100	0	79	99	1
Newport News	83	100	0	78	99	1
Norfolk	80	99	1	76	98	2
Portsmouth	83	99	1	79	99	1
Roanoke City	77	99	1	73	99	1
Division Average	81	100	1	78	99	1

Source: Virginia Department of Education, School Report Card, 2008.

HCS has begun a shift in placing more emphasis on the principals as instructional leaders. MGT consultants found during onsite interviews that approximately 16 of the 37 school principals have been in their current positions for three years or less.

In January 2007, curriculum leaders and teacher specialists in the English and mathematics departments, in conjunction with other departments in the division, formed the student achievement focus team to work exclusively with eight struggling schools to help those schools meet the Virginia Standards of Accreditation requirements on the standards of learning (SOL) assessments. Following extensive analysis of student benchmark assessments, the student achievement focus team developed “red packets” and continues to provide on-going, embedded staff development in the implementation at each of the eight struggling schools. Each packet contains a student-centered, strategic, practiced lesson plan(s) focused on one priority essential skill. While the student achievement focus team has been successful in helping struggling schools improve student achievement, the department of curriculum and instruction assumes primarily responsible for this initiative. As the capacity for instructional leadership continues to increase in the schools, greater emphasis can be placed on school-based instructional leadership and a decreased emphasis on instructional leadership from the central office. As this shift in instructional leadership occurs, the number of teacher specialist positions in the central office can be reduced.

Exhibit 5-7 shows a comparison of HCS instructional personnel and peer school divisions. As shown, HCS maintains over 80 more technical and clerical positions when compared to the division average. HCS maintains 63 more technical and clerical positions than Norfolk, even though Norfolk has 12,367 more students than HCS (as previously shown in **Exhibit 5-4**).

**EXHIBIT 5-7
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
INSTRUCTIONAL PERSONNEL
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTIONAL			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Hampton City	33.36	281.58	0.00*	25.50
Lynchburg	17.35	71.70	14.49	0.10
Newport News	75.60	348.34	20.70	0.40
Norfolk	40.15	218.55	33.00	21.00
Portsmouth	2.26	192.73	45.60	12.64
Roanoke City	13.18	111.92	37.20	0.00*
Division Average	30.32	204.14	25.17	9.94

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

*Data is accurate based on the source, and generally illustrates reporting discrepancies.

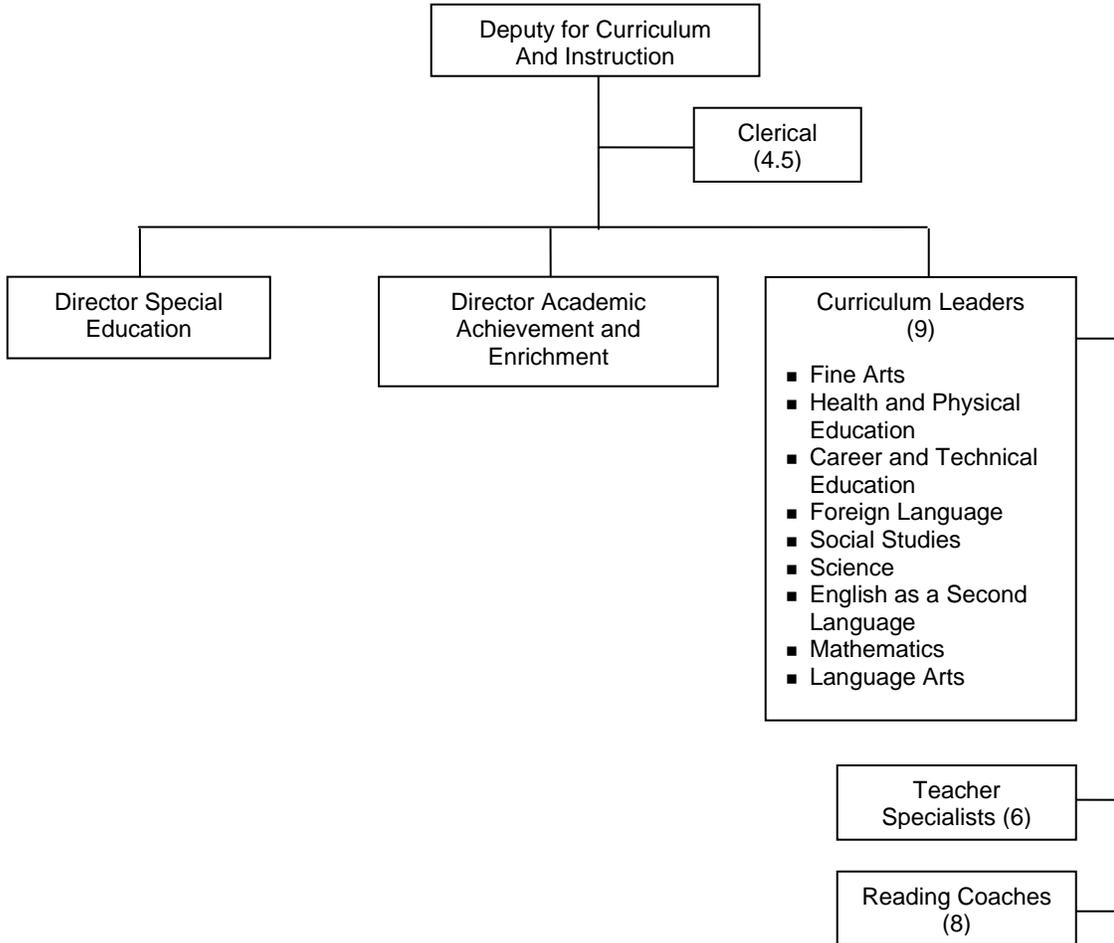
The department of curriculum and instruction maintains 8.5 clerical positions. This is approximately twice the number of clerical positions in each department when compared to peer divisions, with the exception of Norfolk at eight clerical positions. Again, Norfolk has 12,367 more students than HCS (as previously shown in **Exhibit 5-4**). MGT also found during onsite visits that clerical staff often duplicated efforts or shared similar job duties and functions.

Currently, administrative specialists or clerical positions are assigned to each curricula content area. Given the current organizational structure of the department of curriculum and instruction, 8.5 clerical positions are excessive and unnecessary.

When comparing HCS to peer divisions, HCS is the only division that maintains two central office coordinators for career and technical education (CTE), with the exception of Norfolk. HCS' CTE enrollment is approximately 5,800 students at the division's high schools and at the New Horizon Career and Technical Education Center. Currently, the department of career and technical education does not have a strong collaborative approach to the provision of CTE. (See **Section 5.3** for more findings on career and technical education.) Further, MGT could not find consistent evidence that the department of CTE demonstrates program efficiency or that it is cost-effective. With greater emphasis on community collaborative efforts with business partners, New Horizon Career and Technical Education Center and school-based instructional leadership of CTE programs, one CTE coordinator in the central office could be eliminated.

A proposed organizational chart is shown in **Exhibit 5-8**.

**EXHIBIT 5-8
HAMPTON CITY SCHOOLS
DEPARTMENT OF CURRICULUM AND INSTRUCTION
PROPOSED ORGANIZATIONAL STRUCTURE**



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

RECOMMENDATION 5-1:

Eliminate 11 positions in the department of curriculum and instruction including six teacher specialists, four clerical support, and one coordinator of career and technical education.

The superintendent should eliminate positions in the department of curriculum and instruction. The instructional leaders and remaining teacher specialists should work with school leaders and school-based teacher specialists to build school capacity to support classroom teachers. Given that the division has 34 school-based reading and math specialist positions and eight reading coach positions, the division should have ample staff to support school-based improvement initiatives. The support from the department of curriculum and instruction should also aim to increase the instructional leadership role of principals, thus moving toward school-based support and technical assistance rather than central office-based support and technical assistance.

The department of curriculum and instruction would realize cost savings if unnecessary positions were eliminated. Implementation of this recommendation should allow for the following results:

- Eliminating six teacher specialist positions.
- Assigning six remaining teacher specialist positions to core academic content areas of reading, mathematics, science, and social studies.
- Eliminating four clerical positions.
- Assigning four and one-half remaining clerical positions among all instructional content areas.
- Eliminating one coordinator positions for CTE.

The department of curriculum and instruction should continue to build capacity for instructional leadership in the schools and work directly with school-based instructional leaders, teacher specialists, reading coaches, and math coaches to continue to expand school-based, embedded staff development.

FISCAL IMPACT

The fiscal impact associated with the implementation of this recommendation is estimated at \$759,452 annually or \$3,797,260 over a five-year period. The average salary for a teacher specialist position is \$60,000 plus \$14,040 benefits (at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care of \$81,942 per position times six positions equals \$491,652 cost savings for one year. The average salary for a clerical position is \$30,000 plus \$7,020 benefits (at 23.4 percent) and \$7,902 for healthcare for a total; salary, benefits, and health care of \$44,922 per position times four positions equals \$179,688 cost savings for one year. The salary for the career and technical education coordinator is \$65,000 plus \$15,210 benefits (at 23.4 percent) and \$7,902 health care for a total salary, benefits, and health care of \$88,112 cost savings for one year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Six Teacher Specialist Positions	\$491,652	\$491,652	\$491,652	\$491,652	\$491,652
Eliminate Four Clerical Positions	\$179,688	\$179,688	\$179,688	\$179,688	\$179,688
Eliminate One Career and Technical Education Coordinator Position	\$88,112	\$88,112	\$88,112	\$88,112	\$88,112
Total Savings	\$759,452	\$759,452	\$759,452	\$759,452	\$759,452

FINDING

The department of instructional support does not demonstrate an efficient organizational structure. The department of instructional support maintains duplicated positions in student services and adult education.

Exhibit 5-3 (previously shown), displayed the organizational structure for the department of instructional support, including the following:

- Deputy superintendent position.
- Director of alternative education position.
- Director of adult education position.
- Director of information systems position.
- Director of library media position.
- Director of instructional technology position.
- Director of counseling position.
- Director of student services and security position.
- Coordinator of psychological services position.
- Coordinator of social work position.
- Coordinator of health services position.
- Coordinator of organizational development position.
- Coordinator of professional learning communities position.
- Grants coordinator position (vacant).

The current organizational structure of thirteen direct reports to the deputy superintendent of instructional support is excessive and demonstrates a splintered approach to providing support services to students and their families. The structure limits the collaboration and communication necessary to ensure a comprehensive, multi-service approach for students. For example:

- School psychology, social work, school guidance, and health services maintain separate departments. Each department maintains a coordinator position to oversee the departmental operations. When reviewing the organizational structures of other school divisions, MGT most frequently finds lead positions, such as lead school psychologist, lead social worker, and lead school nurse, which work directly with the director of student services position. Most often, lead positions maintain a lower caseload and receive a supplemental stipend for additional duties. Given the number of school psychologists, social workers, school nurses, and guidance counselors in HCS, the division could move to a lead specialist model and realize an overall cost savings to the division. With greater emphasis on the leadership of a comprehensive department of student services to include psychological services, social work services, and health services coordinator positions and guidance services director position could be eliminated.
- The grants position is currently vacant. Rather than hiring a grants coordinator, a more cost efficient approach could be considered if the division contracted for this service and established a commission-based fee schedule. The division could also establish data-driven priorities for securing external funds based on the identified needs of students, schools, communities, and families.
- Adult education and GED programs maintain one director position and four coordinator positions, including coordinators for adult education which serves 330 students: adult high school diploma program which serves 5 students; extended (homebound) services which serves 113 students for medical or psychological issues, 41 students due to pregnancy, 146 students due to long-term suspensions, and 139 students with disabilities; external diploma program which serves 54 students; high school credit class program which

serves 210 students; and Individual Student Alternative Education Plan (ISAEP) Program which serves 128 students. When comparing HCS to peer divisions, HCS is the only division that maintains five administrative positions in adult education and GED programs. MGT consultants find that divisions more consistently maintain one to three administrative positions to oversee the functions of adult education and GED programs.

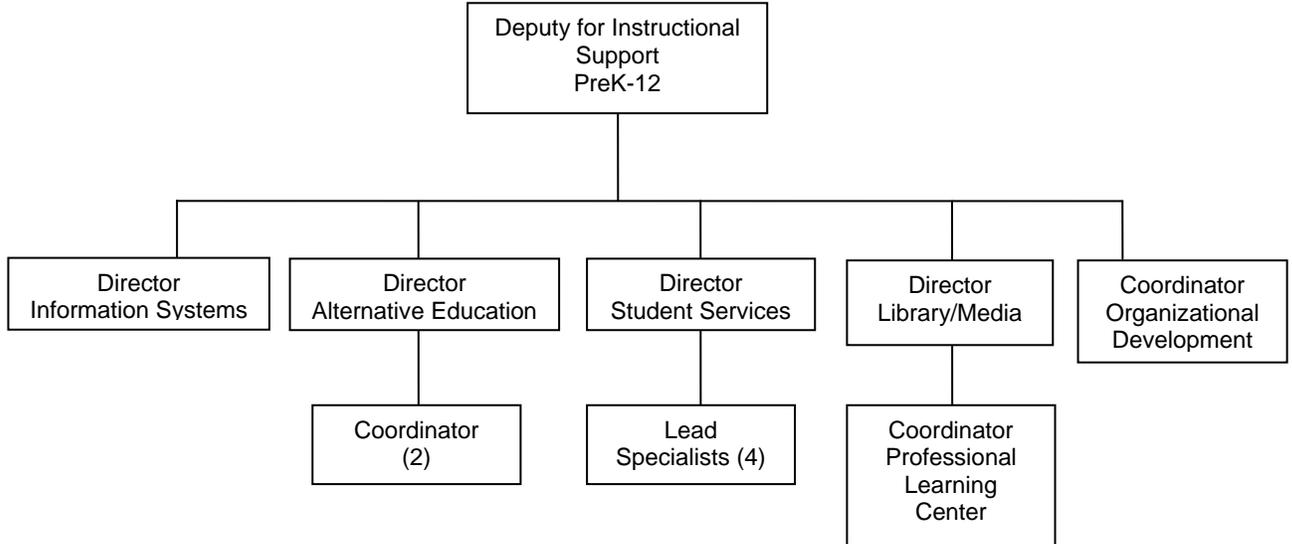
The total enrollment for all adult education and GED programs is approximately 1,166 students. The administrator to student ratio is one administrator to approximately 233 students. Given the student enrollment, five administrative positions are excessive. For the division to be more cost effective, the functions of the adult education, adult high school diploma program, and the external diploma program could be combined, thus eliminating two coordinator positions. Each of these programs addresses the needs of adult students who are seeking a high school diploma or a GED.

- The director of alternative education position is a newly created position. The extended (homebound) services closely align with the functions of the newly created department of alternative education. Greater efficiency and improved continuum of service can be realized, if the extended (homebound) services were transferred and directly aligned in the department of alternative education.
- The department of instructional support maintains 14 full-time and 11 part-time clerical positions. This is approximately three times the number of clerical positions in each department when compared to peer divisions. As previously shown in **Exhibit 5-7**, HCS maintains over 80 more technical and clerical positions when compared to the division average. HCS also exceeds all comparison divisions for clerical and technical staff with the exception of Newport News. Further, MGT found during onsite visits that clerical staff often duplicated efforts or shared similar job duties and functions.

HCS could demonstrate greater cost-efficiency and improve collaborative approaches for the provision of student services if unnecessary positions were eliminated and similar functions were more closely aligned. Spotsylvania Public Schools have recently begun a similar realignment.

Exhibit 5-9 shows the proposed organizational structure.

**EXHIBIT 5-9
HAMPTON CITY SCHOOLS
PROPOSED ORGANIZATIONAL STRUCTURE
DEPARTMENT OF CURRICULUM AND INSTRUCTION**



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

RECOMMENDATION 5-2:

Reorganize the department of instructional support.

The superintendent should reorganize the department of instructional support to improve the cost efficiency and collaborative approaches for the provision of support services to students. The current structure fragments various functions of psychological services, social work, health services, and guidance services. The department of adult education is overstaffed and does not demonstrate cost-efficiency. The implementation of this recommendation would result in:

- Eliminating the coordinator positions for psychological services, social work, and health services.
- Eliminating the director position for guidance services.
- Decreasing caseloads and assigning one existing school psychologist, social worker, school nurse, and school guidance counselor as lead specialists, respectively, and provide supplemental stipend to each for additional duties.
- Transferring psychological services, social work, health services, and school guidance to the department of student services and security.
- Assigning the existing director of student services and security as administrator of all student services and security including psychological services, social work, health services, and school guidance.

- Eliminating two coordinator positions in the department of adult education and GED programs.
- Transferring the coordinator of extended (homebound) services from the department of adult education and GED programs to the newly established department of alternative education.
- Assigning the newly appointment director of alternative education as administrator of extended (homebound) services, as well as all alternative education programs and initiatives.
- Eliminating eight clerical positions.

FISCAL IMPACT

The fiscal impact associated with the implementation of this recommendation is \$896,686 for one year and \$4,483,430 over a period of five years. Cost savings associated with the elimination of five coordinators (psychological services, social work, health services, adult high school diploma program, and external diploma program) are based on an average coordinator salary of \$65,000 plus \$15,210 benefits (at 23.4 percent) and \$7,902 for a total salary, benefits, and health care of \$88,112. Elimination of five coordinator positions at a total salary, benefits, and health care of \$88,112 equals a total savings of \$440,560 per year. The estimated salary for a director of guidance position is \$72,000 plus \$16,848 benefits (at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care of \$96,750 per year. The average salary for a clerical position is \$30,000 plus \$7,020 benefits (at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care of \$44,922 per position times eight positions equals \$359,376 cost savings for one year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Five Coordinator Positions	\$440,560	\$440,560	\$440,560	\$440,560	\$440,560
Eliminate One Director Position	\$96,750	\$96,750	\$96,750	\$96,750	\$96,750
Eliminate Eight Clerical Positions	\$359,376	\$359,376	\$359,376	\$359,376	\$359,376
Total Savings	\$896,686	\$896,686	\$896,686	\$896,686	\$896,686

FINDING

With a decreasing student enrollment and budget shortfall, HCS may be faced with reducing direct services to students, including health services, guidance services, and library/media specialists. While MGT recognizes that HCS is highly committed to the provision of comprehensive services to students, the division’s leadership may need to consider a reduction in direct services to students to compensate for an estimated seven-to-twelve million dollar budget deficit in 2009-10.

Exhibit 5-10 shows the administrative, attendance, and health personnel for HCS and peer divisions. As shown, these data show a greater number of health care professionals than the division average and four of the five comparison divisions, including Lynchburg, Norfolk, Portsmouth, and Roanoke City.

**EXHIBIT 5-10
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
ADMINISTRATIVE, ATTENDANCE, AND HEALTH PERSONNEL
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Hampton City	23.70	60.64	88.73
Lynchburg	11.00	18.62	29.50
Newport News	31.25	65.50	140.10
Norfolk	26.85	82.00	75.50
Portsmouth	11.13	31.39	85.08
Roanoke City	15.26	27.70	33.67
Division Average	19.87	47.64	75.43

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

The Virginia Standards of Quality (SOQs) state that:

- Support services, including nursing services, “shall be funded from basic school aid on the basis of prevailing statewide costs.” The SOQs, however, do not specify a school nurse-to-student ratio. The National Association of School Nurses (NASN) recommends a school nurse-to-student ratio of one nurse to 750 students. This ratio refers to the general student population and is not inclusive of students with disabilities or chronic illness.
- Guidance counselors allocations in elementary schools as “one hour per day per 100 students, one full-time at 500 students, and one hour per day additional time per 100 students or major fraction thereof.”

Based on these guidelines and the fact that HCS has a lower percentage than peers of economically disadvantaged and students with disabilities, HCS is overstaffed in the areas of health services and school guidance services. **Exhibit 5-11** shows the HCS elementary schools with the lowest student enrollment. As shown, student enrollment ranges from 267 to 394 in these schools. Each of these schools maintains one full-time nurse and one full-time guidance counselor.

**EXHIBIT 5-11
HAMPTON CITY SCHOOLS
TEN ELEMENTARY SCHOOLS WITH THE LOWEST STUDENT ENROLLMENT
2008-09 SCHOOL YEAR**

SCHOOL	ENROLLMENT
Aberdeen	388
Bassette	365
Booker	381
Bryan	337
Burbank	384
Lee	361
Mallory	334
Merrimack	341
Tarrant	394
Wythe	267
School Average Enrollment	355

Source: Created by MGT using student enrollment data provided by Hampton City Schools, Fall Membership Report, 2008.

HCS could realize cost savings if elementary schools with low enrollments of less than 400 students were paired for shared health services and guidance services. While decreasing direct services to students may not be desirable, the current budget shortfall may require the division's leadership to carefully consider the reduction of direct services to students. As part of an efficiency review, it is necessary that MGT consultants offer the reduction of school nurses and guidance counselors as a possible option for improving the cost efficiency of the division and reducing the division's budget shortfall.

RECOMMENDATION 5-3:

Eliminate school nurse positions and guidance counselor positions in elementary schools with enrollments of less than 400 students.

Based on comparison data, NASN recommended student to staff ratios, and the Virginia SOQs, HCS is overstaffed in the areas of school nurses and guidance counselors. Elementary schools with low enrollment should be paired for shared health and guidance services. If implemented, this recommendation would result in the following:

- Eliminating five school nurse positions.
- Eliminating five guidance counselor positions.

FISCAL IMPACT

Cost savings associated with this recommendation are \$696,020 for one year and \$3,480,100 over a period of five years. These cost savings are based on the average salary of \$50,000 plus \$11,700 benefits (at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care cost of \$69,602 per position times ten positions.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Five School Nurse Positions Per Year for Five Years	\$348,010	\$348,010	\$348,010	\$348,010	\$348,010
Eliminate Five Guidance Counselor Positions Per Year for Five Years	\$348,010	\$348,010	\$348,010	\$348,010	\$348,010
Total Savings	\$696,020	\$696,020	\$696,020	\$696,020	\$696,020

FINDING

The HCS' department of Title I and compensatory programs lacks organizational structure and staffing functions that efficiently and financially support the curriculum and instruction of students. The number of coordinator positions in the department of Title I and compensatory programs is excessive.

Exhibit 5-3, as previously shown in Section 5.1.3 Curriculum and Instruction, shows that Title I and compensatory programs are administered by and Title I schools are assigned to the Executive Director of Elementary School Leadership. The organizational chart in **Exhibit 5-3** does not include four Title I coordinator positions, including coordinator of instruction, coordinator of accountability, coordinator of organization development, or coordinator of parent involvement.

When comparing the organizational structure of the HCS' department of Title I and compensatory programs to peer divisions, HCS exceeds all peer divisions in the number of administrative staff. Maintaining four coordinator positions in the department of Title I and compensatory programs is excessive and duplicates similar functions in the department of curriculum and instruction. Further, the separation of these functions between the department of Title I and compensatory programs and the department of curriculum and instruction separates and fragments the necessary support and technical assistance provided to the schools. For example:

- The instruction coordinator in Title I and compensatory programs is a duplicated function of curriculum leaders and teacher specialists in the department of curriculum and instruction. When comparing job descriptions, the job duties and responsibilities are similar. Greater emphasis must be placed on the provision of consistent, systematic technical assistance and support to schools through the department of curriculum and instruction. This emphasis should focus on embedded staff development in the schools and using Title I support staff (reading and math coaches) to support instructional leaders and classroom teachers. Given this emphasis within the department of curriculum and instruction, the instruction coordinator position in Title I can be eliminated.
- The organization development coordinator is a duplicated function of the organization development coordinator in the division of instructional support. Again, the emphasis on organization development should be placed within one department in the division. The function should not be separated within two departments as it currently is in the division of instructional support and the department of Title I and compensatory programs. With the division of

instructional support assuming the primary lead for organization development, the organization development coordinator in the department of Title I and compensatory programs is not necessary.

- Each Title I school maintains a school-based parent involvement facilitator. The federal regulations are very specific regarding the requirements of parental involvement in Title I schools. The oversight of these federal requirements and parent involvement functions throughout the Title I schools, however, do not require the assignment of a full-time, central office parent involvement coordinator. The parent involvement coordinator functions in the department of Title I and compensatory programs can be assumed by the accountability coordinator. The accountability coordinator can assign a lead parent involvement facilitator to assist with division-wide professional development and establish progress monitoring procedures for school-based parent involvement initiatives. Given this transfer of function and job duty, the parent involvement coordinator position can be eliminated.
- The division maintains 34 Title I reading and math teachers that are assigned to Title I schools. The school principal is responsible for the day-to-day management and evaluation of these teachers. The department of Title I and compensatory education provides organization development, instruction coordination, and monitors the accountability of these teachers-on-special assignment. This is another example of how division's initiatives are splintered between the department of curriculum and instruction and the department of Title I and compensatory programs. The Title I teachers-on-special assignment are better housed with the curriculum leaders and teacher specialists in the department of curriculum and instruction. This alignment can create greater cohesion among central office curriculum specialists and school-based implementation of data-driven, research-based, and proven effective instruction.

The division needs to restructure the department of Title I and compensatory education to eliminate duplicate positions and better align school-based teachers-on- special assignment with the curriculum and instruction experts in the central office.

RECOMMENDATION 5-4:

Eliminate duplicate positions in the department of Title I and compensatory education including three coordinator positions.

The division should eliminate duplicate positions in the department of Title I and compensatory education. Implementation of this recommendation should result in the following:

- Curriculum and instruction should remain in the department of curriculum and instruction without duplication in the department of Title I and compensatory education.
- Organization development should remain in the division of instructional support without duplication in the department of Title I and compensatory education.
- Parent involvement should be transferred to the accountability coordinator.

- Three coordinator positions should be eliminated including the coordinator of instruction, the coordinator of organization development, and the coordinator of parent involvement.

Finally, the school-based reading, math, and science teacher specialists should work directly with the curriculum leaders and teacher specialists in the department of curriculum and instruction and the coordinator of organization development in the division of instructional support to ensure the alignment of district initiatives throughout the schools.

FISCAL IMPACT

The implementation of this recommendation should result in a cost savings of \$264,336 for the first year and \$1,321,680 over a period of five years. Cost savings associated with the elimination of three coordinators (instruction, organization development, and parent involvement) is based on an average coordinator salary of \$65,000 plus \$15,210 benefits (at 23.4 percent) and \$7,902 for a total salary, benefits, and health care of \$88,112. Elimination of three coordinator positions at a total salary, benefits, and health care of \$88,112 equals a total savings of \$264,336 per year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Three Coordinator Positions	\$264,336	\$264,336	\$264,336	\$264,336	\$264,336

FINDING

The HCS high schools utilize an eight period, A/B block schedule. Students attend four classes per day and each class meets every other day. There are some classes that are designed to meet daily, based on the instructional needs of the students. The HCS middle schools utilize a modified block schedule with core academic classes offered each day and electives offered every other day. The division has successfully implemented the block schedule in secondary schools, but must revisit the instructional delivery model to determine the cost effectiveness and efficiency of schools' master schedules.

National research suggests that there are many benefits to block scheduling, including:

- Provides additional instructional time.
- Supports interdisciplinary experiences.
- Provides a vehicle to improve instruction and learning.
- Provides in-depth, uninterrupted experiences resulting in less lesson fragmentation.
- Encourages cooperative learning, problem solving, decision making, research, use of manipulatives, discovery learning, and hands-on projects.
- Allows students more intense focus on subject matter.

- Better meets the needs for the different learning styles of students and the teaching styles of teachers.
- Provides the flexibility to coordinate special programs in academic and nonacademic subjects.
- Facilitates the use of the community as a learning resource.
- Eliminates unnecessary, unstructured passing times between classes.
- Improves attendance and reduces discipline referrals and the failure rate.
- Provides increased individualized teacher-student interaction.

In addition to the instructional benefits of block scheduling, HCS realized a cost savings with a transition from a traditional six period day to an eight period, A/B block schedule. This cost savings were a result of teacher assignment of six instructional classes in the block schedule versus teacher assignment of five instructional classes in the tradition six-period day. The increase in instructional assignments decreased the number of teacher unit allocations needed.

As the division faces the significant budget shortfall, the administration must revisit the block schedules at the high schools and the middle schools. An analysis of the master schedule at each high school and middle school must be conducted to identify any gaps or unnecessary courses, unnecessary levels of study at each grade level, duplication of courses or programs, collaborative teaching models for students with disabilities and English language learners, instructional models of resource services and self-contained programs for students with disabilities, and inadequate utilization of existing resources. Further analysis must also be conducted to determine if there is any alternate block scheduling that is occurring within individual schools that maximize financial and staff resources and that are cost efficient. Based on findings, considerations must be given to alternate ways to decrease costs while maintaining the integrity of instruction and continuing to provide quality instruction to all students in the division.

RECOMMENDATION 5-5:

Conduct an analysis of master schedules and block scheduling practices at all secondary schools to determine inefficiencies and develop alternate scheduling practices aimed at decreasing costs while maintaining the integrity of instruction.

The superintendent and designated staff should carefully analyze existing block scheduling practices and master schedules to identify inefficiencies within all secondary schools. An analysis should also include best practices for maximizing instructional time, financial resources, and highly qualified staff. The division should further determine alternate ways to decrease instructional costs without compromising the integrity of instructional practices in the division.

FISCAL IMPACT

The associated fiscal impact for implementation of this recommendation is related to staff time. While actual costs cannot be determined at this time, it is anticipated that

analysis of master schedules and block scheduling practices will occur during the contracted day.

FINDING

Overall, MGT found that the class size for general education core content classes were adequately staffed. There is, however, an over-allocation of teachers at Lindsay Middle School. MGT’s review of class sizes throughout the division shows that the majority of classes with smaller enrollments serve English language learners, students with disabilities, Standards of Learning preparation courses, or collaborative teaching courses.

Exhibit 5-13 shows classes at Lindsay Middle School with an enrollment of less than 15 students. These classes do not include self-contained special education, English language learners, or collaborative classes. As can be seen, the classes are under-enrolled when compared to the Virginia legislative requirements for maximum student-to-teacher ratios. Based on data shown in the exhibit, there are 73 sections (or class periods) of core academic subjects that are under-enrolled by 1,243 students. This equates to an over-allocation of 8.7 teacher units, based on 24 students per section for language arts, 25 students per section for other subjects, and six sections per teacher.

**EXHIBIT 5-13
LINDSAY MIDDLE SCHOOL
SMALL CLASS SIZE
COMPARED TO VIRGINIA STANDARDS OF QUALITY
2008-09 SCHOOL YEAR**

SUBJECT	NUMBER OF SECTIONS	ACTUAL STUDENT ENROLLMENT	STANDARDS OF QUALITY ALLOWABLE ENROLLMENT (25 STUDENTS PER SECTION)	DIFFERENCE (+/-) STUDENT ENROLLMENT AND ALLOWABLE ENROLLMENT	OVER/UNDER TEACHER UNIT ALLOCATION
Language Arts	20	181	480*	299	2.1
Mathematics	17	122	425	303	2.1
Science	19	130	475	345	2.4
Social Studies	17	129	425	296	2.1
Total	73	562**	1,805	1,243	8.7

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

*Twenty-four students allowed in language arts.

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

When faced with limited resources, the HCS administration may be faced with increasing class size and must consider multiple factors in addition to the SOQs guidelines. Based on MGT’s calculations, the elimination of 8.7 teacher units could be considered by Lindsay Middle School.

RECOMMENDATION 5-6:

Eliminate 8.7 teacher units at Lindsay Middle School.

As HCS continues to face a significant budget shortfall, the superintendent should consider a reduction of staff by increasing class size at Lindsay Middle School. This consideration should come with careful review of curriculum and instruction, as well as the potential impact on student achievement.

FISCAL IMPACT

The fiscal impact associated with this recommendation is estimated to result in a cost savings of \$605,537 per year and \$3,027,685 over a period of five years. To eliminate 8.7 teacher units at Lindsay Middle School at an average salary of \$50,000 plus \$11,700 benefits (at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care of \$69,602 per position times 8.7 positions equals cost savings of \$605,537 for the first year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate 8.7 Teacher Positions at Lindsay Middle School	\$605,537	\$605,537	\$605,537	\$605,537	\$605,537

5.2 Curriculum and Management

HCS has a variety of programs and services to meet the instructional needs of students. The department of curriculum and instruction provides leadership and expertise in the development of general education curricular and instructional initiatives that support all students in HCS. The general education curriculum and instruction is based on the Virginia Standards of Learning (SOL). Benchmark assessments are used as tools for progress monitoring of student performance.

This section of the report reviews the efficiency and effectiveness of the functions of curriculum and instruction, student achievement, and school improvement.

FINDING

Student assessment data indicate that the division’s accountability initiatives are making a difference and that gaps in student achievement based on ethnicity and economic circumstances continue to narrow.

Exhibits 5-14 through Exhibit 5-17 compare student achievement gaps between African American and Caucasian students at grades three, five, eight, and high school on the SOL assessments in English, mathematics, science, and social studies. The data represent the percentage difference between the two groups scoring in the “pass proficient” category, or above. As shown, the achievement gap between African American and Caucasian students decreased across all grade levels in all subjects with the exception of social studies at grades five and eight where the baseline data (2004-05) for eighth grade indicated that African American student achievement exceeded that of their Caucasian peers. The greatest decrease between the student groups is noted in

English at third grade with a ten percent difference, decreasing the achievement gap from 19 percent in 2004-05 to nine percent in 2007-08.

**EXHIBIT 5-14
HAMPTON CITY SCHOOLS
AFRICAN AMERICAN AND CAUCASIAN STUDENT ACHIEVEMENT GAP
ENGLISH STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2004-2005	2005-2006	2006-2007	2007-2008
3	19%	23%	11%	9%
5	13%	16%	13%	7%
8	15%	15%	17%	14%
11	9%	7%	14%	7%

Source: Hampton City Public Schools, Department of Curriculum and Instruction, Achievement Gap Update Report, 2008.

**EXHIBIT 5-15
HAMPTON CITY SCHOOLS
AFRICAN AMERICAN AND CAUCASIAN STUDENT ACHIEVEMENT GAP
MATHEMATICS STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2004-2005	2005-2006	2006-2007	2007-2008
3	15%	16%	6%	8%
5	16%	15%	13%	9%
8	13%	15%	19%	10%
End of Course	15%	13%	19%	12%

Source: Hampton City Public Schools, Department of Curriculum and Instruction, Achievement Gap Update Report, 2008.

**EXHIBIT 5-16
HAMPTON CITY SCHOOLS
AFRICAN AMERICAN AND CAUCASIAN STUDENT ACHIEVEMENT GAP
SCIENCE STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2004-2005	2005-2006	2006-2007	2007-2008
3	16%	22%	14%	13%
5	22%	25%	13%	14%
8	15%	17%	16%	8%
End of Course	17%	20%	23%	15%

Source: Hampton City Public Schools, Department of Curriculum and Instruction, Achievement Gap Update Report, 2008.

**EXHIBIT 5-17
HAMPTON CITY SCHOOLS
AFRICAN AMERICAN AND CAUCASIAN STUDENT ACHIEVEMENT GAP
SOCIAL STUDIES STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2004-2005	2005-2006	2006-2007	2007-2008
3	12%	17%	3%	5%
5	13%	15%	16%	18%
8	(6%)	8%	11%	10%
End of Course	14%	17%	18%	11%

Source: Hampton City Public Schools, department of curriculum and instruction, Achievement Gap Update Report, 2008.

Exhibits 5-18 through Exhibit 5-21 compare student achievement between students identified as economically disadvantaged or non-economically disadvantaged in grades three, five, eight and high school on the SOLs in English, mathematics, science, and social studies, scoring in the “pass proficient” category or above. As shown, the achievement gap between economically disadvantaged and non-economically disadvantaged students across all grade levels and subjects is narrowing, with the exception of eighth grade social studies which began with economically disadvantaged students achieving at a higher rate than their non-economically disadvantaged peers. The greatest decrease between the student groups was noted in social studies at fifth grade which began with a 17 percent difference in 2004-05 to -18 percent in 2007-08 where economically disadvantaged students out-performed their non-economically disadvantaged peers.

**EXHIBIT 5-18
HAMPTON CITY SCHOOLS
ECONOMICALLY DISADVANTAGED AND NON-ECONOMICALLY
DISADVANTAGED STUDENT ACHIEVEMENT GAP
ENGLISH STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2004-2005	2005-2006	2006-2007	2007-2008
3	18%	20%	13%	11%
5	15%	15%	12%	10%
8	22%	18%	15%	13%
11	9%	4%	9%	6%

Source: Hampton City Public Schools, department of curriculum and instruction, Achievement Gap Update Report, 2008.

**EXHIBIT 5-19
HAMPTON CITY SCHOOLS
ECONOMICALLY DISADVANTAGED AND NON-ECONOMICALLY
DISADVANTAGED STUDENT ACHIEVEMENT GAP
MATHEMATICS STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2004-2005	2005-2006	2006-2007	2007-2008
3	12%	15%	7%	11%
5	15%	18%	13%	9%
8	13%	12%	20%	11%
EOC	6%	3%	10%	5%

Source: Hampton City Public Schools, department of curriculum and instruction, Achievement Gap Update Report, 2008.

**EXHIBIT 5-20
HAMPTON CITY SCHOOLS
ECONOMICALLY DISADVANTAGED AND NON-ECONOMICALLY
DISADVANTAGED STUDENT ACHIEVEMENT GAP
SCIENCE STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2004-2005	2005-2006	2006-2007	2007-2008
3	13%	16%	10%	11%
5	20%	25%	11%	13%
8	16%	19%	14%	9%
EOC	14%	5%	15%	11%

Source: Hampton City Public Schools, department of curriculum and instruction, Achievement Gap Update Report, 2008.

**EXHIBIT 5-21
HAMPTON CITY SCHOOLS
ECONOMICALLY DISADVANTAGED AND NON-ECONOMICALLY
DISADVANTAGED STUDENT ACHIEVEMENT GAP
SOCIAL STUDIES STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2004-2005	2005-2006	2006-2007	2007-2008
3	12%	15%	1%	7%
5	17%	18%	18%	-18%
8	-6%	13%	12%	10%
EOC	11%	5%	8%	10%

Source: Hampton City Public Schools, department of curriculum and instruction, Achievement Gap Update Report, 2008.

HCS is committed to its mission statement “that all children learn and demonstrate skills needed for lifelong learning.” Vocabulary development is the common thread noted in the initiatives across the four core subject areas. Strategies have been designed to develop an understanding of the unique vocabulary associated with each content

subject. The department's major initiatives are rooted in best practices in the four core subject areas as identified in the research and are designed to support Goal One of the strategic plan, "maximize every child's learning".

HCS also uses accurate data processes to identify areas where specific instructional test strategies can close achievement gaps very quickly. The process identifies where and what focused intervention strategies are necessary. The strategies have demonstrated change in student performance outcomes and are taught across the content areas and grade levels. These strategies include:

- **The Process:** By focusing on the "failing" data, HCS is able to identify the specific needs of all students. The process has consistently produced a positive outcome for every school in the division. It has also moved hundreds of failing students to passing students.
- **Test Strategy:** Students in second through twelfth grade receive consistent instruction in SOL test strategy. A train-the-trainer model has been created for the Getting Results strategy program so that each school has an onsite person to administer training.
- **Specific Test Strategy:** With the revised SOLs that were introduced in 2005-06, HCS created aligned strategies to help all students be more successful on these tests. Students are instructed in all identified grade levels in the selected test strategies.
- **Hampton's Eleven:** The Hampton Eleven and Hampton Fifteen test-vocabulary programs are modeled after the "12 Powerful Words:" program (Larry Bell, 2006). Eleven words frequently included in SOL test items are incorporated throughout instruction and parent activities designed to help elementary students understand each word. In the middle schools, five foundational words and ten additional words essential for each core subject area are selected and reinforced schoolwide. Understanding and using these words make the language of testing accessible to every student.
- **Getting to the Root of It:** This vocabulary program focuses on the decoding and meaning of words by examining prefixes, suffixes and root words. The program was developed to bring emphasis and accountability to word analysis skills that are not clearly defined in the curriculum framework. Students learn a set of affixes in second through eleventh grade. The strategy is aimed to improve reading skills of student in sixth through ninth grades and to prepare all students for the PSAT and SAT. These words are assessed through division-wide benchmark testing every nine weeks.

Student achievement data indicate that gaps in student achievement based on ethnicity and economic status continue to narrow. The division's initiatives to close the achievement gap are demonstrated across all departments to include curriculum areas, gifted and special education, Title I, and the support provided to students and their families in guidance, health services, psychological services, and school social work.

COMMENDATION 5-A:

HCS is committed to closing the achievement gap and continues to identify and implement best practices across the division.

FINDING

While HCS has consistent pass rates to comparison divisions and continues to improved student performance and narrowing of achievement gaps, the division did not meet the English Adequately Yearly Progress (AYP) objective for students identified as economically disadvantaged.

Exhibit 5-22 shows a comparison of student performance for HCS and peer divisions. As shown, student performance in HCS is consistent with the overall division average. The pass rate is also consistent with peer divisions, with the exception of Roanoke City.

**EXHIBIT 5-22
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
STUDENT PERFORMANCE
2007-08 SCHOOL YEAR**

DIVISION	ENGLISH			MATHEMATICS		
	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED
Hampton	82	100	0	80	100	0
Lynchburg	83	100	0	79	99	1
Newport News	83	100	0	78	99	1
Norfolk	80	99	1	76	98	2
Portsmouth	83	99	1	79	99	1
Roanoke City	77	99	1	73	99	1
Division Average	81	100	1	78	99	1

Source: Virginia Department of Education, School Report Card, 2008.

No Child Left Behind requires states to set annual objectives for proficiency in reading, mathematics, and participation in testing in English and mathematics. In addition, schools, school divisions, and the Commonwealth also must meet objectives for other indicators of academic achievement, including attendance, science, writing, history/social science, and graduation. HCS met all of the AYP objectives, with the exception of:

- English for students identified as economically disadvantaged.
- English at Burbank Elementary, Cary Elementary, Forrest Elementary, Robert E. Lee Elementary, Phillips Elementary, Smith Elementary, Lindsay Middle, and Bethel High.
- Mathematics at Forrest Elementary, Mallory Elementary, Hampton High, and Phoebus High.

Based on 2007-08 ratings, Robert E. Lee Elementary is accredited with warning and Hampton Harbour Academy is conditionally accredited.

A review of school learning plans shows that the school teams use a division-wide template for preparation of school plans. School teams represent school administration, parents, teachers, support staff, business partners, and community members. The school learning plans consistently documented measurable objectives and indicators of success. Action steps and associated professional development are also included in the school learning plans. The majority of plans reviewed also included specific goals and

indicators to reduce the achievement gap among all students and student subgroup cohorts.

The division has systems in place to support struggling schools. Continued emphasis must be placed on supporting these schools as they implement instructional strategies that are data-driven and specific to the needs of the students. The student achievement focus team must prioritize its support and staff development to the building administrators and faculty in schools that did not meet their AYP objectives or that are accredited with warning or conditionally accredited.

RECOMMENDATION 5-7:

Continue the implementation of instructional strategies, data-driven decision making, and standards-based instruction aimed at continued school improvement and student achievement.

The division has made great strides in improving student achievement. The emphasis on support to schools that continue to struggle is necessary to maintain a focus on data-driven decision making, standards-based instruction, and progress monitoring with benchmark assessments.

FISCAL IMPACT

The fiscal impact associated with this recommendation relates to staff time, the delivery of embedded staff development, and school-based technical assistance and support. The student achievement focus team is funded in the budget, as are instructional support teachers and coaches in the schools. Beyond the salaries and services of current staff, no additional costs should be incurred.

FINDING

While there is an electronic tool for conducting teacher observation walk throughs, an organized school walk-through process has not been developed. Therefore, developing data to support overall school improvement and the assessment of principal performance has not taken advantage of existing technology and potential processes.

The school division has invested considerable resources in the Smart Walks electronic tools that can be used for standardizing and recording walk through observations of teaching. This same technology can easily be modified to adapt to conducting school-wide walk through that is designed to collect data to support appraisal of school improvement. Additionally, this can assist in identifying data necessary to completing the summary assessment of principals' performance.

Divisions such as Norfolk Public Schools, (VA) have developed very effective and sophisticated walk-through procedures designed to move their system to world class status and representing a best practice.

RECOMMENDATION 5-8:

Develop and implement the procedures and software modifications to the Smart Walks technology to support and record findings for conducting school walk throughs.

Implementation of this recommendation should result in the development of a document and process providing a strategy for supporting school improvement. Additionally, this should result in identifying data necessary to completing the summary assessment of principals' performance.

The walk through process should be guided by a series of standards of expectations, a detailed walk through purpose, and statements of when walk throughs should be conducted, including the following types of suggested guidelines:

- To explore a question behind the data that is reporting achievement and raises questions of what or why.
- To explore a genuine focusing question, meaning a question that cannot be answered by using other means.
- To explore a narrow focusing question when the school has a focusing question that is both narrow (sharply focused) and powerful (critically related to one or more key components of teaching and learning).
- To look at classroom practices through four lenses simultaneously: teacher practice, student activity, student work products, and classroom environment.
- For a qualitative, experiential investigation when the focusing question requires a qualitative, concrete, on-site experiential investigation.
- For collegial feedback when a fully collegial, non-supervisory relationship exists between visitors and visited is both desired and plausible.
- To explore depth and breadth of implementation of a classroom-level implementation of complex instructional practices.
- For a brief snapshot of classroom activities when needed for a starting point to investigate a focusing question.

The process structure guidelines should carefully detail all aspects of the walk through from preplanning to implementation and conclusion including team membership and all related details.

FISCAL IMPACT

This recommendation can be accomplished at a minimal cost related to the printing of the needed documents and modification of software applications of the Smart Walks technology. However, time commitments must be made by administrative personnel assigned development responsibilities. The amount of time cannot be accurately estimated.

5.3 Special Programs

FINDING

HCS provides a continuum of alternative education programs for traditional students who find little or no success in the traditional school environment. The programs are not specifically designed for students with disabilities or who have 504 plans.

Exhibit 5-23 shows the student enrollment for alternative education in HCS. As the exhibits shows, there are a total of 417 students enrolled in one of six alternative education programs.

**EXHIBIT 5-23
HAMPTON CITY SCHOOLS
STUDENT ENROLLMENT IN ALTERNATIVE EDUCATION PROGRAMS
2008-09 SCHOOL YEAR**

PROGRAM	STUDENT ENROLLMENT	CONCERN
Bridgeport Academy GED Program	9	Dropout prevention
Hampton Harbour Elementary at Cooper Elementary	21	Alternative education
Hampton Harbour Middle	64	
Bridgeport Academy	76	
Performance Learning Center	75	
Moton Early Childhood Center	202	Early childhood

Source: Hampton City Schools, department of alternative education, 2008.

HCS has created programs structured differently and often housed on a separate campus from comprehensive schools. Students are enrolled in alternative education programs for a variety of reasons, including academic skills deficits, low motivation, poor attendance, behavioral problems or lack of participation in the traditional educational process. Enrollment in most alternative programs is a choice made by students, parents, and schools to best meet the student’s educational needs. There are no involuntary alternative placements with the exception of students on long-term suspension.

Alternative education in HCS also serves students at-risk of failure and offers dropout prevention services. Students at-risk of failure or dropping out of school are counseled into one of the programs offered at one of many sites. Those programs identify the source of the students’ inability to succeed and tailor instruction to the needs of the student.

A summary of the alternative education programs is as follows:

- **Hampton Harbour Academy** is Hampton’s first charter school, which began service to at-risk and high-risk students. Students accepted at Hampton Harbour must be two or more grades behind their same-age peers. Hampton Harbour Academy is currently a middle school program focusing on academic recovery.

- **Bridgeport Academy** is a collaborative effort of HCS, Hampton Court Services, and the Community Services Board of Hampton and Newport News to serve youth with behavioral problems. Bridgeport Academy serves middle and high school students who need an alternative school setting in which to succeed. Students have access to counseling services in regards to life skills. The curriculum focuses on four core subjects and several electives.

- **Performance Learning Center (PLC)** is a local school and community partnership that serves high school students who are not succeeding in a traditional setting, are in need of credit recovery, and are able to work at an expedited pace in order to graduate with their class. The PLC is an academically rigorous, relevance-based, relationship-intensive, and result-oriented program. Located in an off-campus center, the PLC creates a business-like learning environment where students complete assignments using an integrated on-line and project-based curriculum. The two main goals of the PLC are:
 - To provide an intimate learning environment where students complete assignments using an integrated on-line and project-based curriculum.
 - To use community resources to create college-ready, workforce-ready, students able to be productive members of society.

Goal setting classes, self-monitoring, and community services are required program components. The low student to teacher ratio (15 students to one teacher) is an ideal atmosphere for academic success and transition to post-secondary or workforce opportunities.

- **Moton Early Childhood Center** is HCS's premier early childhood education program. The center houses 12 preschool classes and four preschool special education classes. The school offers a full-day educational program for four-year-old children. Preschool children at the center are selected under the guidelines set forth by the Virginia Preschool Initiative. The curriculum is based on Virginia Department of Education's Foundation Blocks for Early Learning: Comprehensive Standards for Four-Year-Olds.

HCS' efforts to provide alternative education programs offer varied options for students who are not successful in traditional, comprehensive schools or who are at-risk of school failure.

COMMENDATION 5-B:

The alternative education programs in HCS offer non-traditional instructional options to keep students in schools, increase on-time graduation rates, and decrease dropout rates.

FINDING

Hampton City Schools offers students gifted education, advanced placement, an International Baccalaureate Program, and a Governor's Academy.

The HCS philosophy for the education of students who are gifted is as follows:

“The school division believes in the importance of providing varied educational services that differentiate beyond those provided by the regular school curriculum. Differentiated instructional services are designed to attend to the individual strengths and needs of our diverse student population. Through differentiated instruction we teach process skills that encourage manipulation of complex and abstract ideas, in-depth learning in core subject area materials, product development that reflects the identification and solution of real problems, and the refinement of research skills and methodologies. We also believe that the social and emotional needs of gifted students should be addressed by instructional experiences that reflect an understanding of the complexities of the affective and intellectual manifestation of giftedness across diverse student groups.”

Gifted education services are designed to identify and develop the talents of students whose abilities and aptitudes are so advanced that they need a differentiated education program, either through acceleration or enrichment, or both. The gifted programs go beyond the minimum educational standards, as specified by the Virginia SOLs, with a curriculum that presents content and concepts in greater depth, complexity, and with higher performance expectations. The standard curriculum may be compacted, accelerated, or differentiated to meet the needs of advanced learners.

According to the “Parent Handbook for Gifted Education”, descriptions of HCS programs for advance learners in HCS include:

- **Talent Pool Program** enables the division to identify potential giftedness in kindergarten through second grade. The talent pool provides a pullout resource program at each of HCS elementary schools. Students in this program receive weekly instruction in higher level thinking and advanced literacy development in reading, mathematics, and science.
- The **Gifted Resource Program** provides advanced educational opportunities with highly qualified resource staff on a weekly pullout basis. The curriculum for the program includes in-depth activities in language arts, mathematics, science, social studies, and a variety of multidisciplinary activities that focus on the development of critical thinking skills and problem solving strategies.
- The **Mary Peake Center** provides a full-time program for identified gifted students in third through fifth grade with highly advanced skills and aptitudes who have already demonstrated their capacity for complex processing abilities, and who require a fully differentiated educational environment.
- The **Jones Middle School Gifted Center** serves students in sixth through eighth grade who need an accelerated program across all content areas. Students are expected to master advanced competencies across all content areas. Opportunities are provided for extensive research, inquiry-based learning, literary and scientific analysis, and project-based learning.
- The **Excel Art Program** at Tarrant Elementary is designed to nurture and enrich the gifted artists in third through fifth grade. The program focuses on advanced, concentrated instruction in the principles, theory, and practice of visual art.
- **HCS high schools** offer a variety of advanced and high level courses to gifted students, including honors, advanced placement (AP) and dual enrollment classes. Additional specialized courses are taught at magnet schools.

- The **New Horizons Governor’s School** offers specialized secondary programs for gifted and high ability students in tenth through twelfth grades. Courses at New Horizons emphasize computer applications and hands-on laboratory experiences in an inquiry-based environment. Students enrolled in the New Horizons Governor’s School have opportunities to participate in research and mentoring with scientists and practicing professionals in local hospitals, clinics, NASA Langley, Virginia Institute of Marine Science, and the Jefferson Laboratory. College credit may be earned for these weighted high school classes.
- The **International Baccalaureate (IB) Primary Years Program (PYP)** at Burbank International Elementary School emphasizes student-centered, inquiry-based instruction, writing, and research. PYP units are taught across all core content areas and are aligned with HCS benchmarks and the Virginia SOLs. In addition to the core subject instruction, PYP curriculum also focuses on the development of the attributes of “international thinkers, communicators, and inquirers.” PYP assessment is teacher-designed using IB standard. The current enrollment at the Burbank International Elementary School is 389 students.
- The **International Baccalaureate (IB) High School Program** is a magnet center model at Hampton High School for full diploma students and a school program for Certificate (elective) Program students. IB students in 11th and 12th grades take six two-year courses, complete three program requirements, and complete end-of-course examinations. Three of the courses are standard level courses and three courses are higher level courses. Higher level courses have additional course requirements and exams have a higher degree of difficulty. Students are required to maintain a 3.0 grade point average, pass all SOL assessments, and pass all IB subjects to continue in the program. Enrollment in certificate courses is open to all students based on preliminary coursework.
- The **Summer Residential Governor’s School** programs are offered by the Virginia Department of Education for exceptional students going into eleventh and twelfth grades. Governor’s School programs include: humanities; visual and performing arts; math, science, and technology; agriculture; life sciences and medicine; marine sciences mentorships at Virginia Institute for Marine Sciences; engineering mentorships at NASA; foreign language academies in French, Spanish, German, Latin, Russian, Japanese, and Chinese.

Exhibit 5-24 shows the graduates by diploma type for HCS and peer divisions. As shown, HCS is slightly lower than the division average for the number of advanced studies diplomas. HCS is exceeded by Lynchburg, Newport News, and Portsmouth in the number of advanced studies diplomas awarded to students in the 2006-07 school year.

**EXHIBIT 5-24
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
GRADUATES BY DIPLOMA TYPE
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	STANDARD DIPLOMA	ADVANCED STUDIES DIPLOMA	SPECIAL DIPLOMA	CERTIFICATE OF PROGRAM COMPLETION	GED CERTIFICATE	ISAEP	GAD DIPLOMA	MODIFIED STANDARD DIPLOMA	TOTAL GRADUATES AND COMPLETERS BY DIPLOMA TYPE
Hampton City	55.2%	39.8%	2.3%	1.4%	0.0%	12.5%	0.0%	2.7%	1,347
Lynchburg	46.0%	46.9%	3.0%	0.3%	8.3%	0.0%	0.0%	4.2%	576
Newport News	52.5%	41.5%	4.3%	0.0%	3.7%	0.0%	0.0%	1.7%	1,905
Norfolk	56.3%	35.7%	7.3%	0.0%	3.1%	0.0%	0.0%	0.7%	1,599
Portsmouth	50.8%	42.2%	5.6%	0.5%	1.0%	0.4%	0.0%	1.4%	782
Roanoke City	51.3%	36.0%	9.4%	3.8%	2.6%	12.5%	0.0%	3.3%	583
Division Average	52.0%	40.4%	5.3%	1.0%	3.1%	4.2%	0.0%	2.3%	1,132

Source: Virginia Department of Education web site, 2008.

Exhibit 5-25 shows the graduates by continuing education plans for HCS and peer divisions. As shown, HCS is:

- Consistent with the division average for students planning to attend a two-year college.
- Slightly below the division average for students planning to attend a four-year college.
- Higher than the division average for students with other continuing education plans and joining the military.

**EXHIBIT 5-25
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
GRADUATES BY CONTINUING EDUCATION PLANS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ATTENDING TWO-YEAR COLLEGES	ATTENDING FOUR-YEAR COLLEGES	OTHER CONTINUING EDUCATION PLANS	EMPLOYMENT	MILITARY	NO PLANS
Hampton City	22.2%	43.8%	10.3%	11.2%	4.2%	8.2%
Lynchburg	17.9%	43.3%	3.0%	10.9%	0.8%	24.1%
Newport News	10.1%	59.5%	4.3%	2.9%	4.0%	19.2%
Norfolk	24.6%	47.8%	11.0%	9.2%	5.3%	2.1%
Portsmouth	33.9%	43.8%	4.3%	11.5%	4.9%	1.6%
Roanoke City	29.0%	34.1%	3.3%	22.7%	2.9%	8.1%
Division Average	22.9%	45.4%	6.0%	11.4%	3.7%	10.6%

Source: Virginia Department of Education, web site, 2007.

Exhibit 5-26 shows the student participation in advance placement, dual enrollment, and the International Baccalaureate Program. As shown, HCS student participation in:

- An advanced placement test is slightly higher than the division average.
- An advanced placement course is slightly below the division average.
- Dual enrollment is significantly below the division average.
- International Baccalaureate Program is consistent with Newport News, but below the participation rate in Roanoke City.

**EXHIBIT 5-26
HAMPTON CITY PUBLIC SCHOOLS AND PEER SCHOOL DIVISIONS
STUDENT PARTICIPATION IN ADVANCED PLACEMENT, DUAL ENROLLMENT,
AND INTERNATIONAL BACCALAUREATE PROGRAM
2007-08 SCHOOL YEAR**

DIVISION	ADVANCE PLACEMENT TEST TAKEN	ADVANCED PLACEMENT COURSE ENROLLMENT	DUAL ENROLLMENT COURSES	SENIORS ENROLLED IN INTERNATIONAL BACCALAUREATE PROGRAM
Hampton	10.82%	12.17%	1.95%	0.57%
Lynchburg	16.29%	16.29%	7.73%	N/A
Newport News	17.90%	17.90%	2.86%	0.51%
Norfolk	5.42%	15.02%	0.88%	N/A
Portsmouth	3.90%	7.82%	5.17%	0.27%
Roanoke City	8.15%	9.35%	8.00%	1.03%
Division Average	10.41%	13.09%	4.51%	.60%

Source: Virginia Department of Education web site, 2008.

HCS provides a wide array of educational program options for advanced learners. Data suggest that HCS is generally consistent with division averages and peer divisions in student participation in advanced coursework.

COMMENDATION 5-C:

The Academic Advancement and Enrichment Program in HCS offers an array of educational program options for advanced learners.

RECOMMENDATION 5-9:

Continue to explore options for increasing student participation in advanced placement courses, dual enrollment courses in conjunction with local institutions of higher education, and the International Baccalaureate Program.

The division should continue to explore various options for increasing student participation in advanced placement courses, dual enrollment, and the International Baccalaureate Program. Particular emphasis should be placed on increasing enrollment of students in subgroup cohorts. Support services and programs should continue to offer encouragement and structure for potential first-generation college students.

FISCAL IMPACT

The cost associated with this recommendation is related to staff time. While the actual costs cannot be calculated at this time, the implementation of this recommendation should occur during the contracted staff day and should not result in any additional contractual costs to the division.

FINDING

The majority of students who are identified as limited English proficient passed the Virginia SOLs, but did not demonstrate progress in English proficiency.

HCS currently has 497 students identified as limited English proficient. The majority (323) of these students receive services at one of the English as a Second Language (ESL) centers. The remaining students identified as limited English proficient (165) have chosen the option to not receive center-based services and attend their zoned school.

The ESL program is center-based at three different schools. Students in kindergarten through fifth grade attend Langley Elementary School. There are seven ESL teachers and one ESL instructional assistant at Langley. Students identified as limited English proficient in sixth through eighth grades attend Lindsay Middle School. High school students identified as limited English proficient attend Hampton High School. There are one teacher and one and one-half instructional assistant positions at Lindsay and two teachers and one instructional assistant at Hampton High.

The mission of the English as a second language department is: "all limited English proficient students will become proficient in English and reach high academic standards, at a minimum attaining proficiency or better in reading/language arts and mathematics."

Program goals include:

- Provide academic support to students with limited English proficiency while teaching English language proficiency standards and English language skills.
- Increase the numbers of students with limited English proficiency that exit the program in five years and meet the identified percentage set by the state and national standards.
- Continue to meet the state and national standards of students with limited English proficiency that demonstrates progress in English.
- Increase the number of students with limited English proficiency in the International Baccalaureate program.
- Increase the number of students with limited English proficiency that is identified as gifted.
- Increase the numbers of students with limited English proficiency that are enrolled in and complete advanced placement and honors classes.
- Increase the number of students with limited English proficiency that graduate from high school.

Exhibit 5-27 shows the pass rates on Virginia SOLs for students identified as limited English proficient. As shown, 80 percent of HCS students with limited English proficiency passed the English assessment; 86 percent of the HCS students with limited English proficiency passed the mathematics assessment. These pass rates exceed the:

- Division averages in English and mathematics.
- English pass rates in all comparison divisions.
- Mathematics in all comparison divisions with the exception of Lynchburg.

**EXHIBIT 5-27
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
LIMITED ENGLISH PROFICIENT
STUDENT PERFORMANCE
2007-08 SCHOOL YEAR**

DIVISION	ENGLISH			MATHEMATICS		
	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED
Hampton	80	100	0	86	100	0
Lynchburg	78	99	1	89	98	2
Newport News	63	100	0	63	100	0
Norfolk	77	99	1	81	99	1
Portsmouth	61	100	0	73	100	0
Roanoke City	64	99	1	66	100	0
Division Average	71	100	1	76	100	1

Source: Virginia Department of Education, School Report Card, 2008.

When reviewing the Standard English Language Proficiency (SELP) test results, HCS reported that students with limited English proficiency in fifth through eighth grade did not demonstrate progress in acquiring English proficiency. Data indicated that 32 percent of fifth students, 60 percent of sixth and seventh grade students, and 73 percent of eighth grade students with limited English proficiency did not show progress on the SELP or English acquisition. These data indicate that students with limited English are being adequately prepared to successfully pass the Virginia SOLs, but are not being adequately prepared for successful English acquisition.

While the division has established goals to increase the participation of students identified as limited English proficient in advanced classes, no data has been collected to show progress in this area.

COMMENDATION 5-D:

The majority of HCS students identified as limited English proficient demonstrate successful mastery of Virginia’s English and mathematics standards of learning.

RECOMMENDATION 5-10:

Identify instructional strategies and interventions to improve English acquisition for students identified as limited English proficient in fifth through eighth grades.

The curriculum and support staff, in conjunction with school administrators and teachers, should identify instructional strategies and interventions to improve English acquisition of students identified as limited English proficient in fifth through eighth grades. Program models should be reviewed and modified to increase instructional time and/or emphasis on English acquisition.

FISCAL IMPACT

The fiscal impact associated with this recommendation is that of staff time. MGT estimates that curriculum and instruction content specialists should meet with school teams a minimum of once per month for one to three hours to review current instructional models, as well as identify, provide staff development, and implement new strategies and interventions. This recommendation should be implemented during the contract day or previously scheduled staff development time and at no additional costs to the division.

RECOMMENDATION 5-11:

Track proficiency levels and course enrollment for students who demonstrate limited English proficiency in advanced classes.

The division should begin to track proficiency levels and course enrollment for students who demonstrate limited English proficiency. Emphasis should be placed on the identifying students with limited English proficiency who demonstrate the capabilities of successful participation in advanced courses.

FISCAL IMPACT

The fiscal impact associated with this recommendation is that of staff time. MGT estimates that central office staff can gather student data in conjunction with other data collection efforts during the contracted work day and at no additional costs to the division.

FINDING

The career and technical education program is not cost effective and does not efficiently meet the needs of students.

Exhibit 5-28 shows the student enrollment in career and technical education courses at the division’s four high schools. As shown:

- The highest student enrollment is in business and information technology, family and consumer sciences, and technology education.
- Career connections, health, marketing education, and trade and industrial education are not well attended.

**EXHIBIT 5-28
HAMPTON CITY SCHOOLS
HIGH SCHOOL CAREER AND TECHNICAL EDUCATION ENROLLMENT
2008-09 SCHOOL YEAR**

CAREER AND TECHNICAL EDUCATION AREA	ENROLLMENT	PERCENTAGE OF TOTAL
Business and information technology (BIT)	2,310	39.53
Career connections (Career Conn)	347	5.94
Family and consumer sciences (FACS)	1,350	23.10
Health	64	1.10
Marketing education (MKTG)	380	6.50
Technology education (Tech Ed)	1,229	21.03
Trade and industrial education (T&I)	164	2.81
Total:	5,844	100

Source: Hampton City Schools, department of career and technical education, 2008.

In addition to the career and technical education courses offered at each of the division’s high schools, HCS contracts with the New Horizons Career and Technical Education Center to offer credentialed career and technical education training programs. These credentialed programs are shown in **Exhibit 5-29**. Approximately 296 students from HCS attended the New Horizons Career and Technical Education Center during the 2007-08 school year.

**EXHIBIT 5-29
NEW HORIZONS CAREER AND TECHNICAL EDUCATION CENTER
CREDENTIALLED TRAINING PROGRAMS
2007-08 SCHOOL YEAR**

PROGRAM	CREDENTIALING EXAM
Auto Body	National Occupational Competency Testing Institute (NOCTI)
Auto Tech	Automotive Youth Excellence System (AYES) Automotive Service Excellence (ASE)
Carpentry	NOCTI Assessment
Computer Networking	NOCTI Assessment Networking Plus
Cosmetology	NOCTI Assessment Virginia State Cosmetology License
Criminal Justice/ Law Enforcement	NOCTI Assessment
Culinary Arts	NOCTI Assessment
Dental Assistant	NOCTI Assessment
Early Childhood	NOCTI Assessment
Electronics	NOCTI Assessment (Electronics Technology) NOCTI Assessment (Computer Repair)
Emergency Medical Technician (EMT)	State EMT Basic Certification
Heating, Ventilation, Air Conditioning (HVAC)	EPA Certification Exam
Machine Tech	NOCTI Assessment
Medical Assistant	NOCTI Assessment
Nurse Assistant	NOCTI Assessment Virginia Nurse Aide License
Practical Nursing	Virginia Nurse Aide License
Welding	American Welding Society (AWS) NOCTI Assessment

Source: New Horizons Career and Technical Education Center web site, 2008.

Exhibit 5-30 shows the career and technical education assessments, licensures, industry certification, and career and technical education completer's data for HCS and peer divisions. As shown, HCS:

- Exceeds the division average for the completion of national occupational competency testing institute assessments.
- Is consistent with the division average for state licensures.
- Is below the division average for industry certifications by 48 percent.
- Exceeds the division average for career and technical education completers by 59 percent.

While the HCS student enrollment at New Horizons Career and Technical Education Center was 306 in 2007-08, 159 (or 52 percent) completed a career or technical education program and completed the credentialing exam.

**EXHIBIT 5-30
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
CAREER AND TECHNICAL EDUCATION ASSESSMENTS, LICENSURES,
INDUSTRY CERTIFICATION, AND CAREER AND TECHNICAL EDUCATION
COMPLETERS
2007-08 SCHOOL YEAR**

DIVISION	NATIONAL OCCUPATIONAL COMPETENCY TESTING INSTITUTE ASSESSMENTS	STATE LICENSURES	INDUSTRY CERTIFICATION	CAREER AND TECHNICAL EDUCATION COMPLETERS
Hampton	64	13	82	842
Lynchburg	0	39	15	108
Newport News	69	7	136	427
Norfolk	40	7	670	902
Portsmouth	9	0	77	511
Roanoke City	27	6	34	170
Division Average	35	12	169	493

Source: Created by MGT using Virginia Department of Education Division Report Cards, 2008.

The New Horizons Career and Technical Education Center is funded by its participating school divisions. The rate of payment for each division is based on each division's three-year average student enrollment. Based on HCS' student enrollment at the center, the division pays approximately 30 percent of the center's budget, which equates to approximately \$1,350,000 or approximately \$4,560 per student. (This calculation is based on an annual budget of \$4,500,000 times 30 percent equals \$1,350,000.)

HCS could improve the effectiveness and cost efficiency of the career and technical education program if greater emphasis was placed on expanding career and technical education offerings at the division's high schools. The division is currently designing career academies within each of the high schools, including an academy of:

- Health sciences and human services at Bethel High School.
- International business and law at Hampton High School.
- Visual/performing arts and communication at Kecoughtan High School.
- Technology, engineering, and culinary arts at Phoebus High School.

The development and implementation of these career academies is a promising practice and MGT supports this initiative.

While New Horizons Career and Technical Education Center offers credentialed programs that the division cannot afford to operate, greater emphasis could be placed on school guidance programs and career planning for students. Improved career planning could lead to clearly established career pathways for students who are actively seeking a career or technical education with state or national credential. While the number of students attending the New Horizons Career and Technical Education Center could decrease over time, the number of students actually completing programs and receiving state or national credentials should increase.

RECOMMENDATION 5-12:

Improve the effectiveness and efficiency of career and technical education by eliminating courses that are under-enrolled, implementing specialized career academies within each of the high schools, and providing improved career counseling for students seeking a credentialed career or technical program at New Horizons Career and Technical Education Center.

HCS should carefully analyze the current career and technical education offerings at each of the division's high schools. Course offerings that are under-enrolled should be eliminated, including health, career connections, marketing, and trade and industrial education. Greater emphasis should be placed on designing career academies that address the career and technical needs of the 21st century. School guidance programs should expand career counseling to include student portfolios and career pathways for specialized programs at New Horizons Career and Technical Education Center.

Implementation of this recommendation should result in:

- Eliminating four teacher positions of career and technical education courses including health, career connections, marketing, and trade and industrial education at each of the four high schools for a total of 16 teacher positions.
- Establishing and staffing four career academies (one career academy per high school) with two teacher positions per academy for a total of eight teacher positions.
- Increasing career planning in each of the high schools.
- Decreasing the enrollment (and payment) at New Horizons by an estimated ten percent to include only those students who are seeking completion of a specialized, credentialed program at the time of high school graduation.

FISCAL IMPACT

MGT estimates a cost savings of \$908,096 for the first year and \$4,540,480 over a period of five years. This cost savings is based on the following:

- Eliminating 16 teacher positions at a base salary of \$40,000 plus \$9,360 benefits (at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care of \$57,262 times 16 positions equals a cost savings of \$916,192.
- Creating 8 teacher positions at a base salary of \$40,000 plus \$9,360 benefits (at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care of \$57,262 times 8 positions equals a cost of \$458,096.
- Decreasing estimated payment to New Horizons from \$1,350,000 to \$900,000 for a cost savings of \$450,000 (based on a decrease in student enrollment from 30 percent of the total student enrollment to 20 percent of the total student enrollment at New Horizons Career and Technical Education Center).

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate 16 Teacher Positions	\$916,192	\$916,192	\$916,192	\$916,192	\$916,192
Create 8 Teacher Positions	(\$458,096)	(\$458,096)	(\$458,096)	(\$458,096)	(\$458,096)
Decrease Payment to New Horizons Career and Technical Education Center	\$450,000	\$450,000	\$450,000	\$450,000	\$450,000
Total Savings	\$908,096	\$908,096	\$908,096	\$908,096	\$908,096

6.0 SPECIAL EDUCATION

6.0 SPECIAL EDUCATION

This chapter examines the costs and efficiency of special education services. Findings, commendations, and recommendations regarding the cost of special education services are presented in the following sections:

- 6.1 Organization and Management
- 6.2 Service Delivery

CHAPTER SUMMARY

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

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

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

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

MGT survey results indicate an overall satisfaction of special education in HCS. Over 80 percent of central office and school based administrators rated special education programs as effective. Survey results regarding special education are shown in **Exhibit 6-1**.

**EXHIBIT 6-1
HAMPTON CITY SCHOOLS
MGT SURVEY RESULTS
SPECIAL EDUCATION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
The division has effective programs for special education	84/3	86/9	55/20
There is generally cooperation and collaboration regarding special education issues in our school division.	68/3	75/9	53/17
The evaluation and eligibility determination process for special education is timely and comprehensive.	53/6	86/2	46/22
Special education teachers receive adequate staff development in cooperative planning and instruction.	35/7	55/28	27/18

Source: MGT survey results, 2008.

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

Commendations include:

- The Hampton approach to Systems of Care demonstrates a highly effective approach to local, multi-agency service provision for children, youth, and their families (**Commendation 6-A**).
- HCS adheres to state and federal regulations for the provision of special education services as evidenced by school-based administrative staff development, policy and procedure documents, school-based case management services, child study team procedures, and appropriate curriculum and instruction for students with moderate and severe disabilities (**Commendation 6-B**).

Recommendations include:

- Reorganize the department of special education to eliminate duplicated or unnecessary positions (**Recommendation 6-1**).
- Review current regional education center placements and determine if the provision of special education and related services could be more cost efficient if provided within the division (**Recommendation 6-2**).
- Implement instructional strategies and accommodations throughout the general education curriculum aimed at improving the academic achievement of students with disabilities and narrowing the achievement gap when compared to all students in the division (**Recommendation 6-3**).
- Evaluate the effectiveness of the Single Grade Level Model (**Recommendation 6-4**).

- Increase the utilization of Bridgeport Academy as a service provision option for students with disabilities who have violated the Student Code of Conduct and on long-term suspension (**Recommendation 6-5**).

6.1 Organization and Management

This section of the report reviews the efficiency and effectiveness of the organization and management of special education and related services in HCS.

HCS has a variety of programs and services to meet the instructional and related services needs of students with disabilities. The department of special education provides leadership and expertise in the oversight and monitoring of special education and related services for students with disabilities. The majority of students with disabilities participate in the general education course of study and in state and local assessments.

FINDING

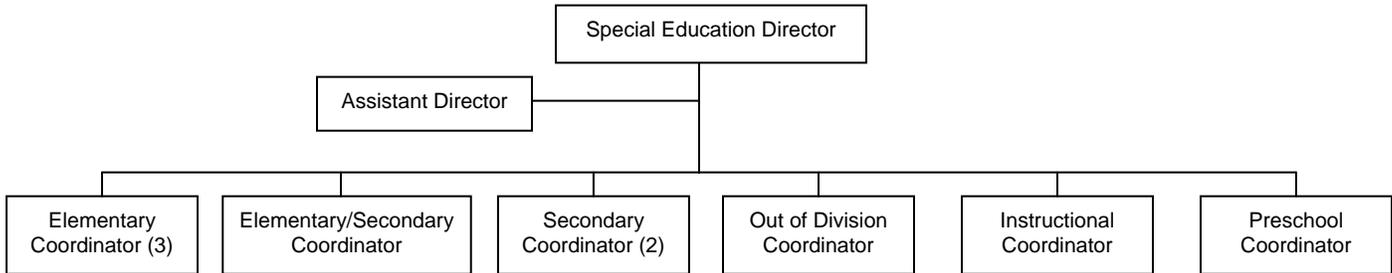
The department of special education duplicates functions in the division of curriculum and instruction and does not demonstrate cost efficiency.

Exhibit 6-2 shows the organizational structure of the department of special education. As can be seen, the department maintains:

- One director.
- One assistant director.
- Three elementary coordinators.
- One elementary/secondary coordinator.
- Two secondary coordinators.
- One out-of-division coordinator.
- One instructional coordinator.
- One preschool coordinator.
- One reading specialist.
- One transition specialist.
- One behavior specialist.
- One assistive technology specialist.

The organizational chart does not show six clerical positions that are also assigned to the department of special education.

**EXHIBIT 6-2
HAMPTON CITY SCHOOLS
DEPARTMENT OF SPECIAL EDUCATION
ORGANIZATIONAL STRUCTURE
2008-09 SCHOOL YEAR**



Source: Hampton City Schools, Department of Special Education, 2008.

Documentation provided by the department of special education shows the department's instructional support projects for the spring and summer of 2008. **Exhibit 6-3** shows examples of support projects and their duplication of effort within other departments.

**EXHIBIT 6-3
HAMPTON CITY SCHOOLS
DEPARTMENT OF SPECIAL EDUCATION
INSTRUCTIONAL SUPPORT PROJECTS
2007-08 SCHOOL YEAR**

PROJECT	ACTIVITY	DUPLICATION OF EFFORT IN OTHER DEPARTMENT
SOL benchmark data analysis	Collect and analyze benchmark data for special education for the division, by school, and by teacher (percent pass/fail).	Instructional accountability and quality
Virginia Grade Level Alternative Assessment (VGLA) data analysis	Collect and analyze VGLA data from 2006-07 for the division, by school, and by teacher (percent pass/fail).	Instructional accountability and quality
Multiple choice to non-multiple choice	Design a workshop on how to change multiple choice assessments to non-multiple choice assessments	Instructional accountability and quality
Modified pacing guides	Work with curriculum leaders/specialists to complete revised modified pacing guides.	Department of curriculum and instruction

**EXHIBIT 6-3 (Continued)
HAMPTON CITY SCHOOLS
DEPARTMENT OF SPECIAL EDUCATION
INSTRUCTIONAL SUPPORT PROJECTS
2007-08 SCHOOL YEAR**

PROJECT	ACTIVITY	DUPLICATION OF EFFORT IN OTHER DEPARTMENT
Inclusion: division terms, school supports, new team planning, paraprofessional roles	Determine the most appropriate focus group(s). Design staff development opportunities to promote inclusionary practices and divisionwide consistency.	Division of curriculum and instruction
Accommodations and the curriculum: spell checker, calculator, word processing.	Provide instructional support activities and planning ideas for integrating assistive technology into the curriculum for students who require accommodations.	Division of curriculum and instruction
Intensive remedial reading classroom support	Provide in-class support to teachers in specialized reading programs.	Division of curriculum and instruction
Use of available SOL supports	Provided opportunity for teachers to explore SOL resources: SAC warehouse, Desire2Learn Warehouse (D2L), enhanced scope and sequence.	Division of curriculum and instruction
Student achievement focus team	Participate in discussions regarding Benchmark results and SOL instructional strategy implementation in the focus/watch schools.	Division of curriculum and instruction
Functional behavioral assessments (FBA) and behavioral intervention plans (BIP)	Collect a variety of sample forms. Establish a team to work in the development of new FBA and BIP form. Provide staff training on new FBA and BIP form.	Department of psychological services; department of social work

**EXHIBIT 6-3 (Continued)
HAMPTON CITY SCHOOLS
DEPARTMENT OF SPECIAL EDUCATION
INSTRUCTIONAL SUPPORT PROJECTS
2007-08 SCHOOL YEAR**

PROJECT	ACTIVITY	DUPLICATION OF EFFORT IN OTHER DEPARTMENT
Positive behavior supports initiative	Develop a collaborative relationship with classroom management coaches. Develop staff development activities specific topics.	Department of psychological services; department of social work
Improve behavioral data collection and analysis	Develop and provide staff development activities related to data collection and analysis methods. Model data collection and analysis in classrooms for students identified as emotionally disturbed.	Department of psychological services; department of social work.
Instructional support team (IST) request analysis	Analyze IST requests by level, school, referring source, need, disability, and type of intervention.	Department of psychological services; department of social work

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

While the department of special education identified a number of data analysis projects, the division’s function of data reporting and analysis is assigned to the department of instructional accountability and quality. Separation of the data reporting and analysis function for students with disabilities in the department of special education splinters and fragments the process. Further, the data reporting and analysis must remain consistent within the schools. While the department of special education has been extremely supportive to schools, school leaders and instructional teams must assume the responsibility for making data-driven instructional decisions for all students, including those with disabilities. Greater emphasis must be placed on data reporting and analysis regarding the performance of students with disabilities and should be a function in the department of instructional accountability and quality.

The department of special education has also identified several curricula initiatives including revision of pacing guides, inclusive educational opportunities for students with disabilities in the general education setting, and integration of accommodations throughout the curriculum. Again, the department of special education has worked diligently to provide support to schools in the provision of special education services. However, the emphasis on curricula pacing guides, inclusive education in the general education setting and instructional accommodations more closely align with the current initiatives in the department of curriculum and instruction. The department of special education collaborates with other offices in the department of curriculum and instruction, but needs to allow the department of curriculum and instruction and the executive

directors for elementary and secondary school leadership to assume the primary responsibility for these initiatives and hold school administrators accountable for their implementation.

The function of and support for instructional support teams, positive behavioral supports, functional behavioral assessments, and behavioral intervention plans is currently housed in the department of special education. The instructional support team's process reflects the division's method of providing research-based interventions in the general education setting prior to referral for special education evaluation. It is important to note that this is an instructional support model and should not be confused with the Student Intervention Team pre-referral process. The instructional support team function is a general education function, as referenced in state and federal regulations, and should be assumed by staff outside the department of special education. Most frequently, MGT finds that the department of student services or psychological services assumes this function rather than the department of special education. While functional behavioral assessments and behavioral intervention plans are grounded in special education regulations, many students without disabilities also require the same service. Again, this function more closely aligns with similar functions of intervention and counseling found in the departments of psychological services and the department of social work. School divisions in Virginia that are moving toward this model include Virginia Beach City Public Schools and Spotsylvania County Schools.

Exhibit 6-4 shows a comparison of special education administrative and clerical staff in HCS and peer divisions. As can be seen, HCS:

- Is the only division that maintains an assistant director position for special education when compared to peer divisions.
- Maintains two-to-three more special education coordinator positions when compared to peer divisions and the overall division average.
- Is the only division that maintains teachers-on-special assignment in the central office.
- Exceeds the peer divisions and the overall division average for the number of clerical positions.

**EXHIBIT 6-4
PEER SCHOOL DIVISION COMPARISONS
SPECIAL EDUCATION ADMINISTRATIVE AND CLERICAL STAFF
2007-08 SCHOOL YEAR**

SCHOOL DIVISION	NUMBER OF DIRECTORS	NUMBER OF ASSISTANT DIRECTORS	NUMBER OF SUPERVISORS/ COORDINATORS	NUMBER OF TEACHERS ON SPECIAL ASSIGNMENT/ SPECIALISTS	NUMBER OF CLERICAL STAFF
Hampton	1	1	9	4	6
Newport News	1	0	6	0	3
Portsmouth	1	0	7	0	3
Roanoke City	1	0	6	0	2
DIVISION AVERAGE	1	.25	7	1	3.5

Source: HCS and comparison school division data, 2008.

To improve the cost efficiency of the department of special education, the division must consider a reduction in staff. With the alignment of data reporting and analysis assigned to the department of instructional accountability and quality, the curriculum and instruction functions assigned to the division of curriculum and instruction, and the instructional support team and student behavioral functions assigned to the departments of psychological services and social work, the staff of the department of special education can be reduced.

RECOMMENDATION 6-1:

Reorganize the department of special education to eliminate duplicated or unnecessary positions.

The division should reorganize the department of special education to eliminate duplicated functions in other departments or unnecessary positions. The implementation of this recommendation should result in the following:

- Eliminating the assistant director position and assigning compliance monitoring to the existing elementary and secondary coordinators. Related services should be assigned to the existing preschool coordinator. The preschool coordinator title should be changed to preschool and related services coordinator. Compliance and other requirements pertinent to Section 504 of the Rehabilitation Act of 1973 should be assigned to the department of psychological services, as Section 504 is a non-special education function. Parent complaints should be assigned to the director of special education.
- Eliminating the out-of-division coordinator position and assignment out-of-division placements to an existing secondary coordinator position. The three elementary schools currently assigned to the elementary/secondary coordinator position should be reassigned to the three elementary coordinator positions, thus increasing the number of assigned schools from seven to eight per elementary coordinator, respectively. The elementary/secondary coordinator title should be changed to secondary coordinator and should assume the responsibility for coordination of out-of-division placements. The remaining functions currently assigned to the out-of-division coordinator position, including extended school year, surrogate parents, foster care data, and procedural handbook should be reassigned to existing elementary and secondary coordinator positions.
- Eliminating three clerical positions and redefining roles and responsibilities of remaining clerical positions to assume clerical duties of elementary, secondary, preschool, and related services.
- Reassigning the Instructional coordinator position to the division of curriculum and instruction to serve as a special education liaison for increasing the school improvement and staff development specifically focused on students with disabilities. The instructional coordinator position should work collaboratively in the division of curriculum and instruction regarding textbooks, staff development, data reporting and analysis, and instructional products.

- Reassigning the behavior specialist position to the proposed department of student services. (Refer to Chapter 5).
- Reassigning the assistive technology specialists to the department of technology services.

FISCAL IMPACT

The associated costs for implementation of this recommendation should result in a cost savings of \$386,762 during the first year and \$1,933,810 over a period of five years. The salary for a coordinator position is \$60,000 plus \$14,040 (benefits at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care of \$81,942 per position times two positions equals \$163,884 cost savings for one year. The average salary for a clerical position is \$30,000 plus \$7,020 (benefits at 23.4 percent) and \$7,902 for healthcare for a total salary, benefits, and health care of \$44,922 per position times three positions equals \$134,766 cost savings for one year. The salary for the assistant director position is \$65,000 plus \$15,210 (benefits at 23.4 percent) and \$7,902 health care for a total salary, benefits, and health care of \$88,112 cost savings for one year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Two Special Education Coordinator Positions	\$163,884	\$163,884	\$163,884	\$163,884	\$163,884
Eliminate Three Clerical Positions	\$134,766	\$134,766	\$134,766	\$134,766	\$134,766
Eliminate One Assistant Director Position	\$88,112	\$88,112	\$88,112	\$88,112	\$88,112
Total Savings	\$386,762	\$386,762	\$386,762	\$386,762	\$386,762

FINDING

HCS participates in a well developed and operational local system of care for students in need of multi-agency services. HCS has not had an individual educational program (IEP) mandating residential treatment for children or youth in over ten years.

Exhibit 6-5 shows the number of children in private day treatment programs in the Hampton community. As shown in the exhibit, there are 52 children placed in one of five private day treatment programs in the Hampton community. The exhibit also shows the high costs associated with private day treatment programs.

**EXHIBIT 6-5
CHILDREN IN PRIVATE DAY TREATMENT IN THE HAMPTON COMMUNITY
OCTOBER, 2008**

FACILITY	NUMBER OF STUDENTS PLACED	COST OF PLACEMENT PER MONTH
East End Academy	2	\$8,360
Bermuda Run Educational Center	1	\$4,356
Keystone Academy	8	\$28,160
River Bend Academy	3	\$11,100
Rivermont School	38	\$144,628

Source: HCS department of human service, The Hampton Virginia Approach to Systems of Care, 2008.

While school divisions throughout the Commonwealth are facing increased costs for out-of-division placements for students with disabilities, HCS does not fund any private day treatment placements for its students with disabilities. The highly effective Hampton Virginia Approach to Systems of Care manages various funds from local social service agencies, including Hampton’s department of human services, juvenile justice, mental health, and Medicaid reimbursement, and purchases private day treatment placements for children and youth in need of intensive, multi-agency interventions. Examples of highly effective initiatives include:

- The local family assessment and planning team, in conjunction with private providers and stakeholders have developed an array of creative services to ensure that children, youth, and their families remain intact. Such services include Kinship Care navigation, intensive intervention, shared family care, specialized housing, personal care assistance, specialized summer camp, fatherhood initiative, and parent-to-parent support services.
- The Hampton human services agency demonstrates how all departments within the agency, including child protection, foster care, adult services and benefit, work closely to achieve positive outcomes for all children, youth and families served by the department. The agency documents specific outcomes when multiple departments across an individual system partner for success, such as historic reduction in foster care placements, minimal re-entry rates of youth into foster care system, youth with significant special needs becoming adopted, self sufficiency’s role in preparing youth for transition to adulthood, and adult services in support young adults beyond 21 years of age.
- HCS serves the majority of students with disabilities in their neighborhood schools. The division provides a continuum of special education and related services for students with various disabilities including autism, mental retardation, and other disabilities that could easily qualify students for residential-based services. HCS has not had an IEP mandating residential treatment for children or youth in over ten years.
- The Hampton court services unit offers multiple initiatives and services to reduce delinquency in the Hampton community and to ensure local safety. The court services unit showcases best practice initiatives to include the use of a multidisciplinary team process to screen early delinquency, Child in Need of Services (CHINS) Diversion Project, work with substance abuse and sexual

offender populations and other efforts. Ongoing collaborative efforts are evident between the court services unit, department of social services, and the mental health agency to ensure that children and youth with just family issues or those with significant mental health issues are treated appropriately.

- The Hampton-Newport News Community Services Board, the public mental health agency serving Hampton's children, youth, and families, have been lauded across the Commonwealth of Virginia for its creative and best practices approaches to ensure that all children and families with mental health needs are treated in their community. The Community Services Board is a critical partner in the development of all services offered to children and families in Hampton. Services provided by the Community Services Board include clinical case management, mental health support services, therapeutic mentoring, parental capacity evaluations, mental health screening, and other services to keep young people in their community. Over 85 percent of youth services have mental health issues.

The Hampton approach to Systems of Care for children, youth, and their families has successfully built local capacity for multi-agency service provision and has decreased the need for children or youth to receive residential treatment out of the Hampton community. This shared service network has successfully funded private day treatment programs, including special education services, for 52 children and youth at no additional costs to HCS.

COMMENDATION 6-A:

The Hampton approach to Systems of Care demonstrates a highly effective approach to local, multi-agency service provision for children, youth, and their families.

FINDING

While HCS does not purchase any private day treatment in residential programs, the division does, however, purchase placements at New Horizons Regional Education Center. HCS expends substantial funds for placements of students with disabilities at New Horizons Regional Education Center.

Exhibit 6-6 shows the costs for placements for HCS students with disabilities. As shown, 74 students with disabilities received special education services at a tuition cost of \$1,571,395 during the first semester in 2007-08. Based on the state reimbursement rate of the composite index, the actual cost to the division was \$365,692.

**EXHIBIT 6-6
HAMPTON CITY SCHOOLS
COSTS FOR NEW HORIZON AND NEWPORT ACACEMY PLACEMENTS
FIRST SEMESTER, 2007-08 SCHOOL YEAR**

PLACEMENT	NUMBER OF STUDENTS SERVED	TUITION PAYMENT	VDOE REIMBURSEMENT	LOCAL COST
New Horizon Center for Autism	30	\$1,010,800	\$767,197	\$243,603
New Horizon Center for Emotionally Disturbed	27	\$303,500	\$230,357	\$73,144
Newport Academy for Alternative Education	17	\$203,095	\$154,149	\$48,946
Total	74	\$1,571,395	\$1,151,703	\$365,692

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

While the students placed in regional education centers represent students with some of the most severe disabilities in HCS, the administration must consider a review of these placements and determine if building capacity for in-division special education service delivery could be more cost efficient. Special education and related services for students with autism and emotional disturbance require a multi-agency approach, but HCS could realize a cost savings if those services could be provided by the division rather than by New Horizons.

RECOMMENDATION 6-2:

Review current regional education center placements and determine if the provision of special education and related services could be more cost efficient if provided within the division.

The HCS administration should review each regional education center placement to determine if the required level of service can be provided by the division. Careful attention should be given to the goals and objective of students' Individual Educational Programs (IEPs) and multi-agency options. A cost analysis should be conducted to determine the actual costs for provision of special education and related services for each student served in a regional education center placement. The administration should further determine if the division should build capacity in the division to serve students who have autism or emotional disturbance at lower costs without diminishing the level and intensity of service, as determined by students' IEPs.

FISCAL IMPACT

The associated cost for implementation of this recommendation is related to staff time. A cost analysis and associated recommendations is estimated to take 15 hours and should be completed during the contract day at no additional costs to the division. If the administration chooses to develop additional programs in the division, the cost analysis and associated recommendations should include the costs for development and implementation of such programs.

6.2 Service Delivery

The Individuals with Disabilities Education Improvement Act (IDEA) is the federal law governing special education services to students with disabilities. Originally passed in 1975 as the Education for all Handicapped Children Act, IDEA was reauthorized by Congress in 1997 and again in 2004. IDEA amendments address and clarify procedures for improving education and related services to students with disabilities.

This section of the report reviews the efficiency and effectiveness of special education and related services in HCS.

FINDING

The department of special education demonstrates many best practices consistent with the state and federal requirements for the provision of special education services to students with disabilities.

School-based administrators are provided annual staff development regarding the compliance and delivery of special education services in the schools. The 2008-09 training provided school administrators with an overview of new laws, child find and eligibility. With the passage of IDEA 2004 and NCLB, school administrators throughout the country are held accountable for improved academic achievement for all students, including those with disabilities. The staff development and procedural guidelines that the department of special education provides schools is invaluable for ensuring compliance with state and federal regulations, as well as the provision of appropriate special education and related services for students with disabilities.

HCS assigns special education case managers in each of the schools. Case managers can be teachers, nurses, guidance counselors, or other credentialed staff who are responsible for managing student records and the delivery of special education and related services to the students with disabilities on their caseloads, respectively. The case managers receive a stipend, have reduced instructional or service duties, and are provided annual staff development by the department of special education. The assignment of case managers in each of the schools helps to ensure that student records are accurate, IEPs are current and being implemented appropriately, and that the instructional needs of students with disabilities are being met.

HCS has a divisionwide pre-referral process. Members of the school-based team include a local education agency representative, the referring source, school psychologist, school social worker, the parent, the classroom teacher, and the special education teacher. A speech pathologist may participate on the team in some cases. A review of referral data shows that the department of special education maintains adherence to required timelines for referral, evaluation, and the eligibility determination process. HCS' child study team process is well-defined and follows state and federal regulations related to the multidisciplinary evaluation process. As a result of the effectiveness of the child study team process, the Virginia Department of Education's Special Education Performance Report indicates that there is not a disproportionate representation of racial or ethnic groups in special education and related services.

The department of special education has recently developed a guide for IEP committees to consider when recommending personal assistance for a student with a disability. The “consideration for personal assistance” guides the IEP committee through the process of determining the reason for consideration of personal assistance and whether the student needs the personal assistance to benefit from the IEP based on a discussion of: medical data, safety issues, functional behavioral assessment, behavioral intervention plan, target behavior data, physical or environmental factors, staff training, critical incidents data, or current IEP services. The guide provides a framework for IEP teams to make data-driven decisions regarding the provision of personal assistance for a student with a disability.

The department of special education has developed a pacing guide for community-based instruction and a lesson plan format for low incidence populations. The pacing guides and lesson plans are correlated with the Virginia aligned standards of learning and are divided into instructional units, such as back to school, library, community helpers, mall shopping, eating out, bowling, body health safety, and plants in progress. Each lesson unit includes the pacing for the unit in two-to-three intervals, vocabulary, resource books, activities, and the integration of instructional technology. The pacing guides and lesson plans also include suggested activities for community outings such as the grocery store, library, post office, department store, and restaurant. Most frequently, when reviewing special education services and practices in school divisions, MGT finds that curriculum and instruction for students with moderate and severe disabilities or those of low incidence populations is lacking, but this is not the case in HCS. HCS certainly demonstrates best practices for instructional approaches and lesson planning for students that require a functional curriculum and alternative assessment.

The division’s department of special education demonstrates a variety of best practices throughout the division. The division further demonstrates its commitment to the provision of special education services and related services for students with disabilities.

COMMENDATION 6-B:

HCS adheres to state and federal regulations for the provision of special education services as evidenced by school-based administrative staff development, policy and procedure documents, school-based case management services, child study team procedures, and appropriate curriculum and instruction for students with moderate and severe disabilities.

FINDING

While there is some success in narrowing the achievement gap, there continues to be a significant difference in the achievement of students with disabilities when compared to the achievement of all students in the division. The Virginia Department of Education’s Special Education Performance Report indicates that HCS did not meet the state target rate for provision of special education services in the general education classroom (based on 2006-07 student data.)

Exhibit 6-7 shows the Virginia SOL fail rate for selected students with disabilities by exceptionality. While it could be expected that students with more severe disabilities would not perform well on the SOLs, these data also show that 58 percent of students

identified as emotionally disturbed, 45 percent of students identified as other health impaired, and 46 percent of students identified as specific learning disabled did not pass the SOLs. This is coupled with the division's graduation rate for students with disabilities that is lower than the state target rate and the division's dropout rate for students with disabilities that is higher than the state target rate. These data further indicate that with the considerable support provided to schools from the department of special education, there are significant numbers of students with disabilities that are not successful in mastery of Virginia SOLs as demonstrated by the fail rates on state assessments.

**EXHIBIT 6-7
HAMPTON CITY SCHOOLS
FAIL RATES FOR STUDENTS WITH DISABILITIES
BY EXCEPTIONALITY
2007-08 SCHOOL YEAR**

DISABILITY	PERCENTAGE FAIL
Other Disability (Section 504)	24
Autism	34
Emotionally Disturbed	58
Hearing Impaired	39
Other Health Impaired	45
Orthopedically Impaired	6
Specific Learning Disabled	46
Speech Language Impaired	21
Visually Impaired	23

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

Exhibit 6-8 shows the performance of students with disabilities in HCS and comparison divisions. As shown, HCS pass rates for students with disabilities are consistent with the division average. Lynchburg and Portsmouth school divisions show higher pass rates for students with disabilities than HCS.

**EXHIBIT 6-8
PEER DIVISION COMPARISONS
PERFORMANCE OF STUDENTS WITH DISABILITIES
2007-08 SCHOOL YEAR**

DIVISION	ENGLISH			MATHEMATICS		
	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED
Hampton	62	99	1	64	99	1
Lynchburg	71	99	1	68	99	1
Newport News	62	99	1	62	99	1
Norfolk	55	97	3	53	98	2
Portsmouth	67	99	1	66	98	2
Roanoke City	61	99	1	60	98	2
Division Average	63	99	1	62	99	2

Source: Virginia Department of Education, School Report Card, 2008.

Exhibits 6-9 through **Exhibit 6-11** show the HCS student achievement gap between all students and students with disabilities grades three, five, eight and high school on the SOLs in English, mathematics, science, and social studies. As can be seen, the achievement gap between students with disabilities and all students increased in third and fifth grade reading and mathematics; and increased in third and fifth grade science, as well as high school biology. The greatest decrease between the student groups is noted in the areas of eighth grade reading and high school Algebra I. The greatest achievement gap between the student groups is in eleventh grade English, as shown in **Exhibit 6-9** and high school Biology, as shown in **Exhibit 6-11**.

**EXHIBIT 6-9
HAMPTON CITY SCHOOLS
ACHIEVEMENT GAP BETWEEN ALL STUDENTS AND STUDENTS WITH
DISABILITIES ACHIEVEMENT – ENGLISH STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2005-06	2006-07	2007-08
3	+12%	+31%	+18%
5	+15%	+25%	+18%
8	+28%	+22%	+16%
11	+30%	+25%	+20%

Source: Created by MGT of America, Inc. using data from the Virginia Department of Education, Hampton City Public Schools Report Card, 2008.

**EXHIBIT 6-10
HAMPTON CITY SCHOOLS
ACHIEVEMENT GAP BETWEEN ALL STUDENTS AND STUDENTS WITH
DISABILITIES ACHIEVEMENT – MATHEMATICS STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2005-06	2006-07	2007-08
3	+15%	+21%	+20%
5	+24%	+18%	+20%
8	+26%	+27%	+16%
High School Algebra I	+24%	+19%	+14%

Source: Created by MGT of America using data from the Virginia Department of Education, Hampton City Public Schools Report Card, 2008.

**EXHIBIT 6-11
HAMPTON CITY SCHOOLS
ACHIEVEMENT GAP BETWEEN ALL STUDENTS AND STUDENTS WITH
DISABILITIES ACHIEVEMENT – SCIENCE STANDARDS OF LEARNING
2004-05 THROUGH 2007-08 SCHOOL YEARS**

GRADE LEVEL	2005-06	2006-07	2007-08
3	+15%	+20%	+17%
5	+23%	+22%	+21%
8	+21%	+22%	+20%
High School Biology	+27%	+26%	+34%

Source: Created by MGT of America using data from the Virginia Department of Education, Hampton City Public Schools Report Card, 2008.

The Virginia Department of Education's "special education performance report" indicates that HCS did not meet the state target goal for the percent of students with disabilities graduating from high school with a regular diploma (Indicator 1: Graduation) or the percent of students with disabilities dropping out of school (Indicator 2: Dropouts). The July 2008 report is based on student performance data in 2006-07 school year. The HCS' graduation rate for students with disabilities is 38.98 percent, as compared to the state target rate of 43 percent. HCS' dropout rate for students with disabilities is 4.34 percent as compared to the state target rate of 1.91 percent. Given the underachievement of students with disabilities in core academic high school courses, such as English, algebra, and biology, it is consistent that high school graduation data are below expectation and the dropout rate is above expectation.

School divisions are often faced with the challenge of delivering special education services in the general education setting and ensuring access to the general education curriculum. This delivery model is most frequently observed as a collaborative teaching approach. To better serve students with disabilities and improve their academic achievement, HCS has recently developed a Single Grade Level Model, or a realignment of cross categorical classes for students with disabilities throughout the division. In this model, two schools are paired, and students with disabilities are assigned to schools based on their grade level. Each cross-categorical teacher teaches one grade level. Prior to the implementation of this model, each teacher was responsible for two or three grade levels. The students will remain in their assigned school, but the special education teacher will move with the students from grade-to-grade. For example, a teacher will teach kindergarten in year one, first grade in year two, and then go back to kindergarten in year three. Each teacher will maintain the same student caseload for two years.

The anticipated benefits of the single grade level model are numerous. The model provides:

- More focused instructional approach, resulting in a greater opportunity for learning and improve student achievement.
- Greater emphasis on differentiating instruction to meet the needs of students with varying levels of performance.
- Students with an opportunity to be an integral part of a grade level while receiving the accommodations and services outlined in their IEPs.
- Greater support for students being services in an inclusive education model.

The single grade level model is in the first phase of implementation and its effectiveness has yet to be evaluated. While the model is considered a promising practice, quantitative data are needed to support its effectiveness in improving student achievement.

Based on data provided, the division has made considerable gains in closing the achievement gaps between students who are African American and Caucasian, and students who are economically and non-economically disadvantaged; yet, the achievement gap between students with disabilities and all students continues to lag behind. Greater emphasis must be placed on improving the academic performance of

students with disabilities and narrowing the achievement gap between students with disabilities when compared to all students in the division.

RECOMMENDATION 6-3:

Implement instructional strategies and accommodations throughout the general education curriculum aimed at improving the academic achievement of students with disabilities and narrowing the achievement gap when compared to all students in the division.

Instructional strategies and accommodations for students with disabilities should be integrated throughout the general education curriculum. Such strategies and accommodations include metacognition, study skills, reading comprehension and vocabulary across content areas. General and special education teachers should receive staff development in data-driven decision making and targeting deficit skills for students with disabilities. General and special education teachers should also receive staff development in systematic and explicit instruction aimed at improving the performance of students with disabilities and accelerating instruction for those who are below grade level or have fragmented academic skills. The division should further review the current instructional models for students with disabilities, including but not limited to collaborative teaching, resource, and self-contained settings to determine the effectiveness of each model and modify instructional practices, as determined necessary.

FISCAL IMPACT

The costs associated with the implementation of this recommendation are related to staff time and professional development. As the division reviews the current instructional models for students with disabilities, a plan of action should reflect the timelines and associated costs for staff development and the implementation of instructional strategies and accommodations throughout the general education curriculum.

RECOMMENDATION 6-4:

Evaluate the effectiveness of the Single Grade Level Model.

The single grade level model appears to be a promising practice in HCS. The model, however, should be evaluated to determine its effectiveness. Further, the model should be evaluated to determine its effectiveness in providing standards-based, grade level instruction, as well as systematic and explicit instruction for students who are below grade level or who demonstrate splintered academic skills. The evaluation of the model should also reflect the data-driven decision making and instructional planning based on the academic deficits of individual students.

FISCAL IMPACT

The associated costs for implementation of this recommendation relate to staff time and cannot be determined at this time. The accountability and assessment staff in the central office should work with school administrators and teachers to develop an evaluation plan and data collection elements. The evaluation should represent collection

of student benchmark data consistent with other data collection and analysis activities in the division.

FINDING

Bridgeport Academy is being under-utilized as a service option for students with disabilities. The Virginia Department of Education's Special Education Performance Report indicates that HCS has a significant discrepancy in the rates of long-term suspensions with students with disabilities for greater than 10 days in a school year (based on 2006-07 student data).

HCS serves 38 students with disabilities in the extended services or homebound, programs. Fourteen of these students receive extended services due to violation of the Student Code of Conduct resulting in long-term suspension. Homebound services are the most restrictive setting for students with disabilities, with the exception of hospital or residential placement. IDEA requires that school divisions provide special education services in the least restrictive environment to the greatest extent possible.

Bridgeport Academy was created through the collaborative effort of HCS, Hampton court services, and the community services board of Hampton and Newport News to serve youth with behavioral problems. (Refer to **Chapter 5.0**) With new leadership in place, efforts are being made to realign the programmatic structure of Bridgeport Academy so that more students are able to take advantage of its offerings. HCS documents indicate that the Bridgeport Academy facility and staff are being underutilized and does not demonstrate fiscal efficiency.

Enrolling students with disabilities at Bridgeport Academy can place them in a less restrictive setting when compared to the extended services program. Placement at Bridgeport Academy can also offer students with disabilities a full continuum of instruction in core content areas, help to maintain the pacing of instruction, and better prepare them for successful mastery of the SOLs. In addition, the students with disabilities can have access to life skills courses and counseling services as part of the instructional program.

RECOMMENDATION 6-5:

Increase the utilization of Bridgeport Academy as a service provision option for students with disabilities who have behavioral problems, have violated the Student Code of Conduct and on long-term suspension.

The superintendent and designated staff should increase the utilization of Bridgeport Academy as a service provision option for students with disabilities who exhibit behavioral problems, who have violated the Student Code of Conduct, or who are on long-term suspension. This utilization should adhere to state and federal regulations of least restrictive environment and ensure implementation of the goals and objectives of the students' IEPs.

FISCAL IMPACT

The implementation of this recommendation should demonstrate greater fiscal efficiency and better utilization of the facility and staff. Bridgeport Academy maintains highly qualified teachers of special education who can oversee the delivery of special education services to students who enroll at Bridgeport Academy. Related services such as counseling and life skills are currently available at Bridgeport Academy and should not be an additional cost to the division. The extended services program and its existing staff should continue to serve students identified as needing a more restrictive setting, such as chronic illness, medically fragile, or those in need of a shortened school day. The implementation of this recommendation should not require any additional costs to the division.

7.0 FACILITY USE AND MANAGEMENT

7.0 FACILITY USE AND MANAGEMENT

This chapter presents the results of the review of the facility use and management functions in Hampton City Schools (HCS). The sections in this chapter are:

- 7.1 Organizational Structure
- 7.2 Planning and Design Services
- 7.3 Construction
- 7.4 Maintenance
- 7.5 Custodial Services
- 7.6 Energy Management

A comprehensive facilities program ensures that all of the division's facilities are safe and healthy, and enhance the educational or support activities. The facility program should accomplish these goals in an efficient and cost-effective manner. The design of new schools must be driven by the needs of the educational programs and accurate demographic studies. The design process should have input from all stakeholders, including administrators, teachers, security specialists, parents, students, and the maintenance and operations staff. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program, and efficiently utilizes school division resources.

CHAPTER SUMMARY

The MGT consulting team reviewed the organizational structure, capital planning documents and processes, maintenance and custodial processes, and the energy management program.

Commendations reported in this chapter are as follows:

- Hampton City Schools has demonstrated excellent design and management by exceeding the industry standard for change orders on both renovations and new construction (**Commendation 7-A**).
- Hampton City Schools is taking a cautious approach to change orders on the two new school construction projects (**Commendation 7-B**).
- Hampton City Schools utilizes the state apprenticeship training program and retains the successful graduates (**Commendation 7-C**).
- Hampton City Schools demonstrates a commitment to saving energy for future generations (**Commendation 7-D**).

Recommendations reported to assist in greater efficiencies are as follows:

- Balance the staff support available in the facilities and maintenance departments by adding a project manager and eliminating the operations manager position (**Recommendation 7-1**).

- Conduct a review of the existing board facilities policies and administrative procedures and update as appropriate (**Recommendation 7-2**).
- Conduct appropriate planning activities and suspend Phase II of school construction until needs are determined (**Recommendation 7-3**).
- Develop and implement a comprehensive, long-range facility master plan (**Recommendation 7-4**).
- Review and revise existing work order system or purchase a work order program that supports data collection, tracking of costs, and scheduling (**Recommendation 7-5**).
- Relocate the maintenance department to a more centralized site (**Recommendation 7-6**).
- Adjust staff schedules to have at least one crew of trades people from each area working a split shift to be available in the evening (**Recommendation 7-7**).
- Hire 10 FTE custodians when the two new schools open, reallocate custodial hours to balance across the district, and review schedules to have more staff working outside the student day (**Recommendation 7-8**).
- Assign supervision and evaluation of site custodians to the custodial supervisors in the maintenance department (**Recommendation 7-9**).
- Discontinue the use of a central warehouse, but continue to bid and order custodial supplies centrally (**Recommendation 7-10**).

7.1 Organizational Structure

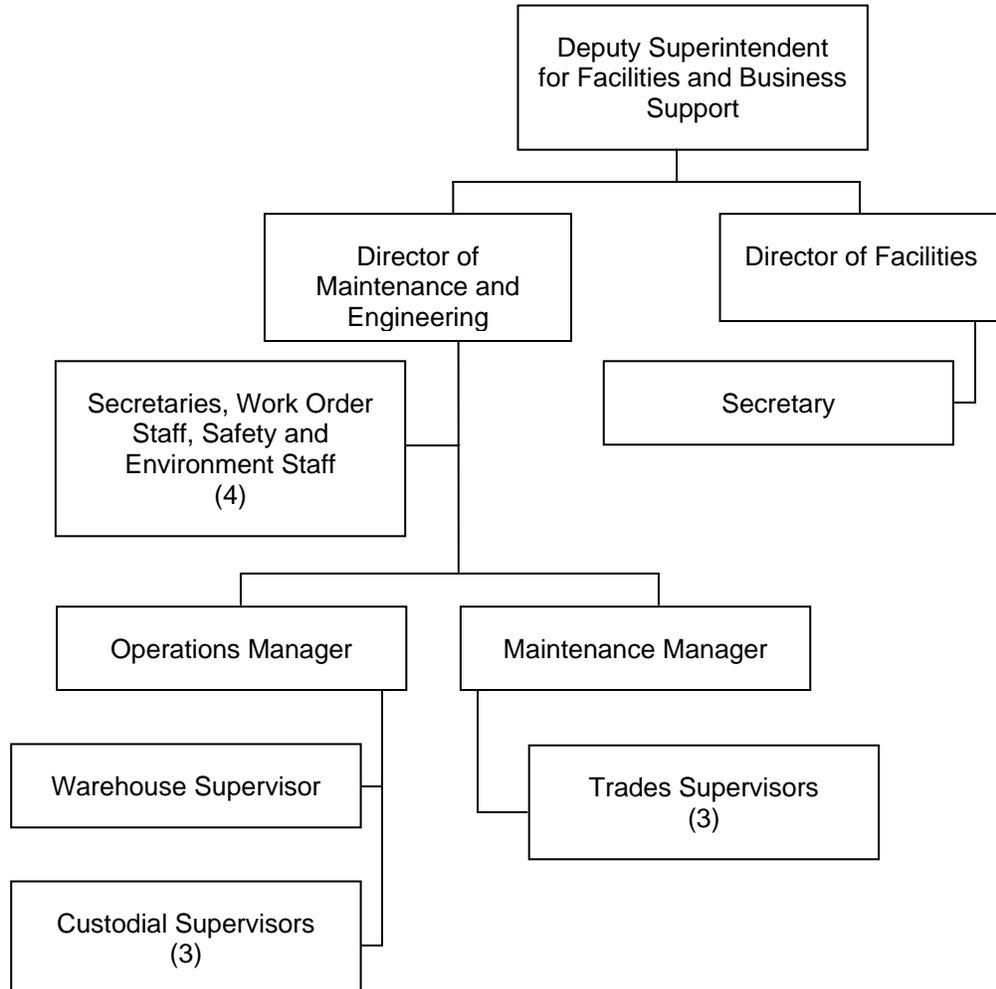
School divisions organize the maintenance and facility functions in a variety of ways, often depending on the amount of construction or major remodeling/renovation work. When there is a great deal of new construction or major renovation, having a separate facility construction department is more typical as well as efficient.

FINDING

Hampton City Schools does not have sufficient support for the renovation and remodeling of facilities and too much support for custodial and operations. There is a lack of collaboration between the directors who support new facilities and building operations.

The deputy superintendent for facilities and business support is the supervisor of both maintenance and engineering and facilities and is the liaison with the city regarding grounds maintenance activities. **Exhibit 7-1** reflects the current organizational structure of the department.

**EXHIBIT 7-1
HAMPTON CITY SCHOOLS
FACILITIES DEPARTMENT ORGANIZATIONAL CHART
2008-09 SCHOOL YEAR**



Source: Hampton City Schools, deputy superintendent of facilities and business support, 2008.

The department of maintenance and engineering includes facilities operations, custodial services, energy management, and capital projects. Department staff includes the maintenance manager, who supervises all the building trades' workers, and the operations manager, who supervises the warehouse as well as staff who have some oversight for custodial staff. Renovation and remodeling of schools is also part of the work of this department. There is no staff assigned in support for planning or design of capital projects. The director has developed an extensive process for the identification of renovation or school improvement projects. Stakeholders at each school participate in a process to explore, identify, and prioritize projects for the following five-year period. **Exhibit 7-2** provides information about the number and status of capital projects under the supervision of the director of maintenance and engineering.

**EXHIBIT 7-2
HAMPTON CITY SCHOOLS
SCHOOL RENOVATION PROJECTS – ELEMENTARY SCHOOLS
2008-09 SCHOOL YEAR**

STATUS	NUMBER OF PROJECTS
Completed	96
In Progress 2008-09	18
In Design 2008-09	18
Proposed SY 2009-2010	23

Source: Hampton City Schools, department of maintenance and engineering, 2008.

The department of facilities planning and construction is responsible for the construction of the two new schools scheduled to open in fall 2010. Effective school divisions have a clear organizational structure that supports both construction and operation of facilities. The complete separation of new construction from operations makes it more difficult for new schools to be part of the existing organization and for existing staff to be held responsible for the operation of the new schools. The director of facilities has no professional staff, as shown in **Exhibit 7-1**. There is no connection between the existing trades staff who are under the director of maintenance and the planning, design, or commissioning of the new schools that is under the director of facilities.

The operations manager currently supervises the warehouse and the custodial supervisors. The warehouse is proposed to be eliminated (see **Recommendation 7-10**) which will significantly reduce the need for this manager position. MGT believes that adding a project manager under the facility director and reducing the operations manager under the maintenance and operations director will be more balanced and efficient. The director would then have closer supervision of the custodial staff and the daily operations at the sites.

RECOMMENDATION 7-1:

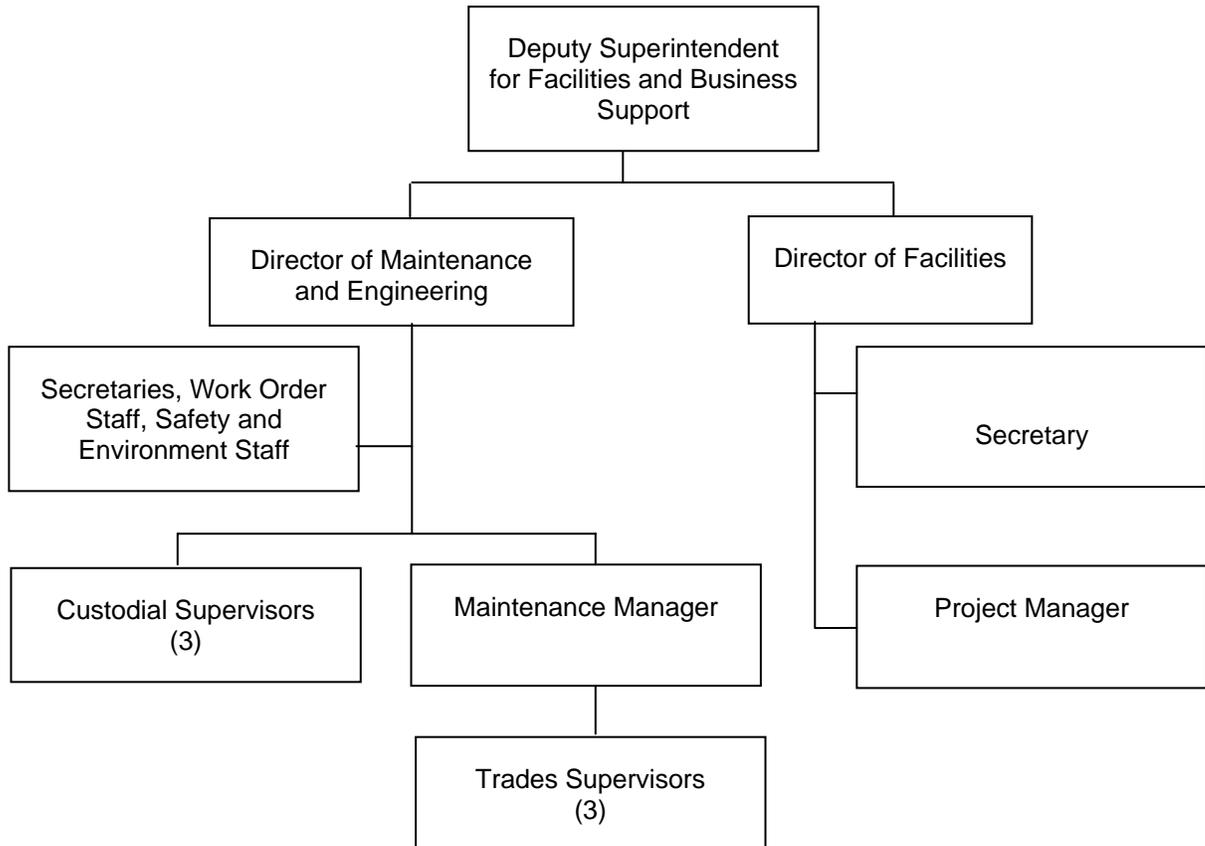
Balance the staff support available in the facilities and maintenance departments by adding a project manager and eliminating the operations manager position.

By adding a project manager position to provide support for renovation and remodeling projects, the division would be more able to manage the many capital projects that are currently underway. The project manager would report to the facilities director and would assume planning, design, and management responsibilities for all capital projects, except new construction. In addition, the project manager would be expected to work with the maintenance manager in the operations department to provide collaboration between contractors hired to work on the renovation projects and the existing trades staff, as appropriate.

The deputy superintendent should charge the two directors – facilities and maintenance – to create a structure for regular, on-going feedback and communication between the facilities department and the maintenance department, connecting the new project manager with the maintenance manager who directs the trades areas. By implementing a revised organizational structure, HCS could ensure effective management of both small and large capital projects and connect those projects to the on-going work of the

department staff. **Exhibit 7-3** depicts the recommended organizational structure with the added and reduced staff.

**EXHIBIT 7-3
HAMPTON CITY SCHOOLS
PROPOSED ORGANIZATIONAL CHART**



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

With new construction, renovations, and remodeling under one area of responsibility and with a clear expectation that there are regular communication opportunities for existing staff to be involved in planning, the division will have more efficient facility operations. The current trades staff will participate in the planning and the commissioning process and thereby understand new building systems (HVAC, plumbing, etc.) and be more effective in maintaining the schools.

FISCAL IMPACT

Implementation of this recommendation would require agreement of the two directors, the deputy superintendent, and the superintendent and a recommendation to the school board to create a new position and eliminate the operations manager position.

The deputy superintendent would need to charge the directors with developing a communication plan between the two departments and monitoring the implementation of the plan. This implementation could be accomplished by 10 hours of each director's time. There would be no net fiscal cost from implementing this recommendation.

FINDING

The HCS board policies for facilities have not recently been reviewed or revised. The most recent policy in this section was revised in 1999. There are no board policies regarding various other facilities areas, including the development of educational specifications, use of “temporary” facilities, or process for approving change orders for construction. No administrative procedures for facilities were identified. **Exhibit 7-4** shows the facility policies for Hampton City Schools, including the date of last revision.

**EXHIBIT 7-4
HAMPTON CITY SCHOOLS
FACILITY POLICIES
2008-09 SCHOOL YEAR**

POLICY NUMBER	TITLE OF POLICY	DATE ADOPTED OR REVISED
FB	Facility Planning	1999
FBA	Facility Planning Advisors	1986
FC	Facilities Capitalization Program	Not specified
FEC	Facility Development Plans and Specifications	Not specified
FEE	Site Acquisition	Not specified
FEF	Construction Contracts, Bidding and Awards	Not specified
FEG	Supervision of Construction	1999
FF	Naming New Facilities	1980

Source: Hampton City Schools Board Policy Manual, 2008.

Board policies and administrative procedures constitute the means by which a division communicates expectations to its constituents and reveals the philosophy and position of the school board. In addition, adopting policy and establishing related procedures provide the mechanism for:

- Establishing a distinction between policy-making and administrative roles.
- Creating guidelines within which staff, faculty, students, and the community operate.
- Providing reasonable assurances of consistency and continuity in decisions.
- Providing a legal basis for the allocation of funds, facilities, and other resources.
- Facilitating and guiding the orientation of new school board members and employees.
- Encouraging community involvement within structured guidelines.

Policies should be reviewed regularly and be stated clearly to provide for executive or staff direction. Hampton Board Policy BFB states, “Hampton City Schools policies will be continuously reviewed, revised and modified.” There is a standing committee, HCS Policy Review Committee, charged with regular review and revision of division policies.

Divisions that do not routinely review and revise policies or identify clear administrative procedures may have staff unaware of or acting beyond their area(s) of responsibility. Activities may no longer be legal or meet the division's needs, or could cause substantially higher costs.

The lack of policies relating to facilities was exemplified through onsite discussions. Staff focus groups and interviews indicated lack of clarity about the process for approving change orders and approving work done by subcontractors as part of remodeling activities. Staff could not describe whether the division viewed portables as short-term solutions or long-term facilities.

RECOMMENDATION 7-2:

Conduct a review of the existing board facilities policies and administrative procedures and update, as appropriate.

The HCS Policy Review Committee should be convened to implement this recommendation. Implementation would ensure that decisions are made based on the board's direction and that staff roles and responsibilities regarding facilities and construction are clear.

MGT staff reviewed peer division policies and an MGT-developed list of model policies related to facilities. Based on that review, there are several areas where HCS policies or procedures are currently missing, including:

- Educational specifications required prior to new construction.
- Regular capacity and utilization reviews.
- Change order processes.
- Portable or temporary building usage.
- Procedure for closing schools.

FISCAL IMPACT

This recommendation can be implemented as part of a regular review process already assigned to staff in the division or to the standing policy review committee. This implementation could be accomplished by 10 hours of staff time or through committee meetings when reviewing existing policies, identifying needs, developing revisions, and presenting for approval.

7.2 Planning and Design Services

Planning and design services are those activities that are necessary prior to starting the actual architectural design of a new school facility. These services are also important for the on-going success of the division in balancing school enrollments and ensuring appropriate facilities. This work includes demographic studies, capacity and utilization analysis, attendance zone studies, land acquisition, and school site permitting.

FINDING

HCS is preparing for Phase II of construction to build two additional K-8 schools for occupancy in 2010; however, the division has not conducted comprehensive planning for this phase of construction. Comprehensive planning prior to new school construction would include the following:

- Long-range enrollment projections.
- Attendance area review.
- Current building conditions and needs.
- Educational suitability needs.
- Capacity and utilization review and projections.

The division has some planning elements in place, as described below.

- Five-year capital improvement plan (CIP). The CIP includes capital improvement requests for each school. The plan was started three years ago after the city's School Investment Panel approved a budget for school division improvements.
- School capacities based on number of classrooms. The division has identified school capacities based on number of classrooms and has refined capacity numbers based on usage.
- Enrollment projections. Hampton has an excellent record of enrollment projections that are exceptionally accurate using the Weldon Cooper Center of the University of Virginia. The Center uses a "grade-progression model" based on births and student enrollment. All divisions rely on enrollment projections to plan for staffing and facility needs. HCS has an average error of only 0.5 percent, significantly below the recommended average of two to four percent.

RECOMMENDATION 7-3:

Conduct appropriate planning activities and suspend Phase II of school construction until needs are determined.

By implementing this recommendation, the division should avoid making decisions that are not based on best planning practices. The division may identify excess facilities or facilities that could be renovated or repurposed.

Conducting appropriate planning activities and suspending the plans for Phase II may be disappointing to staff and community stakeholders who expressed excitement over the new buildings. Suspending Phase II may also increase the cost per square foot, due to inflation. However, using a comprehensive planning process, including the community in the discussions and decisions, and creating a clear blueprint for implementing the board's vision of "world-class schools" should outweigh those disadvantages.

This recommendation should be implemented prior to **Recommendation 7-4**.

FISCAL IMPACT

This recommendation can be implemented by division administrators in their recommendation to the board. The projected cost savings are shown in **Exhibit 7-5**.

**EXHIBIT 7-5
HAMPTON CITY SCHOOLS
PHASE II COST ESTIMATES**

	SIZE – SQUARE FEET	2008-09 CONST. COST \$167/SQ. FT.	2010-11 CONST. COST EST. \$192.05/SQ. FT.
Phenix	202,000	\$33,734,000	\$38,794,100
Andrews	202,000	\$33,734,000	\$38,794,100
Total	404,000	\$67,468,000	\$77,588,200

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

Cost estimates are provided for consideration of the projects based on current 2008-09 costs and possible costs for 2010-11 when the proposed schools will be completed. Cost savings are conservative as they are based on 2008-09 costs and could be allocated over multiple years; however, MGT realizes that the division may have a need for these construction funds and therefore do not consider this a true cost savings. The recommendation is a suspension of new school construction until comprehensive planning is done to determine the division’s needs based on solid enrollment projections and current facilities. The division may determine a need to construct these schools, so these savings may or may not be realized over the long term.

FINDING

Hampton City Schools does not have a comprehensive facilities master plan. As discussed in the previous finding, a comprehensive facility plan includes the following elements:

- Complete facility and site inventory.
- Long-range enrollment projections.
- Attendance area review.
- Building conditions and needs.
- Educational suitability needs.
- Capacity and utilization review and projections.
- Broad community input and engagement.

The division is currently discussing the sale or trade of vacant land. Without a comprehensive plan they may sell the wrong piece of land, add capacity in the wrong location or at the wrong grade level(s), or adjust attendance boundaries inappropriately.

During the October 2008 onsite review, staff reported that some programs were lacking appropriate space and staff were at “the mercy of the site” for office and working space. The staff survey data further supports this finding. **Exhibit 7-6** provides survey information from HCS and other divisions. All groups in all divisions tended to disagree with the statement, “Our schools have sufficient space and facilities to support the

instructional programs”, although higher percentages from other divisions disagreed with the statement. The responses from HCS and the other divisions were generally positive regarding the cleanliness of the facilities, and were generally in agreement that the facilities are well-maintained. MGT uses a statistical formula to determine an acceptable return rate for this survey. It should be noted that the survey return rates for HCS central office and principal/assistant principal groups fell below this standard.

**EXHIBIT 7-6
HAMPTON CITY SCHOOLS
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
FACILITIES MANAGEMENT
2008-09 SCHOOLYEAR**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
Our school buildings provide a healthy environment in which to teach.	56/19	N/A	55/27	N/A	37/43	N/A
Our schools have sufficient space and facilities to support the instructional programs.	29/40	27/61	35/50	32/58	33/51	29/61
Our facilities are clean.	57/10	69/31	80/4	65/34	50/28	53/46
Our facilities are well maintained.	44/28	69/31	59/18	65/34	40/37	53/46
Our division plans facilities in advance to support growing enrollment.	54/16	N/A	55/21	N/A	43/27	N/A
Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	73/6	N/A	75/7	N/A	50/13	N/A
Our school buildings and grounds are free of hazards that can cause accidental injury.	58/5	N/A	63/13	N/A	47/32	N/A

Source: MGT survey results, 2008.

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

Although HCS has some planning elements in place, effective school divisions have a comprehensive facility plan to guide their efforts to meet student needs and maintain, renovate, or build facilities. A comprehensive review of the Hampton facilities would include healthy work environment, appropriate learning spaces, capacity and utilization, as well as site and building conditions. The West Contra Costa School District, (CA) used internal staff to develop an excellent comprehensive long-range facility plan that contains all recommended elements.

RECOMMENDATION 7-4:

Develop and implement a comprehensive, long-range facility master plan.

By implementing this recommendation, the division should have a plan that is based on solid assessment data and is comprehensive enough to help gain public support. The data will enable the division to prioritize the existing facility needs and ensure that the future needs of the division are also addressed.

HCS should develop a long-range facility master plan to guide division decision-making about facilities that support the educational program. The facility planning process for the division should have the following goals:

- To maintain safe, healthy buildings that enrich students' educational experience.
- To provide equity among division facilities.
- To address existing deficiencies in physical condition, site condition, technology readiness, and educational suitability.
- To maximize the utilization of facilities.
- To contain costs associated with building maintenance.
- To minimize the use of portable classrooms.
- To ensure that all appropriate learning spaces exist in each school.
- To minimize overcrowding throughout all division schools.
- To determine the need for school sites or properties.
- To engage the community in shaping the plans for the division.

To achieve these goals, the division should create an advisory committee with broad staff and stakeholder participation and work with division staff or a facility planning consultant who will assist in the development of a comprehensive plan. The division currently has some data regarding school enrollment projections and has a five-year capital improvement plan. They are also reviewing attendance boundaries in preparation for the opening of the two new schools. These three elements should be incorporated into a comprehensive plan, which includes the following additional components:

- **Inventory of Division Schools, Facilities, and Sites:** Existing information pertaining to school sites needs to be entered into a common database to validate an accurate data source for making decisions regarding facility use. This inventory would include any portable buildings.
- **Review of Educational Program:** A framework for developing facility recommendations must be based on the mission, goals, and objectives of the

division. Staff will review the current and proposed educational programs and determine the implications for facilities.

- **Assessment of Educational Suitability:** An educational suitability review examines a facility based on its ability to deliver an effective educational program. This is a critical piece in developing a long-term facility plan and establishing the right priorities for making changes to a building.
- **Assessment of Building/Site Condition:** The physical condition of each school building and site should be assessed.
- **Input of Internal and External Community:** The external community should have the opportunity to provide comment. The staff should be interviewed in order to provide background on both existing and planned programs. The data gathered from the interviews and the community input sessions should be used to shape the plan during its development.
- **Analysis of Capacity and Utilization:** Verification of the capacity and utilization of all facilities included in the study must be accomplished during onsite visits. The utilization of each school should be analyzed in the context of current enrollment projections and potential changes in student/teacher ratios.
- **Analysis of Enrollment Projections and School/Community Demographics:** Enrollment projections should be developed to determine balanced utilization and the division population must be analyzed using a variety of enrollment projection methodologies.

FISCAL IMPACT

This recommendation can be implemented using existing staff or it could be outsourced to a facility consultant. If outsourcing the project is preferred, contracting with a qualified educational facility planning firm to develop a comprehensive 10-year facility master plan is estimated to be a one-time cost of \$150,000. There could be some savings in this amount based on the availability of data from the division, including enrollment projections or capacity and utilization.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Develop a Long-Range Facility Master Plan	(\$150,000)	\$0	\$0	\$0	\$0

7.3 Construction

Over 30 years have passed since HCS has had school construction. In 2005, the city-created school investment panel (SIP) established funds for school renovations and maintenance and support for construction by issuing bonds. Small capital improvement projects are under the supervision of the director of school maintenance and operations. The capital improvement plan (CIP) funds approximately \$2.4 million in improvements each year, meeting requests developed through a planning process involving stakeholders at each school. In addition, the city allocates \$2.9 million that was

recommended by the SIP to be provided annually for five years beginning in FY 2007, for school renovation and remodeling. The total available is \$5,287,500 per year.

The SIP also recommended funds for new construction. The division is currently constructing two new K-8 schools that are planned to open in fall 2009. The construction of these new schools is under the supervision of the director of facilities planning and construction. The division holds the contracts for the entire construction project, including all subcontractors. There is also a construction management firm overseeing the projects.

FINDING

HCS has renovated several older schools and is building two new schools with excellent design and management.

The director of school maintenance and engineering has overseen several major renovation projects over the last five years. The director of facilities is currently managing the construction of the two new schools. Interviews with staff provided information about the high level of confidence in the ability of these two departments to effectively manage division resources in support of school facilities. **Exhibit 7-7** presents the contract amounts and change orders for these projects. As shown in this exhibit, change order rates have been as follows:

- Approximately 4.5 percent for renovation.
- Approximately 2.6 percent for new construction projects.

**EXHIBIT 7-7
HAMPTON CITY SCHOOLS
CHANGE ORDERS FOR CONSTRUCTION
2008-09 SCHOOL YEAR**

PROJECT	CONTRACT AMOUNT	VALUE OF CHANGE ORDERS	CHANGE ORDERS AS A PERCENT OF CONTRACT AMOUNT
BHS Roof	\$1,777,689	\$ 128,201	7.21%
BHS Roof	\$88,583	\$12,351	13.94%
HHS Windows	\$1,154,529	\$ 846	0.07%
Cooper Roof	\$1,100,000	\$ 43,090	3.92%
KHS Roof	\$1,184,610	\$ 454,254	38.3%
Total Renovation	\$4,120,801	\$ 188,488	4.48%
Andrews	\$32,466,514	\$ 959,920	2.96%
Phenix	\$33,272,653	\$728,958	2.19%
Total New	\$ 65,739,167	\$1,688,878	2.57%

Source: Hampton City Schools, departments of operations and facilities, 2008.

Costs per square foot and the percentage of change in construction costs from the original contract can be measures of how well a construction project was designed and managed. Poorly designed or managed projects will often have excessive square footage costs and high change order percentages. Change orders can be initiated by the contractor, architect, or school division, and are sometimes necessary. However, change

orders need to be minimized because changes to a design typically cost more when made during the construction phase of a project than during the planning stage.

The Council of Educational Facility Planners International (CEFPI) recommends that a reasonable change order budget is three to four percent of the construction budget. Renovation projects will typically have somewhat higher rates (six to eight percent) due to the unknown conditions in existing construction.

COMMENDATION 7-A:

Hampton City Schools has demonstrated excellent design and management by exceeding the industry standard for change orders on both renovations and new construction.

FINDING

The division is taking a very cautious approach to changing the construction plans for the two new schools that the board approved. HCS has not built a new school in more than 30 years. The city's school improvement panel recommended funding for two new schools and the division has moved forward with those projects. The two new K-8 schools are under the supervision of the director of facility planning and construction and MB Kahn Construction Management. As described earlier, there is no written change order process in place. However, the current practice is as follows:

- Change orders up to \$5,000 may be approved solely on the recommendation of the director and the construction management group.
- Change orders over \$5,000 must be reviewed and approved by the deputy superintendent and the superintendent. . (To date, no change orders have been large enough to go to the board.)

Since the division holds all contracts, including the contracts for subcontractors, changes that involve more than one contract must have a change order written for each subcontractor involved. As seen in **Exhibit 7-7**, there has been a limited dollar value to the change orders that have been issued to date for the two new schools.

COMMENDATION 7-B:

Hampton City Schools is commended for taking a cautious approach to change orders on the two new school construction projects.

7.4 Maintenance

The maintenance program for Hampton City Schools is under the supervision of the director of maintenance and engineering. The maintenance facility is located in the northeast section of the school division. There is a maintenance manager who is responsible for overseeing the supervisors of the three trades areas – building trades, electrical/electronics, and mechanical/plumbing. There is a “lead” worker identified for each area and several apprentices working through the state apprenticeship program.

FINDING

The division has utilized the Virginia State Apprenticeship Training Program for the last 15 years and retained more than 90 percent of the graduates. This program has provided on-the-job training for new employees in the major trade groups. Based on interviews and focus group discussions, the program has improved staff morale and reduced staff turnover.

COMMENDATION 7-C:

Hampton City Schools utilizes the state apprenticeship training program and retains the successful graduates.

FINDING

The maintenance department uses a work order program that does not allow for easy data collection, tracking of costs, or efficient scheduling. The program does not connect to division calendar systems to allow staff to easily identify school activities that would be affected by planned maintenance or require additional support, including changing heating schedules for evening activities.

The current work order (WO) system is based on File Maker Pro® and is maintained by the division's IT department. The system handles approximately 12,000 orders per year. The system allows authorized site staff to complete forms and submit them electronically. A maintenance staff person receives all work orders, assigns them a priority, and distributes them to the appropriate manager – maintenance or operations. Phone requests are not allowed, except for "emergencies," but site and maintenance staff report multiple phone calls being used instead of online forms. The department staff as well as requestors can review a WO status online.

Since the system is operated through the IT department, some reports must be generated by IT staff, rather than maintenance department. During the October 2008 onsite review, staff provided a copy of the report showing work orders in place for 30, 60, or 90-days. The report showed no WO outstanding beyond 30 days, but staff acknowledged that the report was incorrect and said the IT department would have to check and revise. Interviews with principals included discussion about the many long-standing work orders and concerns about tracking of work orders.

Exhibit 7-8 provides information about the number of work orders outstanding on two different dates and demonstrates the concern that the data may be flawed, rather than the data reflecting an accurate history of work order execution. The division did not provide any further explanation for these differences.

**EXHIBIT 7-8
HAMPTON CITY SCHOOLS
WORK ORDER STATUS AS OF OCTOBER 2008**

DATE	WORK ORDERS 30-DAYS OR LESS					WO 30-60- DAYS	WO 60-90- DAYS	WO 90+ DAYS
	BLD	ELE	HVAC	OPER	PLUM	ALL TRADES	ALL TRADES	ALL TRADES
10/29/08	355	87	17	11	18	0	0	0
09/19/08	468	101	14	22	22	14	0	4

Source: Hampton City Schools, department of maintenance, 2008.

The system does not effectively track costs of work, supplies, and materials connected to the work orders, making it difficult to monitor costs of various projects or to aggregate or track costs across the system.

The system also lacks an important scheduling component. Focus group sessions with department and site administrative staff reported multiple instances when school schedules clashed with maintenance or operation schedules. During interviews, staff provided examples of the impacts caused by lack of scheduling coordination. School divisions in Prince William and Fairfax County are using an integrated system that schedules facility usage and maintenance and that also allows for viewing information on the community calendar.

RECOMMENDATION 7-5:

Review and revise existing work order system or purchase a work order program that supports data collection, tracking of costs, and scheduling.

Effective school divisions have a system for developing and tracking work orders that enable them to monitor the work requested, track and manage the costs, including time and materials, and monitor the completion rate. Such systems also have objectively-defined categories of need and are not dependent on others for report-generating.

FISCAL IMPACT

This recommendation can be implemented using existing staff to review the current work order system and upgrade it to meet the needs of the department or it could be implemented by purchasing a new program and providing training for staff. This recommendation will require a review of the existing WO program by department and IT staff and a review of other available programs and purchase, if the existing program is found lacking and a new program is selected. HCS has the manpower to conduct the type of study recommended without hiring outside consultants. The review would require approximately 40 hours over the next two months with some additional time for reporting findings and developing final recommendations.

FINDING

The maintenance department is located a significant distance from the schools in the division, making it more difficult to provide timely and efficient service. The facility is located on 6.84 acres in a residential neighborhood at the far northeast corner of the division. The property is currently valued by the city assessor's office at \$116,000.

The facility houses space for each trade area – plumbing, electrical, general building, etc. – and the departmental offices. Travel times from the location to division schools range from 5 to 30 minutes. Department staff are not assigned sectors of the division, so all are dispatched from this location, except when on-call.

Staff reported that one member of each trades area was “on-call” every night to respond to trade-specific calls. “On-call” staff take their division vehicles to their homes every night so they do not have to drive back to the department facility in an emergency and so they have access to parts or equipment.

The department also operates a warehouse currently used to store custodial supplies. The warehouse is located at the city-owned maintenance facility in a central location. The warehouse includes an office, a loading dock, heated and unheated areas and a large parking area. This space could be reallocated to support the maintenance department with areas for the office in the existing office, and allocated space for the building trades, electrical, and mechanical trades.

RECOMMENDATION 7-6:

Relocate the maintenance department to a more centralized site.

The division should negotiate with the city for a continuing contract for the site currently used for the warehouse. The warehouse is currently used to store custodial supplies, but should be converted into a maintenance department facility. There may be costs connected to remodeling the site to meet the needs of the department, but the costs could be offset by selling the current site.

Having a centralized site for the maintenance department would improve efficiency and reduce travel costs. The division could determine an alternative use for the existing maintenance department facility or sell it as excess property.

FISCAL IMPACT

This recommendation will require a review of the space needs for the department by the director and negotiations by the deputy superintendent of operations with the city regarding the current warehouse. Cost savings shown would be the result of the sale of the existing department site (valued by the city assessor's office at \$116,000) and may be reduced by costs for remodeling of new site. Therefore, a specific fiscal impact cannot be determined at this time.

FINDING

All of the maintenance staff currently work the day shift, making the services of plumbers, electricians, etc. not available after 4:00 p.m., except through overtime. Each

trades area has up to three staff “on-call” at all times beyond the work day, including evenings and weekends. The on-call staff take a vehicle home every night. In addition, the maintenance department handles the emergency call-outs for the division, responding to alarms from the security contractor.

During the onsite visit in October 2008, staff indicated that the majority of the after hour calls were in the evening and prior to the last custodian leaving the schools. **Exhibit 7-9** provides information on the after-hours call-outs between the hours of 4:00 p.m. and 11:00 p.m. and the salary costs. The division had no data regarding the vehicle costs. As shown, the emergency call-outs included:

- 70 call-outs in three months.
- 11 staff members representing the three trades areas, each driving a division vehicle, on-call every day.
- Overtime costs of approximately \$4,350 for the three month period.

**EXHIBIT 7-9
HAMPTON CITY SCHOOLS
EMERGENCY CALL-OUTS FOR MAINTENANCE STAFF
AS OF OCTOBER 2008**

	APPROX. NUMBER CALLS	NUMBER HOURS	APPROXIMATE COST OVER TIME RATE (1.5 X HOURLY RATE)	NUMBER TRADES STAFF ON CALL DAILY	NUMBER VEHICLES DRIVEN HOME DAILY
July 2008 to October 2008	70	145	\$4,350	11	11

Source: Hampton City Schools, department of operations, 2008.

As a result of the current employee schedules, on-call staff members are called out and paid overtime. In the focus group discussions, staff indicated that many of the calls were for “non-emergencies,” like needing heat for a Parent Teacher Association (PTA) meeting at 6:00 p.m. A total of 11 division vehicles are being driven home every night in order to support “on-call” status in the trades area as follows:

- Three Heating, Ventilation, and AC staff
- Three Electrical staff
- Three Plumbing staff
- Two Building Trades staff

In addition, there are three custodial supervisors and the managers for maintenance, operations, and warehouse who drive a vehicle home every day.

Staff report that there are no records maintained regarding call-outs and could provide no information about the number of times that each trades area was called to an emergency after hours.

RECOMMENDATION 7-7:

Adjust staff schedules to have at least one crew of trades people from each area working a split shift to be available in the evening.

Having staff regularly assigned to hours outside the student day and reducing the need for overtime and emergency call-outs will be more efficient. Implementation of this recommendation should make it possible for the division to respond to all evening emergencies and complete more replacement and repair work outside the student day but within the staff day.

The department should develop and implement a record-keeping system to track the number of call-outs by trades area and regularly review the data to identify trends and needs for more or less support beyond regular hours.

FISCAL IMPACT

The cost savings of this recommendation are difficult to compute without more data from the division. At a minimum, there will be savings for the maintenance department overtime costs, as shown below. The conservative cost savings were based on the documented 2008 year-to-date (July 1 to October 1) overtime costs of \$4,350, projected for the full year ($\$4,350 \times 4 = \$17,400$). In addition, the division should expect some savings in mileage costs for vehicles with reduced need for on-call staff.

RECOMMENDATION	2009-10	2010-11	2011-12	2012-13	2013-14
Review and Revision of Department Schedules	\$17,400	\$17,400	\$17,400	\$17,400	\$17,400

7.5 Custodial Services

Most school divisions schedule custodial duties so that they perform as much work as possible when students are not in classrooms. There are many custodial tasks that need to be performed on a daily basis, including:

- Unlocking doors, opening windows for ventilation and turning on lights.
- Setting up rooms for special activities.
- Cleaning classrooms, teachers' lounges and other areas.
- Performing special tasks within the classrooms based upon teacher requests.
- Moving furniture.
- Locking doors and gates, closing windows and turning off lights.

However, only three can be performed during the student day:

- Regulating the heating and air conditioning equipment.
- Cleaning restroom facilities, replacing all commodities and making sure dispensers work properly.
- Disposing of trash.

Duties of a weekly, monthly or quarterly nature must be defined and scheduled. Tasks that may be included in this area include:

- Lubricating equipment.
- Cleaning interior walls.
- Indoor painting.
- Waxing floors and cleaning carpeting.
- Washing windows and blinds and arranging for the cleaning of draperies.
- Resurfacing floors and refinishing furniture.

In HCS, school administrators interview, hire, evaluate, and terminate custodians. In addition, there are three custodial supervisors – one for day shift and two for night shift – who are under the direction of the operations manager in the department of maintenance and engineering.

FINDING

Hampton's custodial staffing currently exceeds industry standards and those of the Association of School Business Officials International (ASBO).

Both MGT and ASBO base custodial staffing on square footage. ASBO looks at an expected average productivity of 2,500 square foot per staff-hour of work, with an adjustment based on school level. MGT also recognizes that size alone is not sufficient to determine custodial time needs. For example, middle and high schools need more time because of extracurricular events. Therefore, MGT recommends adding 0.5 FTE for each elementary school, 0.75 FTE for each middle school/junior high, and 1.0 FTE for each high school.

Exhibits 7-10, 7-11, and 7-12 show school size, current custodial FTE, and the recommended FTE, based on the industry standards for HCS elementary, middle and high schools. The table also includes information about the amount of custodial time available during the student day and at night. This information is important to determine staff availability to clean buildings after the student day. Additionally, a large portion of the custodial staff work only 10 months, making them unavailable for summer or "deep" cleaning. As shown in the exhibit below for elementary schools.

- Most elementary schools have only one day custodian.
- Most of the custodial staffing is provided outside the student day.
- HCS exceeds MGT standards for total elementary FTE by 8.0 FTE.

**EXHIBIT 7-10
HAMPTON CITY SCHOOLS
ELEMENTARY SCHOOL CUSTODIAL STAFFING LEVELS
2008-09 SCHOOL YEAR**

ELEMENTARY SCHOOL	GSF	FTE	INDUSTRY*	DIFFERENCE	FTE DAY	FTE NIGHT
Aberdeen	55540	3.875	3.28	0.60	1	2.875
Armstrong	40928	3.875	2.55	1.33	1	2.875
Asbury	41860	3.875	2.59	1.28	1	2.875
Barron	42200	3.25	2.61	0.64	1	2.25
Bassette	63570	3.25	3.68	(0.43)	1	2.25
Booker	47094	3.25	2.85	0.40	1	2.25
Bryan	52168	3.25	3.11	0.14	1	2.25
Burbank	51091	3.25	3.05	0.20	1	2.25
Cary	42260	3.25	2.61	0.64	1	2.25
Cooper	62038	3.25	3.60	(0.35)	1	2.25
Forrest	42323	3.25	2.62	0.63	1	2.25
Kraft	51897	3.25	3.09	0.16	1	2.25
Langley	47302	3.25	2.87	0.38	1	2.25
Lee	57599	3.25	3.38	(0.13)	1	2.25
Machen	53326	3.25	3.17	0.08	1	2.25
Mallory	44180	3.25	2.71	0.54	1	2.25
Merrimack	47017	3.25	2.85	0.40	1	2.25
Moton	33594	3.25	2.18	1.07	1	2.25
Phillips	42260	3.25	2.61	0.64	1	2.25
Smith	51077	3.25	3.05	0.20	1	2.25
Tarrant	58690	3.25	3.43	(0.18)	1	2.25
Tucker Capp	43260	3.25	2.66	0.59	1	2.25
Tyler	48026	3.25	2.90	0.35	1	2.25
Wythe	91161	3.875	5.06	(1.18)	1	2.875
ES Totals	1,210,461	80.5	72.51	8.0	24	56.5

Source: Hampton City Schools, department of operations, 2008.

*MGT guidelines: 20,000 plus 0.5 FTE at ES, plus 0.75 FTE at MS, plus 1.0 at HS

Exhibit 7-11 shows the custodial time available at the middle schools. As shown:

- HCS exceeds industry standards by 7.18 FTE.
- Many of the middle schools have more than half of the total custodial staff scheduled during the school day, rather than the evening and outside the student day.

**EXHIBIT 7-11
HAMPTON CITY SCHOOLS
MIDDLE SCHOOL CUSTODIAL STAFFING LEVELS
2008-09 SCHOOL YEAR**

MIDDLE SCHOOL	GSF	FTE	INDUSTRY*	DIFFERENCE	FTE DAY	FTE NIGHT
Davis MS	140270	9.12	7.76	1.36	4	5.12
Eaton MS	120960	8.5	6.80	1.70	4	4.5
Jones – Gifted	144213	8.5	7.96	0.54	2.5	6
Lindsay MS	126030	8.5	7.05	1.45	3.5	5
Spratley MS	128911	8.5	7.20	1.30	3.5	5
Syms MS	138340	8.5	7.67	0.83	3	5.5
MS Totals	798,724	51.62	44.44	7.18	20.5	31.12

Source: Hampton City Schools, department of operations, 2008.

*MGT guidelines: 20,000 plus 0.5 FTE at ES, plus 0.75 FTE at MS, plus 1.0 at HS

Exhibit 7-12 shows both the high school staffing and the division-wide totals. The exhibit shows:

- The custodial staffing at the high schools is below industry standards.
- The ratio of day to evening staff at the high school level is higher than recommended best practice of scheduling the majority of custodial duties so they perform as much work as possible when students are not in session.
- HCS currently exceeds the staffing recommendations by 11.43 FTE, most significantly at the elementary and middle levels. However, when the two new K-8 schools are added, HCS will no longer have excess staff.

**EXHIBIT 7-12
HAMPTON CITY SCHOOLS
HIGH SCHOOL CUSTODIAL STAFFING LEVELS
2008-09 SCHOOL YEAR**

HIGH SCHOOL	GSF	FTE	INDUSTRY*	DIFFERENCE	FTE DAY	FTE NIGHT
Bethel HS	213099	11.75	11.65	0.10	5	6.75
Hampton	244001	11.75	13.20	-1.45	6	5.75
Kecoughtan	217144	11.75	11.86	-0.11	4.5	7.25
Phoebus	253108	11.37	13.66	-2.29	4	7.37
HS Totals	927,352	46.62	50.37	-3.75	19.5	27.12
Division Total	2,936,537	178.74	167.32	11.43	64	114.74
New K-8 Schools (2)	408,000	0	21.4	(21.4)		
TOTAL with New Schools	3,344,537	178.74	188.72	9.97		

Source: Hampton City Schools, Department of Operations, 2008.

*MGT guidelines: 20,000 plus 0.5 FTE at ES, plus 0.75 FTE at MS, plus 1.0 at HS

MGT also reviewed peer data for maintenance and operations. **Exhibit 7-13** provides information from peer divisions regarding the ratios of staff in the area of maintenance and facility operations. Included in the table are the membership (number of students), number of schools, and staffing numbers, as presented by the peer divisions. As shown, Hampton has:

- The highest ratio of trades, labor, and service staff compared to students, significantly exceeding the division average.
- The second highest ratio of trades, labor, and service staff compared to the number of schools, again exceeding the average of the divisions

**EXHIBIT 7-13
HAMPTON CITY SCHOOLS AND PEER SCHOOL DIVISIONS
OPERATIONS AND MAINTENANCE PERSONNEL
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	END-OF-YEAR MEMBERSHIP	TOTAL NUMBER OF SCHOOLS	ADMINISTRATORS	TECHNICAL AND CLERICAL	OTHER PROFESSIONALS	TRADES LABOR AND SERVICES	TRADES PER MEMBERSHIP	TRADES PER SCHOOL
Hampton City	21,733	34	3.0	37.9	3.2	279.9	77.7	0.1
Lynchburg	8,343	16	0.5	2.0	4.0	118.5	70.4	0.1
Newport News	29,368	38	8.3	7.5	0.0	392.0	74.9	0.1
Norfolk	32,516	49	2.0	8.5	8.0	448.0	72.6	0.1
Portsmouth	14,588	20	0.0	16.0	8.7	349.3	41.8	0.1
Roanoke City	11,981	27	1.0	5.0	5.2	196.8	60.9	0.1
Division Average	19,755	31	2.5	12.8	4.9	297.4	66.4	0.1

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

The division also has no custodial standards for cleaning. The Association for School Business Officials (ASBO) has developed custodial cleaning standards. Adoption of these standards would provide the basis for training and evaluation of custodians that would be objective and uniform across the system.

RECOMMENDATION 7-8:

Hire 10 FTE custodians when the two new schools open, reallocate custodial hours to balance across the district, and review schedules to have more staff working outside the student day.

By implementing this recommendation, the division should be able to provide custodial services at the new schools and provide more services when students are not in session. The division should also adopt a uniform set of cleaning standards, ASBO standards or other, in order to ensure that all the schools are appropriately clean and safe.

FISCAL IMPACT

This recommendation can be implemented by an increase of 10.0 FTE and a review and reallocation of existing staff to schedules beyond the student day to better address the facility needs identified by the director of school maintenance and engineering, the deputy superintendent of facilities and business support, the superintendent, and the school board. The costs shown reflect adding 10 FTE, calculated as follows: (10 FTE with hourly rate of \$9.17 x 40 hours x 52 weeks + 23.4 percent benefits + health insurance fixed cost of \$7,902 = \$ 314,388 total.)

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Increase FTE Custodians to Support New Schools	(\$314,388)	(\$314,388)	(\$314,388)	(\$314,388)	(\$314,388)

FINDING

The custodians are currently evaluated by the building administrators. There are also three custodial supervisors who supervise the custodians, but not evaluate them. The custodial supervisors report to the manager of operations who reports to the director of maintenance and engineering. Effective school divisions typically provide both supervision and evaluation by the same person so that staff understand to whom they are responsible and are not given potentially conflicting feedback or direction by “two bosses.” The school divisions in Portsmouth and Newport News both use central supervision and evaluation for their custodians. The centralized staff get feedback from the principals, but the on-going supervision and the final evaluations are written by a central office staff member.

According to HCS Policy GDF, “Evaluation of all classified employees shall be made at the conclusion of the first year and at least once every three years thereafter.” During the custodial focus group session held during the onsite review, staff reported receiving only infrequent evaluations. This practice was corroborated with the MGT team

reviewing human resource records. Custodians also indicated confusion about the role of the custodial supervisors. It was not clear whether they had the power to direct their work or only make suggestions. Principals indicated that there was no specific custodial staff evaluation form and reported being unsure how often staff needed to be evaluated. Principals also expressed confusion about the role of the custodial supervisors.

The custodial supervisors reported that they use a quarterly checklist, which they complete during site visits and leave with the custodians and principals. During the onsite review, the focus group of principals indicated that they had never seen the document. Participants in the focus group of custodians indicated that some had seen the form, but were not sure of its value or impact on their evaluation or the department's training plans.

MGT staff reviewed documentation regarding custodial training, including agendas. Training included use of fire extinguisher operations, product safety, and use of mechanical equipment. During focus groups, operations department staff reported lack of staff participation in these training activities. Custodial staff reported that they did not know they were expected to attend training sessions. Administrators reported that some staff did not need to attend training sessions.

RECOMMENDATION 7-9:

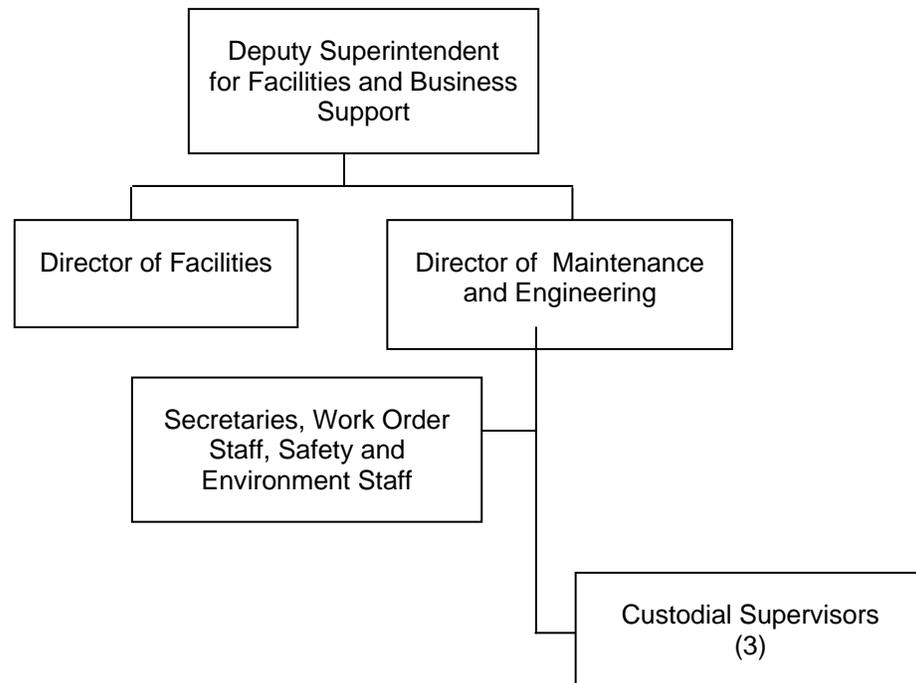
Assign supervision and evaluation of site custodians to the custodial supervisors in the maintenance department.

The custodial supervisors should be responsible for hiring, training, scheduling, supervising, evaluating, and terminating custodians, using site administrative input and providing regular opportunity for two-way communication with the sites. The supervisors should be responsible for all the schools assigned to them and could assign or redeploy custodial staff within that zone to best address periodic cleaning needs. The supervisors could work some days and some nights on a schedule developed with the director of maintenance in order to most effectively supervise both day and night staff in their schools.

The implementation of this recommendation represents a significant change for the division and should not be taken lightly. Site administrators need to be assured of their opportunity to influence department staffing and scheduling decisions. This change in supervisory roles may require regular discussion and review to ensure that facility conditions are in line with administrative expectations for "world class standards." The review and adoption of divisionwide cleaning standards (available from ASBO,) may be helpful in this transition.

Exhibit 7-14 provides the revised organizational chart for the department based on this recommendation.

**EXHIBIT 7-14
HAMPTON CITY SCHOOLS
PROPOSED CUSTODIAL AREA ORGANIZATIONAL CHART**



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

FISCAL IMPACT

Changing the supervision from the principals to the maintenance department can be implemented by a change in the organizational structure and evaluation plan for custodial staff. The supervisors are already paid at the supervisory level and no increase in pay is needed.

FINDING

The maintenance department maintains a quarterly supply of custodial goods in a central warehouse and distributes them monthly to the schools. Supplies are bid annually through the division's procurement process.

Custodial supplies are allocated to schools based on past usage. Allocations range from a per-pupil cost of \$2.21 to \$11.98 and a square foot cost of \$0.02 to \$0.09. The technology staff are currently working to develop a system to track costs. As was described earlier, the work order system does not currently track costs.

The space used to store supplies for four months at a time is currently owned by the city. It is in a central location near the division offices. The warehouse is staffed by a full-time supervisor, two full-time and two part-time staff. Schools are assigned a time slot for ordering custodial supplies. All supplies for the month must be ordered by Monday of the week assigned and are delivered during that week. Custodians may provide a

rationale and request “emergency” supplies, but such requests are reviewed and approved individually by the operations manager.

Interviews with administrators indicated ongoing difficulty receiving needed supplies, including floor wax. Interviews with operations department staff indicated that past practice had supplies ordered by each school with drop shipments directly to the schools. This practice led to excessive stockpiling in various locations and increased costs.

RECOMMENDATION 7-10:

Discontinue the use of a central warehouse, but continue to bid and order custodial supplies centrally.

The warehouse building is owned by the city, not the school division. It is recommended to discontinue the use of the warehouse to store supplies. The recommended change from a central warehouse for custodial supplies to drop shipments to schools on a quarterly or monthly basis may be difficult. We recommend continuing to bid, order, and monitor supplies centrally, but have them delivered to the school sites based on storage capacity, either quarterly or monthly. With central supervision of the custodians using the supplies, any problems with over- or under-usage or training issues can be more easily addressed in the future.

The division should enter into discussions with the city about repurposing the warehouse space to be used for a central location for the maintenance and engineering department.

FISCAL IMPACT

This recommendation can be implemented through the elimination of the warehouse staff. The savings shown reflect the salary and benefits of the warehouse supervisor, and two full-time and two part-time employees, all of which would be eliminated under this recommendation. The savings are calculated as follows: warehouse supervisor salary - \$73,456 (salary \$53,123 + 23.4 percent benefits + \$7,902 health insurance fixed cost = \$73,456); two FTE staff salary - \$ 62,876 (salary \$9.17/hr x 40 hours x 52 weeks + 23.4 percent benefits + \$7,902 health insurance fixed cost = \$31,438 x 2 FTE); two part-time staff salary - (salary \$9.17/hr x 20 hours x 52 weeks + 23.4 percent benefits + \$7,902 health insurance fixed cost = \$15,719 x 2 people = \$31,438). The warehouse supervisor currently drives a division vehicle home every day. With the elimination of the position, there may be additional cost savings for reduced travel and vehicle costs.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate the Warehouse Supervisor Position	\$73,456	\$73,456	\$73,456	\$73,456	\$73,456
Eliminate Two Full-Time Staff Positions	\$62,876	\$ 62,876	\$ 62,876	\$ 62,876	\$ 62,876
Eliminate Two Part-Time Staff Positions	\$31,438	\$31,438	\$31,438	\$31,438	\$31,438
Total	\$167,770	\$167,770	\$167,770	\$167,770	\$167,770

7.6 Energy Management

The school buildings and other facilities of a school division consume significant amounts of energy that translate into what often appears to be an ever-growing and sometimes unpredictable component of the overall annual budget. With the advent of increased costs for energy to provide fuel for heating, ventilation, and air conditioning (HVAC) systems, transportation vehicles, food service operations, and other related activities, school systems have established numerous and varied policies, procedures, and methods for increasing efficiencies in energy consumption and reducing operating costs. Policies typically describe the board's specific desire to ensure that maximum resources are available for instructional purposes and charge the administration with developing related procedures.

Procedures generally prescribe a range of measures and activities to be implemented and a specific means for computing the results. Some school boards develop incentive systems to reward employees for actions or recommendations that have resulted in substantial savings or improvement in the performance of energy-consuming equipment.

Energy management methods range from sophisticated, centralized computer controls over HVAC systems and other energy consumption devices to simple manual procedures for turning thermostats down and lights off during periods of minimal building or room utilization. Most school divisions are interested in energy management; a few are doing something about it; an elite group demonstrates a high level of commitment to energy conservation.

FINDING

Hampton City Public Schools is making a concerted effort to conserve energy in the new Pre-K-8 buildings.

The effort being expended for energy conservation in the two new Pre-K-8 buildings is impressive. The two new schools will be exemplars in energy efficiency. The two facilities will most likely be Leadership in Energy and Environmental Design (LEED) schools and the division will be seeking platinum-level LEED certification. Given their efforts, it is likely that they will be successful. The following is a list of the initiatives that are being incorporated into the two schools and that are needed to garner points towards LEED certification:

- The preservation of open space beyond the minimums required by local ordinance.
- The utilization of an existing Sentara hospital site to remediate useful space and minimize further land clearing.
- Convenient locations for bike racks and preferred parking for low-emitting, fuel efficient vehicles to alleviate automobile traffic and pollution.
- Selecting sites that have a connection to the community basic services, pedestrian access, and public transportation systems.

- Shared use of assembly spaces, media center and gymnasias with the general public to avoid the need for duplicate facilities elsewhere in the community.
- A light colored, highly reflective metal roof to reduce urban “heat island” effects and help keep the building cool.
- Use of native and locally-adapted landscape plants to eliminate the need for permanent irrigation systems.
- Enhanced acoustical insulation of the classrooms and primary learning spaces to reduce external and internal noise and create quiet rooms, increasing the communication between students and teachers.
- Reduction in building water use through low-flow plumbing fixtures and kitchen equipment.
- Energy efficient technologies predicted to save over 15 percent on energy bills, such as low-e glass, increased insulation, and motion detectors to turn off lights during unoccupied periods.
- Careful selection of air-conditioning refrigerants to minimize damage to the ozone layer and contribution to the greenhouse effect.
- Ongoing recycling of glass, plastics, metals, paper, and cardboard, as well as a construction waste management plan to recycle or reuse over 50 percent of the waste generated during construction.
- Wood doors, gym floor, and cabinetry with Forest Stewardship Council (FSC) certification.
- Indoor air quality management plans to safeguard occupant health both during and after construction.
- Monitoring stations for carbon dioxide, temperature, humidity and outdoor airflow to improve occupant comfort and reduce unnecessary energy use.
- Environmentally-friendly housekeeping and pest management programs.

The application process for LEED certification indicates that the division will accumulate 79 points on their pre-certification efforts, qualifying these schools for platinum status. Regardless of whether this highest LEED award is achieved, the division has done well to ensure that these two new buildings, the first new facilities in over 30 years, will be models of energy efficiency. Furthermore, division staff are currently reviewing energy consumption/planning across the whole division at both the new and other/older schools.

COMMENDATION 7-D:

Hampton City Schools demonstrates a commitment to saving energy for future generations.

8.0 *TRANSPORTATION*

8.0 TRANSPORTATION

This chapter presents findings, commendations, and recommendations relating to the transportation function of Hampton City Schools (HCS). It is divided into the following major sections:

- 8.1 Organization and Staffing
- 8.2 Policies and Procedures
- 8.3 Routing and Scheduling
- 8.4 Shared Services
- 8.5 Training and Safety
- 8.6 Facility Needs
- 8.7 Fleet Maintenance and Utilization

CHAPTER SUMMARY

HCS provides student transportation services for elementary students and currently outsources transportation for secondary students throughout the division. MGT found that the division uses best practices related to staff benefits that allows for a high retention rate among drivers.

The commendations reported in this chapter are as follows:

- The division provides a competitive level of benefits that allows for a high retention rate among full-time employees, and for addressing the need for continued recruitment (**Commendation 8-A**).
- The transportation department has developed a framework to effectively operate, and set a high standard for working together to achieve departmental goals and objectives (**Commendation 8-B**).

MGT also found several issues that should be corrected or improved. Making the recommended improvements outlined in this chapter will have fiscal impacts and also increase efficiency, personnel retention, and operational integrity.

This chapter contains the following recommendations:

- Clearly define any changes/expectations in a hand-out to be signed by the recipient (**Recommendation 8-1**).
- Initiate an internal study of the various bell time scenarios and select the combination of ride times with operating costs that best meets the needs of the division (**Recommendation 8-2**).
- Test the route sheet process to verify and validate that changes are accurately reflected (**Recommendation 8-3**).
- Convert to a three- or four-tier schedule (option two or three), to transport students on yellow buses while decreasing costs (**Recommendation 8-4**).

- Consider seeking other types of shared services with Hampton Roads Transport (HRT) (**Recommendation 8-5**).
- Start using a four-part form for discipline issues, and a three-part form for maintenance (**Recommendation 8-6**).
- Construct or purchase a new transportation facility to accommodate the program (**Recommendation 8-7**).
- Increase the staffing in the shop by three mechanics (**Recommendation 8-8**).
- Encourage mechanics to achieve ASE certification (**Recommendation 8-9**).
- Purchase vehicle maintenance software (**Recommendation 8-10**).
- Foster communication between transportation and special needs departments when developing the IEPs in order to optimize these routes whenever possible (**Recommendation 8-11**).
- Research the justification for all mechanics driving division vehicles home every day, and eliminate the practice where found unnecessary (**Recommendation 8-12**).

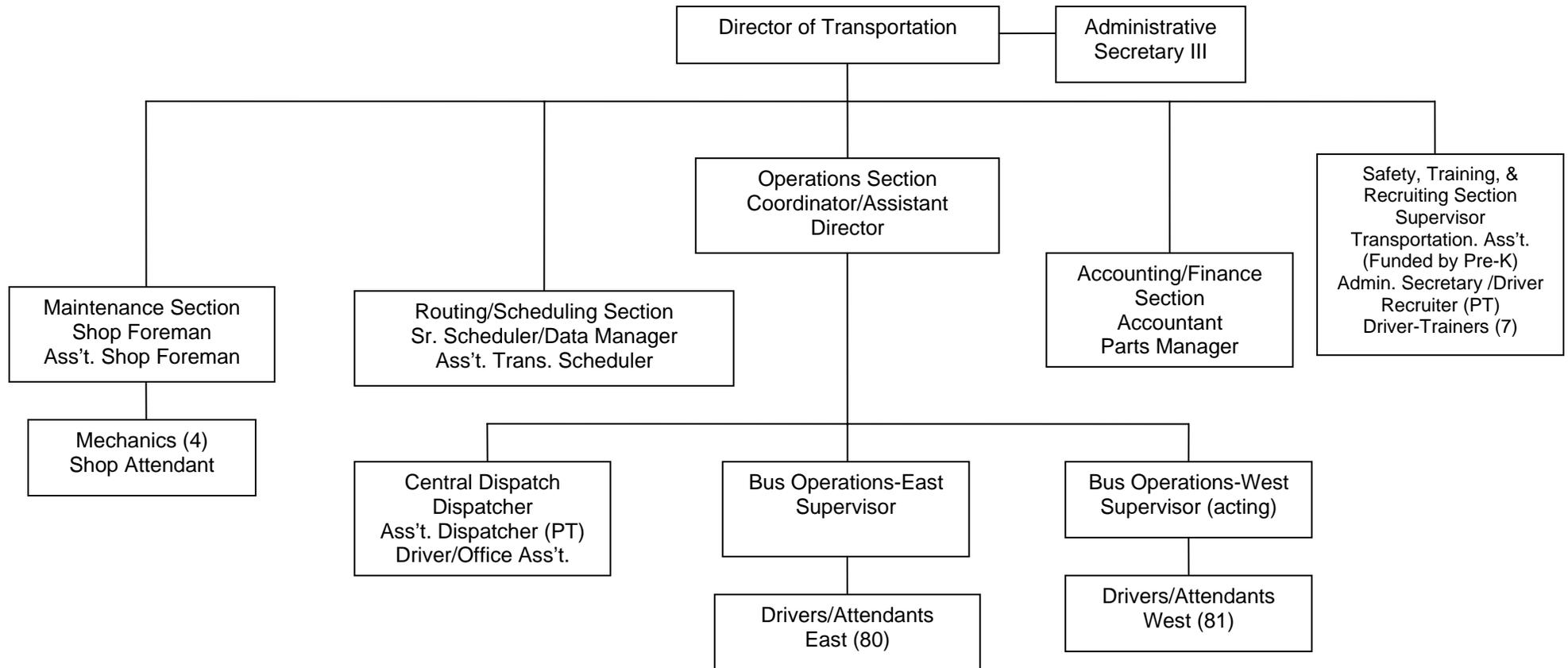
8.1 Organization and Staffing

The transportation department has been restructured within the past year to reflect the need for more proactive management of the department. Upon the retirement of the previous supervisor, a new director with several years of management experience in both public and private sector student transportation was hired. An administrative secretary who has a deep and useful understanding of the history of the division assists the director.

With so many of the buses parked off-site, it had been difficult, if not impossible, to guarantee consistent adherence to division policies and procedures. The restructuring of the department, and the addition of new supervisors, was seen as necessary to enable the department to meet the current and future needs of the division. It will be important to fill the vacant supervisor position as the division moves towards bringing the Hampton Roads Transport (HRT) services in-house.

As indicated on the organizational chart shown in **Exhibit 8-1**, the department is divided into five sections: maintenance; routing/scheduling; accounting/finance; safety, training and recruiting; and operations - containing central dispatch, bus operations-east, and bus operations-west.

**EXHIBIT 8-1
HAMPTON CITY SCHOOLS
CURRENT ORGANIZATIONAL STRUCTURE OF THE TRANSPORTATION DEPARTMENT**



Source: Hampton City Schools, transportation department, 2008.

FINDING

Turnover rates of transportation employees have decreased during the previous three school years.

Exhibit 8-2 reflects the turnover rates of full-time transportation employees as reported by the division’s transportation department.

As shown in this exhibit:

- Non-bus driver turnover in 2007-08 remained consistent with 2005-06 after a drop in 2006-07.
- Bus driver turnover remained in the single digits for the last two years.

**EXHIBIT 8-2
HAMPTON CITY SCHOOLS
FULL-TIME TURNOVER RATES
2005-06 THROUGH 2007-08**

SCHOOL YEAR	NON-BUS DRIVERS	BUS DRIVERS
2005-06	11.4%	16.1%
2006-07	2.6%	4.9%
2007-08	10.0%	6.5%

Source: HCS transportation department, 2008.

Exhibit 8-3 reflects the turnover rates of part-time transportation employees as reported by the division’s transportation department. As shown in this exhibit:

- Non-bus driver turnover decreased in each of the three years presented.
- Bus driver turnover decreased significantly from the 2005-06 to the 2006-07 school year, but returned to a higher percentage during the 2007-08 school year.
- Bus attendant turnover decreased in each of the three years.

**EXHIBIT 8-3
HAMPTON CITY SCHOOLS
PART-TIME TURNOVER RATES
2005-06 THROUGH 2007-08**

SCHOOL YEAR	NON-BUS DRIVERS	BUS DRIVERS	BUS ATTENDANTS
2005-06	36.4%	74.2%	38.9%
2006-07	16.9%	39.5%	15.3%
2007-08	9.2%	58.7%	7.0%

Source: HCS transportation department, 2008.

Full-time employees are eligible for division funded benefit programs, while part-time employees are not, which could explain why there is a discrepancy in the turnover of the two categories of employees. To address the issue of high turnover among part-time

drivers, the division recruits new employees on a year-round basis, conducting training classes on a monthly basis. Openings are posted on the division web site, promoted at area job fairs, and drop cards are distributed locally.

To maintain the recruitment pace, while improving training and safety procedures, the division recently hired a supervisor of training, safety, and recruitment. These efforts are augmented by a part-time transportation resource coordinator, and the recruitment services of the division's human resources department.

These efforts have resulted in a decrease in turnover from the 2005-06 school year to the 2007-08 school year among all of the job categories listed, as follows:

- Full-time non-bus drivers - down 12 percent; part-time bus drivers - down 75 percent.
- Full-time bus drivers - down 60 percent; part-time bus drivers - down 21 percent.
- Full-time bus attendants - down 40 percent; part-time bus attendants - down 82 percent.

COMMENDATION 8-A:

The division provides a competitive level of benefits that allows for a high retention rate among full-time employees, and for addressing the need for continued recruitment.

FINDING

The department fails to effectively communicate changes in policies and procedures to staff.

During interviews with approximately 250 drivers and attendants, several expressed concern about the increased level of oversight regarding their driving habits and pre-inspection routines. Part of this practice stems from the fact that they have had very little "hands-on" supervision, but another part of this practice relates to the way changes have been communicated.

The department's practice of introducing procedural changes to the drivers and attendants in a group setting is not effective. At the present time, group meetings are scheduled for a verbal presentation, with handouts available. Communication skills of the drivers may vary greatly, and there is some resentment of supervisors due to messages not always getting through to the intended receiver.

Failure to effectively communicate changes in outdated procedures, or explain new procedures, can result in confusion and time/effort being wasted. Clear communications would strengthen relationships in many ways. For example, there were additional concerns raised about there being no cleaning materials available for the buses, resulting in employees supplying their own. This situation could easily be addressed through improved communication.

RECOMMENDATION 8-1:

Clearly define any changes/expectations in a hand-out to be signed by the recipient.

It was apparent during interviews that while some of the employees understand why changes are occurring and the purpose of such changes, many others are not getting the message. The department supervisor should further offer staff the opportunity to meet one-on-one if they do not understand any change to promote active communication practices.

FISCAL IMPACT

The fiscal impact of implementing this recommendation is associated with the printing and distribution of the hand-out, and the time it will take to meet with a limited number of individuals. Since the specifics are not known at this time, it can only be estimated that two hours per change would be needed by the supervisor and staff involved.

8.2 Policies and Procedures

The transportation department operates under several board policies. According to their policies, transportation services are provided to both traditional and year-round school buildings, under the following conditions:

Pre-school Students: Transportation will be provided to designated pick up address and one designated delivery address. The parent or designated adult must accompany the student to and from the bus stops.

Elementary Students (kindergarten through grade 5): Transportation will be provided for all elementary students who live more than one-half mile from the school in which they are zoned to attend. Bus stops are located at corners wherever possible unless there is a hazardous situation. Walking distance to a bus stop can be up to one-half mile. The parent or designated adult is expected to accompany the student to and from the bus stops. All kindergarten students must be accompanied by the parent or designated adult to and from the bus stop.

Transportation will be provided to fundamental elementary schools for kindergarten students, their siblings, and students who have been accepted for enrollment who reside within the zone for their respective fundamental school.

Parents or guardians will be responsible for transportation for those students attending a fundamental school who live outside of the school zone, unless required by an individualized education plan (IEP).

Middle and High School Students: Transportation will be provided for students who live more than one mile from the school which they are zoned to attend. Walking distance to a bus stop can be up to one (1) mile. Transportation will not be provided to students attending a fundamental middle school unless required by an IEP.

Students with Disabilities: Transportation will be provided for students enrolled in and attending a special education program as required by the IEP.

Magnet Programs: Transportation will be provided for students enrolled in designated magnet programs.

The division has developed a wide variety of procedures to enable the department to implement the policies, many of which we will focus upon in their respective sections of this report. Two primary procedures that drive the transportation program relate to the provision of services, as follows:

- 1) For pre-K thru grade 5, and students with disabilities, transportation is provided by department employees using a fleet of division owned yellow school buses.
- 2) For grades 6 -12, transportation is provided under contract with Hampton Roads Transit (HRT).

The comments made during administrative interviews, coupled with comments made during the open house, were all very complimentary towards the cooperation and level of service provided by the division transportation department (yellow buses). Comments like “very good working relationship,” “parents love the drivers,” “very responsive,” “much, much better this past year,” “committed staff” are all indicative of a high level of satisfaction.

Exhibit 8-4 illustrates the satisfaction of the staff with the yellow bus service. MGT consultants were told that negative comments made were in reference to the transit service.

The comments made during these same meetings, regarding the services provided by the HRT fleet, were the exact opposite. Comments like “not geared towards students,” “not timely,” “several breakdowns,” “lots of injuries due to standees,” are all indicative of a low level of satisfaction. It is true that a transit operation, with fixed public routes and transit style buses, is not structured to provide the same level of services as a yellow school bus fleet.

**EXHIBIT 8-4
COMPARISON OF SURVEY RESPONSES WITHIN THE DIVISION
TRANSPORTATION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Students are often late arriving at or departing from school because the buses do not arrive at school on time.	16/28	39/45	32/50
The division has a simple method of requesting buses for special events and trips.	43/1	91/5	48/11
Bus drivers maintain adequate discipline on the buses.	31/6	43/36	22/16
Buses are clean.	30/0	77/9	35/4
Buses arrive early enough for students to eat breakfast at school.	37/4	68/16	50/16
Buses are safe.	47/4	66/21	35/13

Source: MGT survey results, 2008.

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

FINDING

To implement the division's policies, the transportation department has developed the following mission statement:

We, at pupil transportation, believe in the inherent worth and dignity of each individual, and that each employee has the capacity to develop attitudes and values that enable them to safely transport the students of Hampton City Schools. We believe that the mission of the transportation department is to develop a program that will allow safe and timely transportation of students to and from school and activities. We further believe that the transportation department, schools, and community must have a positive, effective working relationship based upon trust, cooperation, understanding, interest, and mutual respect.

The department has also developed the following objectives:

- Provide transportation in a safe and timely manner.
- Provide staff development and training which enables each bus driver and assistant to understand the scope and responsibility of the job/position.
- Provide training which enables each bus driver and assistant to be as safe on the road as possible.
- Actively seek the support of schools and community in helping each bus driver and assistant develop to his/her fullest potential.

COMMENDATION 8-B:

The transportation department has developed a framework to effectively operate and set a high standard for working together to achieve departmental goals and objectives.

FINDING

The division is committed to bringing the outsourced middle and high school transportation services in-house.

The division has a long history of providing transportation services for grades 6-12 under a contract with HRT, with the most recent contract dated June 9, 2004. In a letter dated June 11, 2008, the division notified HRT that it intends to terminate the contract for the 2010-11 school year. Given the different needs and requirements of school bus and transit transportation programs, MGT supports this change but cautions the division that additional funding may be necessary, primarily due to overlapping bell time schedules currently in use (see current and suggested bell times with resultant fiscal impact in **Section 8.3**). The division has three options, detailed below:

Option 1 - Keeping the current bell time structure in place: The division operates 88 school buses on routes designed specifically for transporting approximately 9,000 regular education PK-5 students (and another 73 buses to transport 839 special education students) on a two-tier bell schedule. HRT operates 78 transit buses on fixed public routes, transporting approximately 8,000 regular education grades 6-12 students on a two-tier bell schedule. The two two-tier schedules overlap. If the division leaves the current bell structures in place when it brings the HRT routes in-house, it will have to hire 78 drivers and purchase 78 new buses.

Option 2 - Convert the bell times to a triple tier structure: Using the Edulog routing software, the transportation department estimates that a three-tier bell structure designed for maximum efficiency would require an additional 20-30 route buses. The division would need to hire more drivers, most working eight hours/day. Comparing estimated increases in division operating costs with estimated increases in HRT costs (found in their report *Hampton Residential Service Compatibility Analysis*), the division should see improved services from the all yellow bus fleet, at no cost increase.

Option 3 - Convert the bell times to a quad tier structure: Using the Edulog routing software, the transportation department estimates that a four-tier bell structure designed for maximum efficiency would require no increase in route vehicles, and perhaps a slight decrease (5 buses). The division could operate with the current level of staffing, with most drivers working eight hours/day. Comparing the resulting division operating costs, with the elimination of the projected HRT costs, should result in improved services with significant savings. If quad tripping is only utilized for one year, the savings generated could be enough to pay for the acquisition of the buses needed for a triple-tripped fleet the following year; if utilized for two years, savings generated could be enough to pay for a new facility.

Failure to address the need for a more efficient routing/bell time schedule could result in a significant cost increase. A well-designed transition plan is needed to improve services at similar, or less, operating costs.

RECOMMENDATION 8-2:

Initiate an internal study of the various bell time scenarios and select the combination of ride times with operating costs that best meets the needs of the division.

The division not only needs to address the issue of converting the HRT service to a school bus service, but as noted in **Section 8.6**, it needs to also address the issue of a new transportation facility. In order to fund the new facility, and the purchase of additional buses, we recommend that Option 3 be given serious consideration, if only for two years. If quad tripping is only utilized for one year, the savings generated may be enough to pay for a new facility; if utilized for two years, savings generated may be enough to pay for the acquisition of the buses needed for a triple-tripped fleet the following year.

FISCAL IMPACT

The fiscal impact related to implementing this recommendation is associated with staff time needed to research the various alternatives. The transportation department has done some preliminary work on bell time adjustments, but is in need of administrative guidance regarding the level of detail needed to provide enough information for the administration and board to make a decision. Accurately predicting the staff/fleet needs of the various alternatives could take several weeks of work. Cost estimates based upon the preliminary projections made to date can be found in **Section 8.3** of this chapter.

8.3 Routing and Scheduling

All pre-k to grade 5 students are transported on HCS yellow school buses, while grade 6-12 regular education students are transported on HRT transit buses. All students are scheduled by the routing/scheduling section, with such information provided to the building principals, as of 2008-09, and HRT. The HRT supervisor stated that in the past, such information was not made available, which hampered their planning, as they didn't know how many students would be showing up at the various bus stops. According to the transportation department, this was the first year HRT requested such information. Given that HRT will be transporting HCS students for another school year, the division transportation director plans to meet with the HRT superintendent of transportation to ascertain what information would be most helpful to their fleet planning and scheduling. The better they can predict ridership, the better chance they have of improving service.

The students and buses are scheduled for transportation utilizing the popular routing software package, Edulog. Within the student transportation industry, Edulog is considered to be a very capable system, but it requires the skills and capabilities of someone familiar not only with software, but with transportation as well. The two individuals that operate the program both seem knowledgeable about its capabilities, and were recently trained on the redistricting module. Both schedulers stated that they have sufficient hardware to operate the program. The division continues to provide them

with opportunities for training, as that knowledge is essential to reaping the benefits of any new software development.

FINDING

There is a misunderstanding about the changes made to route sheets among drivers. The department requires that drivers test their routes before the start of school, and submit back any errors on the routes, which can include but is not limited to wrong addresses, and wrong street directions, wrong time assignments.

The department makes the changes and gives the drivers new route sheets. However, according to over 50 percent of the 246 drivers/attendants, when the revised route is altered (adding a new student, a new stop, etc.), the new route sheet reverts to the original route made prior to any adjustments. The software schedulers state that this is not possible, as the software has no individual route sheet memory.

This needs to be addressed so that drivers continue to provide updates to the department, keeping route sheets accurate. When substitute drivers take a route, they rely upon this information being current.

RECOMMENDATION 8-3:

Test the route sheet process to verify and validate that changes are accurately reflected.

Given the drivers strong opinion that the software has this problem, there is a thin line between fact and fiction of the system's capabilities. It is important to eliminate the rumors about the inaccuracy of the route sheets, so that updates can be made as necessary, as opposed to fostering the attitude that "changes do not matter". When these situations arise, students pay the price. This is especially true when a substitute driver takes a run and does not know the routes normally taken.

FISCAL IMPACT

The fiscal impact related to implementing this recommendation is associated with staff time needed to input the changes and print revised routes. It is estimated that 20 hours of staff time is needed to test the system.

FINDING

Due to a long history of having access to two fleets, overlapping bell time schedules have been in use for years. This is obviously not as efficient as having a single fleet transport all of the students on a varied bell schedule.

Exhibit 8-5 illustrates the effect of the overlapping bell times.

- It is readily apparent from reviewing this exhibit that 166 buses are in use to transport approximately 17,000 students, on essentially a two bell time schedule.

- The high school and the first run of elementary schools start and end their day within 10 minutes of each other.
- The middle school and the second run of elementary schools start and end their day within 10 minutes of each other.

**EXHIBIT 8-4
HAMPTON CITY SCHOOLS
OVERLAPPING BELL TIMES
2007-08**

SCHOOL LEVEL	BELL TIMES*	NUMBER OF STUDENTS	NUMBER OF BUSES	TOTAL CAPACITIES
HS	07:50-14:39	8,000 General Ed	78 double tripped transit buses	78 x 50p x 2 =
MS	08:45-15:15			7,800 students
ES1	08:00-14:35	9,000 General Ed	88 double tripped school buses **	88 x 50p x 2 =
ES2	08:55-15:25	1,000 Special Ed		8,800 students

Source: Calculations based upon data submitted by the HCS department of transportation, 2008.

* Based on a 24-hour clock.

** 161 total buses, with 88 on regular runs and 73 on special education runs.

The division operates a fleet of varied seating capacities, with most of the purchases made in the last five years being 65 passenger buses. Looking at the seating capacities on **Exhibit 8-5**, an average of 50 students per bus is used due to the varying sizes of students at different grade levels. A school bus seat is 39 inches, or 13 inches per student. While this is adequate at the early grade levels, it does not accommodate most students beyond 4th grade. With 88 buses on the road, the pre-school can accommodate approximately 4,400 students. As shown in the exhibit, two-tier results in a fleet capacity of 8,800 students; three-tier would result in a fleet capacity of 13,200, with four-tiers accommodating 17,600 students.

If the division remains two-tiered, it would need to purchase 78 buses to replace the HRT fleet, at an estimated cost of \$5,850,000 (78 x \$75,000 each), bringing the total fleet to 239 buses (88 regular education buses, 73 special education buses, and 78 HRT replacement buses). If the division moves to three-tiers, the Edulog software indicates an additional 20-30 buses would need to be purchased. Using 25 buses as an estimate, the cost would be approximately \$1,875,000 (25 x \$75,000 each). If the division moves to four-tiers, the Edulog software indicates that no additional buses would be needed, with a possible reduction of up to five buses, depending upon the time spread between the bell tiers.

Assuming that maintaining the two-tiers is not an option being considered (Option 1 in the previous section), to evaluate the cost implications of the three and four-tier bell time configurations, it is first necessary to establish the current cost per route bus.

Exhibit 8-6 details the costs of the current two-tier school bus operation, including labor related costs. Due to variable replacement rates and new vehicle acquisitions, MGT has modified these costs by removing the actual costs for that year and replacing them with the amortized cost of a new vehicle.

**EXHIBIT 8-6
HAMPTON CITY SCHOOLS
TRANSPORTATION COSTS
2006-07**

DESCRIPTION	ANNUAL COSTS	COMMENTS
2007-2008 Total Cost	\$10,325,499	
HRT Contract Cost*	(2,092,075)	
Capital Replacements	(555,828)	
Capital Additions	(556,968)	
Average Fleet Replacement	(161 buses) +805,000	\$75,000 amortized 15 years
Total Adjusted Cost	\$7,925,628	
Number of Route Buses		161 total buses: 88 general, 73 special
Average Cost Per Route Bus	\$49,228	

Source: HCS pupil transportation verification report, November 2007.

* According to the HRT Compatibility Analysis, current HRT costs for 78 buses equate to \$26,821/bus. Proposed 2010-11 costs are \$3,185,364, or \$40,838/bus. These costs are for a "shared" bus, as HRT gets use of these buses beyond the estimated four hours/day that the division uses them.

Exhibit 8-7 provides a comparison with the peer divisions of operating costs per student and per mile:

**EXHIBIT 8-7
TRANSPORTATION OPERATING COSTS
2006-2007**

DIVISION	NUMBER OF STUDENTS	OPERATING COST PER STUDENT	OPERATING COST PER MILE
Hampton	11,868	\$588	\$2.99
Lynchburg	6,393	\$543	\$2.19
Newport News	23,547	\$597	\$2.78
Norfolk	19,829	\$502	\$2.97
Portsmouth	10,059	\$532	\$4.32
Roanoke	7,140	\$760	\$2.44

Source: Virginia Financial Summary 2006-2007.

Exhibit 8-8 details the estimated cost of a three-tier program (Option 2 in the previous section), considering several factors noted therein:

**EXHIBIT 8-8
HAMPTON CITY SCHOOLS
ESTIMATED THREE-TIER COSTS
AS OF OCTOBER 2008**

DESCRIPTION	ANNUAL COSTS
161 buses @ \$49,228	\$7,925,708
25 add'l. buses @ \$49,228	\$1,230,700
186 x 1.5 hrs x 180 days	\$1,393,884*
Total Adjusted Cost	\$10,550,292

Source: Calculations based upon data provided by the HCS department of transportation, 2008.

* Assumes all drivers will work an extra 1.5 hours/day due to extended bell times. Calculated \$22.50/hr. as a base rate, plus 23.36% for benefits. Health costs were not added as they are already factored into the cost per bus.

Although the cost of a combined three-tiered system is higher than that of the current two-tiered yellow bus system, it is less than the projected cost of staying two-tiered with two fleets.

Exhibit 8-9 indicates the estimated cost of continuing the two-tier bell and maintaining the HRT contract.

**EXHIBIT 8-9
HAMPTON CITY SCHOOLS
ESTIMATED COSTS OF CONTINUING CURRENT TIERS
AS OF OCTOBER 2008**

DESCRIPTION	ANNUAL COSTS
161 buses @ \$49,228	\$7,925,708
HRT projected cost	\$3,185,364*
Total adjusted cost	\$11,111,072

Source: Calculations based upon data provided by the HCS department of transportation, 2008.

* HRT Compatibility Analysis

Comparing these costs, it is estimated that a complete yellow fleet will cost the division \$11,077,807, as compared to the combined HCS/HRT fleet costing \$11,507,357. Based upon these estimates, Option 2 could reduce costs by \$429,550 while improving the level of services. Three-tier bell times as configured would require bell times starting at 7:50am for the first tier and end at 4:05pm for the third tier.

Exhibit 8-10 indicates that a four-tier system (Option 3) could transport all students of the combined program using the existing fleet using current dollar levels.

**EXHIBIT 8-10
HAMPTON CITY SCHOOLS
ESTIMATED FOUR-TIER COSTS
AS OF OCTOBER 2008**

DESCRIPTION	ANNUAL COSTS
161 buses @ \$49,228	\$7,925,708
161 x 1.5 hrs x 180 days	\$1,206,534*
Total Adjusted Cost	\$9,132,242

Source: Calculations based upon data provided by the HCS department of transportation, 2008.

* Driver day 1.5 hours longer

Comparing these costs, it is estimated that a complete yellow fleet will cost the division \$9,588,854, as compared to the combined HCS/HRT fleet costing \$11,507,357. Based upon these estimates, Option 3, converting the bell times to a quad tier structure, could reduce costs by \$1,918,503 while improving the level of services. Four-tier routing as configured would require bell times that start at 7:25am for the first tier and end at 4:30pm for the fourth tier.

RECOMMENDATION 8-4:

Convert to a three- or four-tier schedule (option two or three), to transport students on yellow buses while decreasing costs.

Staying two-tiered (option one) is not really an adequate option due to the high costs associated with purchasing/operating an additional 78 buses, or even staying with HRT. Of the five peer divisions, three operate three-tier programs (Lynchburg, Norfolk, and Portsmouth) while two operate two-tier programs (Newport News and Roanoke City). Operating four-tiers (option 3) would reduce costs significantly, but require a very early start and late end to the school day. It may be considered as a short-term option (1-2 years), as a means for generating savings to pay for a facility, and fleet acquisition.

FISCAL IMPACT

The fiscal impact related to implementing the three-tier option as noted above has potential annual savings of \$560,780. This is realized by subtracting the estimated costs of \$10,550,292 found in **Exhibit 8-8** from the estimated costs of \$11,111,072 found in **Exhibit 8-9**. The fiscal impact related to implementing the four-tier option as noted above has potential annual savings of \$1,978,830. This amount is realized by subtracting the estimated costs of \$9,132,242 found in **Exhibit 8-10** from the estimated costs of \$11,111,072 found in **Exhibit 8-9**. For the purpose of this report, MGT is using the three-tier approach for the fiscal impact due to practicality of effort.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Three-tier Routing	\$560,780	\$560,780	\$560,780	\$560,780	\$560,780

8.4 Shared Services

Shared services, as they pertain to transportation, involve the sharing of resources and capabilities by participants having similar operational and/or procedural functions. Shared services generally produce efficiencies and cost savings among participants.

FINDING

The division has a long history of participating in shared services, and is currently involved in three forms of shared services related to transportation:

- **Southside Virginia Purchasing Consortium** - operated by the Cortez Management Corporation. The transportation purchases vehicles, parts and supplies through this group. The department reports parts costs of \$.24/mile, which is within the range of \$.15 - .30/mile that is seen nationally (\$563,458 divided by 2,333,319 miles).
- **City of Hampton** - the division uses their fuel station and is billed monthly according to actual usage. The division also rents this facility from the city.
- **Hampton Roads Transit (HRT)** - the division shares their vehicles under a contract for the provision of transportation services of middle school and high school students.

The division expresses satisfaction with the purchasing consortium, and the city fuel pumps are convenient, although the transportation facility is in poor condition. HCS has given written notice of termination of the HRT contract, due to rising costs and issues associated with student discipline, overcrowding, and late arrival. These issues relate to the fact that HRT is operating a transit service, not specifically geared to student transportation.

RECOMMENDATION 8-5:

Consider seeking other types of shared services with Hampton Roads Transport (HRT).

As the division fleet grows, it will require access to expanded resources, several of which HRT has in place:

- Large fuel facility - as the division fleet grows, using the city fuel station alone might be time constraining.
- Body and paint shop - rather than send this work out, perhaps the division could either contract with HRT, or rent the space and do the work themselves.
- Large vehicle drive-thru wash - if a reasonable price can be worked out, this would be more efficient than hand washing the buses, as now occurs.

FISCAL IMPACT

The fiscal impact related to implementing this recommendation would involve approximately 80 hours of the director's time to evaluate the potential for expanded shared services with HRT, and could result in reduced expenditures in the future for the division.

8.5 Training and Safety

The division recently created the position of safety, training, and recruitment supervisor. This individual has the responsibility of monitoring all safety issues related to student transportation, investigating all accidents/incidents, filing related reports with the Virginia Department of Education (VDOE) and local law enforcement offices, and tracking all related data. This position also oversees the recruitment of drivers and attendants, with the assistance of a part-time secretary/recruiter.

The drivers receive a comprehensive employee handbook developed specifically for transportation staff, and the new supervisor has augmented that with a seven page handout dealing with accident/incident regulations, which is accompanied by several useful forms to be completed by the driver at the time of the accident/incident. One of the supervisor's first tasks was to sort and organize several years of accident/incident records, to establish a base from which to measure the success of the new initiatives. This process led to the formulation of the revised accident/incident reporting procedures.

The supervisor has also implemented procedures related to driver observations, driver spot check, and a pre-trip magnet, whereby a bus is selected at random for placement of a readily identifiable magnet at a spot where it should be found during the daily pre-trip inspection. Most of the buses are parked off-site, so this process was implemented as a means of tracking compliance with pre-trip procedures. While MGT applauds these efforts at improving the safety of the operation, the department needs to use caution when introducing too many changes within a short timeframe. Phasing in changes will likely get better results than imposing too many at the same time.

FINDING

The department utilizes a three-part bus discipline report form - one part for the driver, another for the principal, and one part for transportation files; however, staff utilize a two-part form for maintenance requests.

As is often the case in many schools, the drivers report that they rarely get feedback on the forms they submit. As a result, they are hesitant to submit them, stating that it will be a waste of time.

The issue is that by the time they do reach a breaking point and submit the form, they often expect an immediate, firm response, forgetting that for the principal or the mechanic this may be the first notification of a problem. If this is not addressed, the drivers might fail to submit written documentation. A more practical solution is to increase the number of pages on the form.

RECOMMENDATION 8-6:

Start using a four-part form for discipline issues, and a three-part form for maintenance.

The driver should keep a copy of the form when it is submitted, and should receive a feedback copy upon completion of the form. If, as is often the case, the principals or mechanics feel that the forms are not being completed in a manner sufficient to enable them to do their job, then a training session should be conducted in the proper use of the form so that the forms are completed with clarity and consistency.

FISCAL IMPACT

The fiscal impact related to implementing this recommendation would involve the cost of modified forms, and since they would be replacing existing forms, the additional cost should be approximately \$1,000 per year.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Use Four-Part Discipline Form and Three-Part Maintenance Form	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)

8.6 Facility Needs

The division rents the transportation facility from the city, reportedly for \$1 per year. The facility is far too small for a transportation program of this size, and the building is in poor repair. The majority of the buses park off-site, precluding the supervisors from meeting reasonable suspicion observation/ testing guidelines as determined by Federal Motor Carrier Safety Administration regulation # 49 CFR 382. The off-site parking also affords little safety and security, as most locations are not lighted or secured. According to the department, until recently there was no accounting for where all of the buses were parked, so the drivers are being required to complete an off-site parking application, providing the location, and permission of the property owner to park there.

The transportation office area has been expanded over the years to accommodate the growth of the operation, with offices created from other uses - a former parts room is now two small offices, with some of the parts stored outside in locked storage areas. There is one men's bathroom, and one women's bathroom, to accommodate the entire department of close to 300 office staff, shop staff, drivers, and attendants.

The shop has five bays, a small parts room, and the shop foreman's office. Due to low ceilings, there are no lifts for the vehicles. A total of 311 vehicles are maintained out of this facility - a yellow fleet of 182 buses, and a white fleet of 129 other division vehicles. There is very limited parking for spare buses, or for buses awaiting maintenance.

FINDING

The transportation facility is inadequate, outdated, and in need of repair or replacement. Of the peer divisions, only Norfolk leases their transportation facility from the city, as does Hampton. The other peer divisions (Lynchburg, Newport News, Portsmouth, and Roanoke) all own their facilities.

Due to off-site parking, drivers can go days, and sometimes weeks, without coming into the office. A drive-by drop box is available for drivers to drop off paperwork without having to park and come into the office, as on many days that is not possible. Due to the limited parking, it is often necessary to move two or three buses in order to get to the one needed.

The department cannot adequately supervise the drivers if they cannot have daily contact with them. As the program expands by bringing in the HRT transportation, the situation will likely worsen.

Federal Motor Carrier Safety Administration, Regulation Part 382 - Controlled Substances and Alcohol and Testing, CFR382.307 states, "An employer shall require a driver to submit to an alcohol test when the employer has reasonable suspicion to believe that the driver has violated the prohibitions of subpart B of this part concerning alcohol. The employer's determination that reasonable suspicion exists to require the driver to undergo an alcohol test must be based on specific, contemporaneous, articulable observations concerning the appearance, behavior, and speech or body odors of the driver." For the majority of school bus fleets, this observation takes place when the driver reports for duty, gets his route assignment and picks up his keys. This does not happen at HCS, due to the off-site parking.

The vast majority of school transportation programs have onsite parking. This facilitates the observation of drivers as they complete their pre-inspection procedure, and allows for adequate security of the fleet.

The Transportation Security Administration has identified school buses and motor coaches as possible targets of terrorists. Under a grant from the Department of Homeland Security, the American Bus Association has prepared a "Security and Emergency Preparedness Plan". Under condition green (low threat), it advises bus operators that "Obstacles and barriers provide the ability to prevent, discourage, or delay entry into the protected space at its outer boundaries." Sample security measures to implement include suggestions to:

- Install a fence around the site.
- Fenced sites should have a "clear zone" inside and outside the fence for unobstructed observation; fenced-in sites should have the capability to have locked, secure gates.
- Install a security alarm system.
- Have sufficient lighting in and around the site.

None of these recommendations can be adhered to given the current facility constraints.

RECOMMENDATION 8-7:

Construct or purchase a new transportation facility to accommodate the program.

Operating out of a facility designed specifically for transportation will enable the department to properly manage the staff and maintain the fleet more efficiently.

The division should work with a local architect familiar with this type of construction, but the following guidelines should be considered:

Maintenance area:

- Bays should be a minimum of 16 feet wide and 50 feet long - longer if maintaining buses larger than the standard 65 passenger. The height of the bays should be no less than 18 feet, to accommodate a bus on a lift. We suggest one maintenance bay for every 40 buses, plus a bay for repairing other division vehicles, a bay dedicated to preventative maintenance (PM's), and a wash bay, unless a separate facility is used for washing.
- Lifts are used to allow the mechanics to work on a vehicle without having to crawl under it. They improve the productivity in the shop by eliminating the need to jack up the front or back of the vehicle and use creepers to get at the areas being serviced. There are two popular types of lifts: dual-post hydraulic lifts and electro-mechanical mobile lifts. The dual-post lift is permanently constructed in the repair bay, while the mobile lift consists of four individual lifts connected to each other electronically and controlled as one system. The standard 36,000 lift will meet the needs of the division fleet. We suggest that two of the four maintenance bays have lifts - one dual post and one mobile. The bay for repairing other division vehicles should have a lift as well, but should be an adjustable lift to facilitate work on smaller vehicles.
- An overhead oil/lube system should be installed and available to all bays.
- A secured parts storage room should be an essential part of the shop, with the size depending upon the amount of inventory in stock. With the advent of same day - next day delivery, this room should not have to exceed 1,000 square feet.
- One floor drain should be provided for each bay, with two in the wash bay. Oil and water separators would need to be installed in the drain lines. Most municipalities require this, and if the facility is connected to the municipal water system, a backflow preventer may also be required.
- To maintain safe air quality:
 1. Install a low wall exhaust system to draw air from the floor level, which is where carbon monoxide (heavier than air) settles.

2. Provide a means for venting the exhaust from the vehicles directly to the outside.
3. Provide supply air at the ceiling level.
4. Install carbon monoxide detectors with audible and visible alarms.

Office area:

- The individual office sizes will vary according to the job function, but generally should not be less than 120 square feet. The more people occupying the space, the larger it should be.
- There should be three staff areas - one for the office staff, one for the shop staff, and one for the drivers/attendants. Ideally, there would be a common area with a kitchenette, which the three staff areas would adjoin. The drivers/attendants area should be large enough to comfortably accommodate 10-20 percent of the staff at one time, but not be so comfortable as to encourage hanging around.
- For a program of this size, there should be a training room which can accommodate 10-20 percent of the staff at one time in a classroom setting. For larger gatherings, other division facilities should continue to be utilized.
- Lavatory facilities should meet ADA guidelines and be large enough to accommodate the number of staff for which the space is being constructed.

Parking:

- A typical 40 foot bus will require a 14 foot wide parking space, or approximately 910 square feet.
- A typical car requires approximately 350 square feet of parking. The number of car spaces should be at least equal to the number of buses in the fleet, plus space for the maintenance and office staff. MGT suggests that driveways for the bus and car areas be kept separate, to improve traffic flow at peak times. As a guideline, 125,000 square feet of parking for every 100 buses in the fleet should be sufficient.
- Security should be considered, with the entire parking area well lit and the bus parking area fenced with operable gates.

FISCAL IMPACT

The fiscal impact related to implementing this recommendation would involve the cost of land acquisition and construction. The division should work with their architect to develop the design and provide cost estimates. There may also be opportunities to buy or renovate existing commercial facilities, or former military facilities.

8.7 Fleet Maintenance and Utilization

8.7.1 Fleet Maintenance

According to the asset list provided by the department, the division operates the transportation program with a fleet consisting of 182 school buses, including spares. The shop maintains these vehicles and 129 other division vehicles. The bus fleet varies in age, size and manufacture - from 1995-2009, from 65-77 person capacity, and from Thomas, AmTran, and International. Purchases for the last six years have standardized on a 65 person capacity from International, although four 77 person capacity were purchased for this year. There are also a variety of seating configurations for lift buses to accommodate wheel chairs.

Exhibit 8-11 shows the replacement cycle of the school bus fleet has been sporadic.

**EXHIBIT 8-11
HAMPTON CITY SCHOOLS
BUS PURCHASES
1994-05 THROUGH 2008-09 SCHOOL YEARS**

YEAR	NUMBER PURCHASED
1995	14
1996	12
1997	1
1998	0
1999	25
2000	34
2001	0
2002	0
2003	30
2004	15
2005	10
2006	5
2007	7
2008	19
2009	10
15 YEARS	182
Average/Year	12

Source: HCS transportation department, 2008.

Considering the oldest bus to be 15 years, and the newest bus to be one year of age, the average age of the bus fleet is 7.94 years. The division has a replacement policy that it is attempting to follow, which states that no bus shall exceed 15 years of age. This policy would result in the need to replace at least 12 buses per year, for an average age of 7.5 years. The division is on target to do so, but will have to anticipate the “bubble” in age due to the heavy purchases in 1999 and 2000. Maintaining a 15 year age cap effectively keeps buses no older than 14 years on routes, with the 15 year old buses used as spares.

The HCS fleet is maintained by a shop foreman, four mechanics, and a shop attendant. Staffing levels consider the non-yellow vehicles as one-half of the yellow vehicles, as

they do not require the same level of attention. The shop foreman is not considered a hands-on mechanic, and is typically not on the floor on a regular basis. With 182 buses, and 65 other vehicles (half of 129), the division has a bus to mechanic ratio of 49:1 (247 vehicles/5 mechanics). The majority of school divisions nationally staff the shop with a ratio of 20 or 30 to one, with the colder climates being heavier staffed. At 49:1, the department finds itself in the position of being understaffed as compared to national averages.

FINDING

The maintenance department does not have enough mechanics to effectively maintain the fleet.

According to the 2008 Maintenance Survey conducted by School Bus Fleet Magazine and published on page 16 of their March 2008 issue, the average school bus operation has one mechanic per 18.7 buses. Although there has been no definitive study regarding the effect of high ratios to the quality/quantity of maintenance, it stands to reason that varying too far from the average may result in maintenance issues. To strengthen HCS' maintenance program, an additional three mechanics need to be hired. However, the facility is not conducive to increasing the number of staff working on the current shift structure. MGT suggests that an evening shift be considered, with two to three mechanics working 2:00 p.m. - 10:00 p.m. This is typically a good time for performing preventative maintenance work, and would alleviate some of the workload during the day.

RECOMMENDATION 8-8:

Increase the staffing in the shop by three mechanics.

Given the impending budgetary restraints, two mechanics should be hired for the 2009-10 school year, with a third mechanic hired when the division brings in the HRT transportation program. This recommendation should assist the division in effectively maintaining the transportation fleet.

FISCAL IMPACT

The fiscal impact related for this recommendation is \$41,090 per maintenance worker. The total cost over a five-year period is \$575,260 due to the phased in approach.

These dollars are based on \$12.93 per hour for a year-round position plus 23.4 percent benefit rate and a \$7,902 fixed fee.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Increase Staffing by Three Mechanics	(\$82,180)	(\$123,270)	(\$123,270)	(\$123,270)	(\$123,270)

FINDING

It was reported by the department that none of the mechanics are automotive service excellence (ASE) certified school bus mechanics. Within the transportation industry, this certification is highly regarded as a method for ensuring that the individual is knowledgeable about the type of vehicles he/she works on, and is current in the latest technology for maintaining and repairing these vehicles.

ASE certification is an important management tool for ensuring the division stakeholders that industry professionals are maintaining the fleet. The school bus technician certification process tests in seven areas: body systems, diesel engines, drive train, brakes, suspension/steering, electrical/electronic systems, and air conditioning systems. The National Institute for Automotive Service Excellence is based in Leesburg, VA, and has over 700 test sites nationally. This testing is an excellent way of determining a mechanic's qualifications, and should be an important factor in building a strong maintenance team. Should the division ever wish to become an authorized warranty shop for the manufacturer of the buses it purchases, this will be one of the criteria used to determine the qualifications of the department. This would enable the shop to be compensated by the manufacturer for repairs done in-house on buses still under factory warranty.

Failing to have ASE certified mechanics on staff, coupled with the high vehicle to mechanic ratio and the inadequate facility, could make the division vulnerable in the event of an accident that could have been prevented with a stronger maintenance program.

RECOMMENDATION 8-9:

Encourage mechanics to achieve ASE certification.

The division should give staff a set time frame for certification, and reimbursing them for their out of pocket expense; and make it a condition for new mechanics seeking employment.

A well trained ASE certified mechanic can more accurately diagnose problems, and can have a significant impact upon the parts replacement and equipment repair program of any maintenance program.

FISCAL IMPACT

The fiscal impact related to this recommendation would be limited to the cost of the testing. At the present time, registration is \$32.00, and each of the seven tests is \$27.00. The total cost per mechanic would be \$221 ($7 \times \$27 = \$189 + \32). For the four mechanics and the foreman, the total cost would be \$1,105 ($5 \times \221). If two new mechanic positions are hired as recommended, the total cost would be \$1,547. The mechanic position recommended in 2010-11 should already have certification. To maintain their certification, they must be recertified every five years to ensure that they are staying current in the industry.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
ASE Certification	(\$1,547)	\$0	\$0	\$0	\$0

FINDING

The maintenance section does not have a computerized fleet maintenance software system.

In order to accurately determine vehicle replacement, the shop must have the ability to track parts and labor costs. Although the cost of parts, and time involved in the repair, are entered in the vehicle paper file, there is no way to track the ongoing cost of maintenance, short of sorting through years of data and tracking information and costs manually.

Failure to purchase and maintain this software deprives the department of the ability to automate maintenance schedules, accurately track true costs per vehicle, predict breakdowns due to maintenance trends of a vehicle, and select vehicles for replacement based upon hard data, not just age/mileage. The Potomac School (VA), Russell County Public Schools (VA) and the Malone Central School District (NY) successfully maintain their fleets using vehicle maintenance software.

RECOMMENDATION 8-10:

Purchase vehicle maintenance software.

Several good software packages designed specifically for school buses are readily available. Edulog offers a package, and other industry favorites are available from EasyBus. The data is typically entered daily by the parts manager.

FISCAL IMPACT

The fiscal impact related to this recommendation would be the cost of the software, and the computer hardware necessary to operate it. The software cost varies by supplier, but should be less than \$10,000. The software purchased will determine the hardware requirements, but the division should plan on three workstations at an estimated cost of \$2,000 each - one for the foreman, one for the parts manager, and one in the shop so that the mechanics can enter data.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Purchase Vehicle Maintenance Software	(\$16,000)	\$0	\$0	\$0	\$0

8.7.2 Utilization

In order to measure the effective utilization of the fleet, one must consider the number of runs/trips buses make. The HCS fleet of yellow buses operates on a two-tier system. Under true double tripping, the fleet makes two trips throughout the division, transporting different grade levels at different times. Three factors usually drive this decision: sports, distance, and late or after school activity periods. However, the reality of school bus

routing is that there are very few examples of true routing, whether it be single, double, or triple. The reasons are varied, but are usually caused by the following:

- Fluctuating enrollment levels.
- Age and size of students at each grade level.
- Specific programs offered at different buildings (ie: breakfast, band, etc.).
- Growth in special needs programming.
- Employment agreements with teachers and drivers.
- Fleet configuration.
- Geographic size of the division.
- Federal/State mandates (*No Child Left Behind*, etc.).

According to division records, there are 21 spare buses and 161 route buses in use daily, with 88 on regular education routes transporting approximately 9,000 elementary students and 73 on special education routes transporting approximately 1,000 students. Because special education routes are not designed specifically for efficiency, but to meet the needs of student IEPs, they are not factored in utilization calculations.

Of the 88 buses on regular routes, the seating capacity varies from 65-78 passengers. The actual capacity depends upon the age of the students, fewer older students fit the same as elementary students in a 39 inch seat. As an average capacity, 50 students is used. With 88 buses averaging 50 students, the division has the capability of carrying 4,400 students on each run. Double tripped, the fleet can carry 8,800 students, which is a 98 percent utilization rate.

HRT uses 78 transit buses to transport approximately 8,000 middle school and high school students on a double tripped basis. Using the same formula of 50 students per bus, the HRT fleet can transport 3,900 students on each run. Double tripped, the fleet can carry 7,800 students, which is also a 98 percent utilization rate.

While this is a very efficient use of vehicles, it does not take into account that two fleets are being utilized at the same time. As we discussed in **Section 8.3**, fewer buses can transport the entire division if bell times are modified. Had the division not already put HRT on notice that it was cancelling the contract, they would have been advised to do so, in favor of better utilization of the division fleet while eliminating the need for the HRT fleet.

FINDING

The department uses 73 buses to transport approximately 1,000 special education students.

The special education department reports that there are 3,113 special education students, of which 839 receive special transportation. This number can vary daily depending upon the numbers and needs of the students. Of these, 607 require curb-to-curb service, 248 require seat belts, 55 require safety vests, and 28 require lifts.

The typical bus in the fleet transports 50 students; the buses transporting special education students transport 11 students (839/73). Maximizing the use of these vehicles can result in improved efficiency.

RECOMMENDATION 8-11:

Foster communication between transportation and special needs departments when developing the IEPs in order to optimize these routes whenever possible.

With so many buses transporting so few students, it is important to discuss alternative times, routes, and destinations that may improve efficiency without adversely affecting the student. Questions that can be asked are: 1) If we have choices for placement, do we already transport to one of them? If not, 2) Of these choices, can the student be transported on an existing run that travels to a nearby destination? If not, 3) Can a neighboring division transport this student more efficiently due to the location of the destination?

FISCAL IMPACT

The fiscal impact of this recommendation relates to the cost of operating a bus. According to our analysis of division costs, each bus costs approximately \$49,228 annually, so any reduction in the number of buses can be significant.

FINDING

The five mechanics reported that they all drive division vehicles home each evening.

One mechanic is on call every night, five nights each week and is provided a handheld radio for communication. However, all mechanics drive a division vehicle home in the event they are called upon to back up the on-call mechanic. Although exact numbers of call backs were not available, it was stated that multiple call backs in the same evening were rare.

While applauding the effort to be responsive to after-hours breakdowns, MGT questions the need for this level of readiness. It would appear that there is redundant coverage.

Failure to correct this redundancy could be artificially increasing the cost of maintenance.

RECOMMENDATION 8-12:

Research the justification for all mechanics driving division vehicles home every day, and eliminate the practice where found unnecessary.

If the mechanics are frequently called upon to back up the mechanic on call, and the documentation supports this need, then the department should determine how many vehicles are needed for this function, and eliminate the practice for those not required.

FISCAL IMPACT

In addition to this research, the department should determine the need for these vehicles during the day. Any that are deemed non-essential should be eliminated. There is no industry standard for maintaining this type of vehicle, but we use an estimate of \$2,500 annually for fuel, tires, insurance, and maintenance. If four of the vehicles can be eliminated, the expected savings would be \$10,000 annually. Unless these vehicles were purchased specifically for this purpose, maintenance trucks are usually older vehicles past their useful life, and as such no replacement cost is factored into the annual cost.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate Four Vehicles	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000

9.0 *TECHNOLOGY MANAGEMENT*

9.0 TECHNOLOGY MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to the use of administrative and instructional technology in Hampton City Schools (HCS). The major sections in this chapter are:

- 9.1 Organization Management
- 9.2 Division Hardware and Inventory System
- 9.3 Work Order System
- 9.4 Student Data and Online Courses
- 9.5 Organizational Development
- 9.6 Telecommunications

CHAPTER SUMMARY

As part of this efficiency study, MGT reviewed the organization management, the various planning documents, data management strategies and practices, professional development, and telecommunications for administrative and instructional technology in the division.

The core of technology management is located at the data center (DC) inside the division's administration building on Franklin Street. The DC houses the core networking infrastructure, servers, and services applicable to the division, including virtual servers. A centralized storage device allows for online volumes containing critical data. The DC has a dry fire sprinkler system and uses two large air conditioning units to maintain a cool temperature.

The division uses a standard *hub-and-spoke* design so that each school site has a dedicated line to the school administration center. The division uses a transparent local area network service with a virtual switch, which enables all schools to stay connected through redundant services should the central data center go offline.

The division takes advantage of remote access by using virtual private network services, dialup access through a control server, and secured socket layer for transmitting secure documents. Each of these allow for secure access among users who are remotely connected to the division.

The division is working on a satellite server room as part of the disaster recovery plan for proper backup of data stored on its 312 servers. This newly built room is not located in a flood zone and is part of the new Hunter B. Andrews PreK-8 School currently scheduled to open in the fall of 2010.

The total budget for the 2008-09 school year is \$12,747,892 for all technology-related expenditures. MGT surveyed central administrators, principals/assistant principals, and teachers regarding technology and **Exhibit 9-1** shows the results of this survey; however, the number of respondents are not at an acceptable return rate to declare that they are 'representative' of the population surveyed per MGT statisticians.

As shown in this exhibit:

- With the exception of input on the long-range technology plan, all central office administrators responded favorably.
- Principals and assistant principals, as well as teachers have a favorable response to technology with the exceptions of the long-range technology plan and the effectiveness of integration into curriculum.

**EXHIBIT 9-1
HAMPTON CITY SCHOOLS
SURVEY RESULTS
RELATED TO TECHNOLOGY SERVICES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Our school division provides adequate technology-related staff development.	80/7	86/7	72/17
Our school division requests input on the long-range technology plan.	54/19	41/32	33/22
Our school division provides adequate technical support.	83/4	88/4	75/10
I have adequate equipment and computer support to conduct my work.	84/7	95/2	70/20
Administrative computer systems are easy to use.	87/3	90/9	49/10
Technology is effectively integrated into the curriculum in our division.	67/6	54/32	58/18

Source: MGT survey results, 2008.

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

Commendations have been written where HCS has implemented best practices that could be replicated in other school divisions. Commendations reported in this chapter are as follows:

- Hampton City Schools is commended for implementing the use of virtual servers on appropriate applications to reduce hardware costs and operating expenses (**Commendation 9-A**).
- HCS has developed a comprehensive and relational data base that captures pertinent data for tracking technology-related equipment (**Commendation 9-B**).
- HCS participates in cooperative virtual learning through the Hampton Roads Virtual Learning Center (**Commendation 9-C**).

The findings in this chapter leading to recommendations will assist HCS in developing a more efficient technology organization. This chapter contains the following recommendations:

- Consolidate the three technology-related departments into one information management systems and eliminate duplicate positions where functions are similar (**Recommendation 9-1**).
- Analyze the amounts recycled to calculate the additional revenue for technology-related equipment and other recycled items (**Recommendation 9-2**).
- Require the creation and steps necessary to complete work orders, develop a knowledge base for resolutions, and provide automated tracking and feedback for all technology-related work orders (**Recommendation 9-3**).
- Incorporate routine errors into preliminary data cleansing programs prior to VDOE submissions in order to reduce the number of errors during processing (**Recommendation 9-4**).
- Consider implementing additional online courses for general education students to reduce the number of schools open for summer classes (**Recommendation 9-5**).
- Incorporate FAQs and step-by-step procedures on the division's web site, after log in, where staff can potentially answer their own questions to possibly eliminate down time and reduce the number of help request submissions (**Recommendation 9-6**).
- Establish a school board policy that identifies criteria for issuance of cellular phones to division staff and transfer the responsibility of cellular phone support to information management systems (**Recommendation 9-7**).
- Develop a school board policy on the use of classroom telephones (**Recommendation 9-8**).

9.1 Organization Management

Organization management is critical to the effectiveness and efficiency of technology operations. Without a cohesive structure, a school system will waste precious resources and be ineffective in using technology to improve student achievement. Sound school technology management also provides for effective delivery of support when staff are trained to provide that support for both administrative applications as well as instructional applications, along with the respective servers and operating systems.

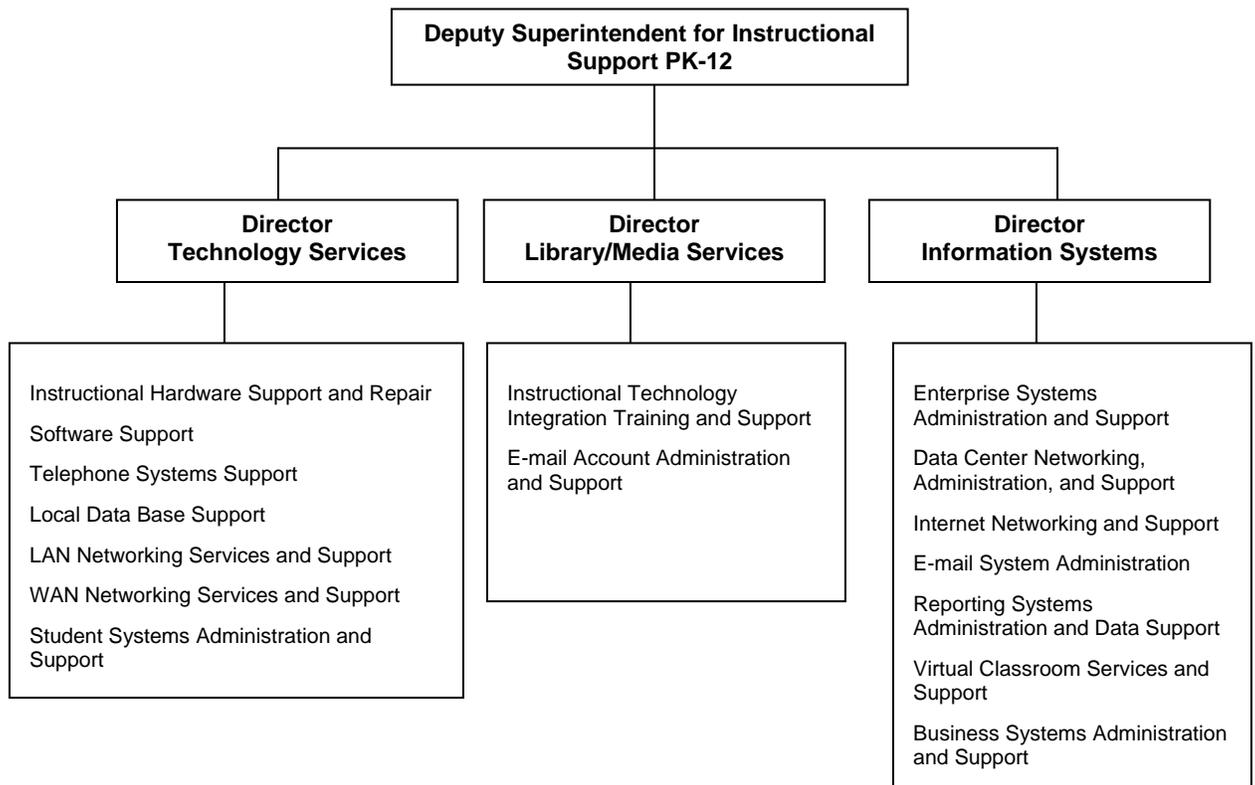
FINDING

HCS has three different departments focusing on technology-related operations within the division, yet similar functions exist among each of these departments. This chapter will focus on library/media services, with the exception of the instructional technology resource teachers (ITRTs) and e-mail administration. Other functions related to library and media services are captured in **Chapter 1.0 Division Administration** of this report and the fixed assets accounting positions are located in **Chapter 4.0 Purchasing**.

Exhibit 9-2 shows the organizational structure by functions of technology-related staff for the division. As shown:

- The technology-related responsibilities are divided into three departments: technology services, library/media services, and information systems.
- The three departments are lead by director-level positions who all report to the deputy superintendent for instructional support pk12.
- Functions are shown by directors and the specific functions related to this chapter are captured for library/media services, as previously mentioned.

**EXHIBIT 9-2
HAMPTON CITY SCHOOLS
TECHNOLOGY ORGANIZATION
BY FUNCTION**



Source: HCS department of curriculum and instruction, 2008.

Currently, the deputy superintendent for instructional support PK-12 oversees all technology-related functions in the division. A position description is not available for this position; however, it is highly unlikely a requirement exists that the incumbent have experience with technology operations. In fact, as a deputy superintendent for instruction, other high level responsibilities are normally required of this position. In fact, having a technology background is not mentioned on the position description for this type of role in the Newport News Public School Division.

As also shown on **Exhibit 9-2**, functions for technology services and information systems have similarities. Similarities include support for the following areas:

- Hardware.
- Software/applications.
- Data base and reporting systems.
- Network services.

Based on interviews, it appears that the current technology services department provides support for division-wide hardware and software while information systems support more specific applications used within the division. Another difference is that technology services supports school-based technical support, with the exception of ITRTs, who report to the library/media services director while information systems runs reports on data related to students, financial information, facilities and maintenance to name a few.

In addition, the e-mail administration and support functions are provided by staff in both library/media services as well as information systems.

The major services provided by staff include, but are not limited to:

- Approval of technology-related hardware and software.
- Server, including virtual server, administration and support.
- Installation and ongoing support of hardware, software, and peripherals for both administrative and instructional purposes.
- Ongoing support for teachers for assisting with integration of technology in the classroom by ITRTs.
- Electronic mail for all division staff.
- Assists with the telephone system for the division.

The current organizational structure does not lend itself to the most efficient use of staff resources based on the overlapping of functions and job duties.

The functions of these three departments included in this chapter are carried out by 82 full-time equivalent (FTE) staff and three part-time staff for a total of 83.5 FTE positions (part-time staff are counted as having .5 of a full-time equivalent). Twenty-one of these positions serve as ITRTs, with an additional 21 staff serving as school-based technical staff. Staff reported that they are not cross-trained for multiple functions since other employees handle those functions. Therefore, staff who work with some division servers are not cross-trained to help with school servers, thereby creating duplication of functional effort even if not for the same platform or application.

Exhibit 9-3 shows the most recent data received from three of the division's peers related of technology staffing ratios. As shown in this exhibit:

- HCS has a less than average student membership.

- HCS has six less schools than the peer average.
- HCS has the lowest technology staff ratio among these divisions, which means that the division has more technology staff to support less students and schools than these other two peer divisions.

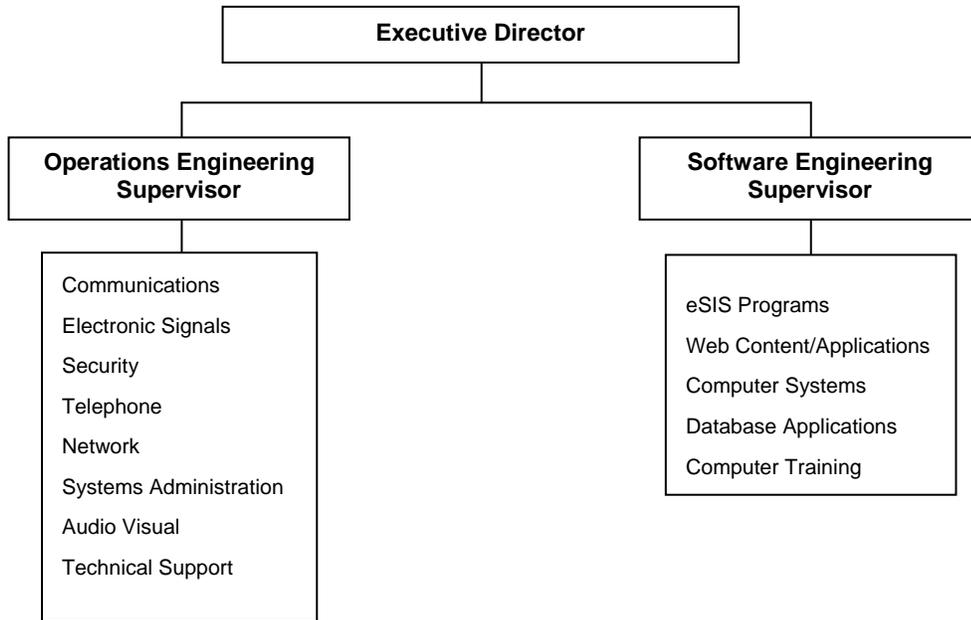
**EXHIBIT 9-3
AVAILABLE PEER COMPARISON DATA
TECHNOLOGY STAFF RATIOS**

SCHOOL DIVISION	2007 STUDENT MEMBERSHIP	TOTAL NUMBER OF SCHOOLS	TECHNOLOGY STAFF (FTE)	TECHNOLOGY STAFF RATIO TO STUDENT MEMBERSHIP
Hampton City	21,733	34	83.5	260.3
Newport News	29,368	38	74	396.9
Norfolk	32,516	49	103	315.7
Division Average	27,872	40	87	324.3

Sources: 2006-07 Superintendent's Annual Report for Virginia, Virginia Department of Education web site, 2008, Individual school division data, 2008.

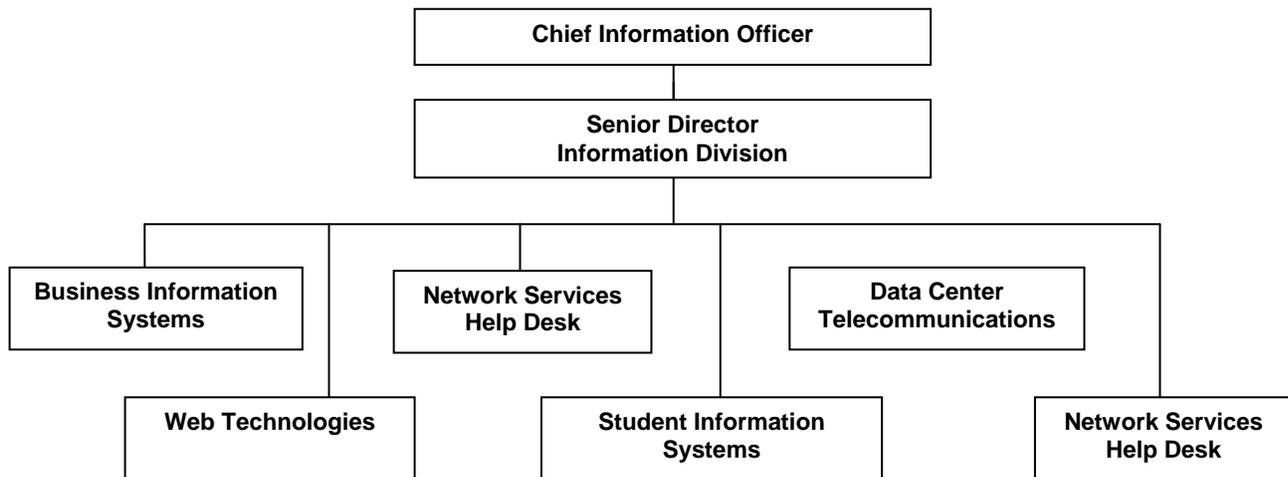
Exhibit 9-4 and **Exhibit 9-5** show the technology organization by function for Newport News Public Schools and Norfolk Public Schools. As shown in these exhibits, each division has a similar structure to that used in HCS, yet Newport only shows two high level positions (operations supervisor and software engineering supervisor) and Norfolk shows most functions reporting through one senior director – a level just below the chief information officer. In these two divisions, the staff report to a manager, administrator, or coordinator and not to a director as is the case of HCS.

**EXHIBIT 9-4
NEWPORT NEWS PUBLIC SCHOOLS
TECHNOLOGY ORGANIZATION BY FUNCTION**



Source: Newport News Public Schools web site, 2009.

**EXHIBIT 9-5
NORFOLK PUBLIC SCHOOLS
TECHNOLOGY ORGANIZATION BY FUNCTION**



Source: Norfolk Public Schools, technology department, 2008.

The Virginia Department of Education's (VDOE) handbook for technology support provides standards of quality (SOQ) levels for school division positions. As mentioned in this handbook, ITRTs are generally allocated on a one per 1,000 student formula and HCS uses this formula for these positions. The handbook further mentions the same staffing levels for technology support positions. Therefore, 42 of the 83.5 positions in HCS are in compliance to the SOQ levels mentioned in the handbook and subsequent

superintendent's memorandum dated January 14, 2005. However, a concern arises for the other 40.5 positions supporting technology in a division of this size, with declining enrollment.

MGT has analyzed the functions and applications of the division and found that HCS is overstaffed due to the overlapping responsibilities for similar functions, as previously shown in **Exhibit 9-2** for director-level positions as well as support staff. Furthermore, the division is in need of a chief information officer to oversee all technology-related operations so that the deputy superintendent for instructional support PK-12 can concentrate on the delivery of curriculum and instruction for the division. An example of this type of structure can be found at Norfolk Public Schools.

A more efficient organizational structure is needed in Hampton City Schools to provide more effective technology support throughout the division. In fact, prior to the introduction of networks into school divisions, information systems and instructional-related technology could function relatively effectively under separate departments. Today that is not the case. Networks are critically important to all aspects of a school division, from communications among staff, to administrative systems such as accounting, to curriculum management systems and teachers and students using video in a classroom. Any type of change impacts the entire system, with the network at its core.

RECOMMENDATION 9-1:

Consolidate the three technology-related departments into one information management system and eliminate duplicate positions where functions are similar.

A chief information officer (CIO) is needed in the division to consolidate the technology-related and information system functions of the division. The new department could be titled as information management systems to incorporate all functions. This position should have qualifications needed to manage total administrative and instructional technology in a school setting of similar size to Hampton. As previously mentioned in **Chapter 1.0**, this position should report to the newly created executive director for accountability, assessment, strategic planning, and technology.

The new CIO should consolidate the functions above into a more effective organizational structure. This structure should group like duties such as server administration, network administration, system administration, communication support for e-mail and phones, and fixed asset control. The new CIO should plan and implement cross training among all staff in hardware (servers, to peripherals), network (local and wide area), and applications (instructional and administrative) to effectively and efficiently support the school division.

FISCAL IMPACT

Once this recommendation is implemented, the division can show an annual savings of \$378,282 and a five-year savings of \$1,891,410. **Exhibit 9-6** shows how these savings have been calculated.

**EXHIBIT 9-6
FISCAL IMPACT PER RECOMMENDED ACTION**

RECOMMENDED ACTION	(COST)/SAVINGS CALCULATION – Benefits at 23.4% Plus \$7,902 fixed	NOTES
Hire a chief information officer.	Salary of \$120,000 plus benefits cost of \$28,080 plus \$7,902 for a total cost of (\$155,982).	Salary based on current director level pay scale.
Eliminate Elementary and Secondary ITRT Teacher Specialist positions (2) by having the recommended CIO assume these responsibilities.	Total salaries of \$81,956 plus benefits costs of \$15,541 plus \$15,804 (\$7,902 x 2) for a total savings of \$116,937.	If after a year, the new CIO finds that these responsibilities need to be pushed back then a strong ITRT should be assigned the lead role by receiving an additional stipend.
Eliminate one of the two e-mail administrator positions.	Salary of \$40,956 plus benefits cost of \$9,583 plus \$7,902 for a total savings of \$58,441.	The division size does not warrant two of these positions.
Eliminate at least one supervisor for technical support staff.	Salary of \$47,926 plus benefits cost of \$11,214 plus \$7,902 for a total savings of \$67,042.	The division has 21 support tech staff who can report directly to one supervisor. If help is needed, there are multitudes of other technology staff that can assist.
Eliminate the vacant repair shop technician position.	Salary of \$40,378 plus benefits of \$9,448 plus \$7,902 for a total savings of \$57,728.	The division's size does not warrant this position. Newport News has four positions for this function and Norfolk has three positions. Each of these divisions has a larger student enrollment than HCS.
Eliminate two local data base support positions.	Total salaries of \$73,248 plus benefits of \$17,140 plus \$15,804 (\$7,902 x 2) for a total savings of \$106,192.	These support positions are really handling reporting needs for other offices. Most organizations have power users within departments that can have authority to create ad hoc reporting and submit request for data base changes through the work order system.
Eliminate two server support positions.	Total salaries of \$90,859 plus benefits of \$21,261 plus \$15,804 (\$7,902 x 2) for a total savings of \$127,924.	These functions can be handled after consolidation with cross-training among remaining staff.
Total Annual Savings	\$378,282	
Total Five-Year Savings	\$378,282 x 5 = \$1,891,410	

Source: Created by MGT of America, Inc., based on data and salary information provided by HCS, 2008.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Hire a Chief Information Officer	(\$155,982)	(\$155,982)	(\$155,982)	(\$155,982)	(\$155,982)
Eliminate Two Elementary and Secondary ITRT Teacher Specialist Positions	\$116,937	\$116,937	\$116,937	\$116,937	\$116,937
Eliminate One E-mail Administrator Position	\$58,441	\$58,441	\$58,441	\$58,441	\$58,441
Eliminate One Supervisor for Technical Support Staff	\$67,042	\$67,042	\$67,042	\$67,042	\$67,042
Eliminate Vacant Repair Shop Technician Position	\$57,728	\$57,728	\$57,728	\$57,728	\$57,728
Eliminate Two Local Data Base Support Positions	\$106,192	\$106,192	\$106,192	\$106,192	\$106,192
Eliminate Two Server Support Positions	\$127,924	\$127,924	\$127,924	\$127,924	\$127,924
Total	\$378,282	\$378,282	\$378,282	\$378,282	\$378,282

9.2 Division Hardware and Inventory System

School divisions must select and employ hardware to meet both instructional and administrative objectives. While computers in the classroom are primarily an instructional resource, they serve an administrative function, as well, in most divisions. Moreover, adequate administrative technology must be present to support schools in meeting instructional goals. Inventory control is needed capitalized assets as well as equipment that may fall under a capitalization threshold, technology equipment falls into this category due to the high level of mobility in technology-related equipment. Therefore, it is imperative that a comprehensive inventory control system is in place to help school systems monitor and track the location of equipment. This practice is needed for financial purposes as well as enabling the proper maintenance and repair of technology-related purchases.

9.2.1 Division Servers

FINDING

Hampton City Schools uses 11 virtual servers, which allows for one piece of equipment to be split or cloned for a wide range of uses. Some applications used by HCS residing on virtual servers include the following:

- Active directory.
- Backup active directory.
- Edulog.

- Formscape.
- Noetix.
- Logging server.
- Chancery.
- Remote authentication dial-in access.
- Laserfiche.
- Ultraseek.

These applications do not contain sensitive data for the school division operations so virtual servers are an efficient and effective practice.

By implementing this practice, the division saves money and operates more environmentally-friendly. For instance, some computers are running at approximately 50 percent of capacity and a server may only be running at 20 percent. For years, there has been a one-to-one ratio between the hardware environment and the computing environment. Virtualization of servers allows a division to run multiple computing environments from one piece of hardware. This practice also saves on cooling and other electricity costs.

COMMENDATION 9-A:

Hampton City Schools is commended for implementing the use of virtual servers on appropriate applications to reduce hardware costs and operating expenses.

9.2.2 Inventory System

FINDING

The division has initiated the implementation of a technology-related inventory data base file. This data base file has been created to assist staff with tracking technology-related equipment that is not necessarily captured as capitalized assets due to the dollar amount being well under the \$5,000 original cost, as required by the governmental accounting standards board (GASB), statement 34 regarding financial reporting.

The data are captured in a relational data base and fields contained in the file include, but are not limited to the following:

- | | | |
|-----------------------------------|-----------------------|---------------------------|
| ■ Age In Years (Calculated Field) | ■ Funds | ■ Processor Speed |
| ■ Barcode | ■ Hard Drive Size | ■ Program |
| ■ Category | ■ Inventory Date | ■ Purchase Order Number |
| ■ Cost | ■ Inventory ID Number | ■ Purchased From |
| ■ CPU Type | ■ IP Address | ■ Room Number |
| ■ Created By | ■ Last Call | ■ Serial Number |
| ■ Date Created | ■ Location | ■ Status |
| ■ Date Modified | ■ Manufacturer | ■ Switch Type |
| ■ Date Of Purchase | ■ Network Status | ■ Title I Asset Tag |
| ■ Disposal Date | ■ Notes | ■ Total Cost |
| ■ E-mail | ■ Operating System | ■ User |
| ■ Extra Drive | ■ Picture | ■ Warehouse Received Date |

Additionally, the data base file has predefined reports as well as the capability for ad hoc reporting to retrieve any necessary information concerning technology-related equipment within the division.

COMMENDATION 9-B:

HCS has developed a comprehensive and relational data base that captures pertinent data for tracking technology-related equipment.

9.2.3 Recycling Practices

FINDING

The division uses a North Carolina firm for the recycling of technology hardware, but is not collecting any monies from the transactions.

The technology warehouse at the Bridgeport Academy retains laptops, printers, monitors, and other peripherals for preparation of recycling. By recycling these items, the division is keeping with the environmentally-friendly concept while following Commonwealth laws to avoid filling landfills with technology-related equipment.

During the onsite visit, staff indicated that a pick-up from the recycling company had occurred earlier in the month for a small load of laptops, computers, and printers. Documentation provided showed that this load weighed nearly 4,000 pounds and could have produced \$20 in revenue for the division. While this cash amount is not a lot of money, the load picked up was rather small according to staff interviews.

By not capturing the revenues, the division is losing out on additional funding that may help offset nominal expenditures. During these economic times, it is important to take advantage of every opportunity for revenue enhancements and HCS is losing out on these dollars.

Clark County School District (NV) has collected over \$22,000 to help fund technology-related equipment and text books for one of their middle schools in one year. While this is a much larger school system than Hampton, this practice is still worthwhile for the division to undertake. In fact, the division could open up this practice to include cell phones, print cartridges, and even text books. The division can contact staff at the <http://varecycles.org> for additional information.

RECOMMENDATION 9-2:

Analyze the amounts recycled to calculate the additional revenue for technology-related equipment and other recycle items.

By implementing this recommendation, the division will add another funding source that will continue to grow as technology refurbishment continues in the division. Furthermore, HCS can solicit community support by collecting extra equipment for increased fee collection from the recycling companies.

FISCAL IMPACT

Should HCS find that this effort produces revenue, then the technicians should implement the program. Existing resources can be used since the work is already in place and the collection of funds would be submitted to financial management to deposit, which would involve a maximum of one hour per month for clerical staff to verify the deposit by the recycling company.

9.3 Work Order System

Today’s businesses and organizations are continually trying to improve customer service and optimize support for technology users. Work order systems allow for users to submit requests for assistance when issues arise and technology staff use the system to track the types of requests, prioritization and escalation, timing for completion, reduction of staff time for repetitive requests, and satisfaction of users after resolution.

FINDING

HCS has developed a work order system; however, not all technology-related requests are included nor does the division incorporate feedback to the user on the status of work orders.

According to documentation provided, the number of work orders received was not available for the school year but MGT consultants were able to receive the aging information, as shown on **Exhibit 9-7** regarding work orders as of October 24, 2008.

**EXHIBIT 9-7
HAMPTON CITY SCHOOLS
TECHNOLOGY-RELATED WORK ORDER AGING REPORTS
AS OF OCTOBER 24, 2008**

AGE OF WORK ORDERS	NUMBER OF WORK ORDERS
0-30 Days	624
30-59	166
60-89	35
90+	84
Total Open Items	909

Source: HCS technology staff, 2008.

In addition, MGT requested the total number of work orders completed since October 24, 2008 since staff indicated that they delayed providing this requested information in order to close out as many work orders as possible. Therefore, the numbers on the aging may be misleading since the MGT request was made on October 29 yet we did not receive the open item information until November 3, 2008, especially since nearly 600 work orders were closed between those dates.

Information collected for the submission of work orders contain name, e-mail, and location among other fields necessary to properly submit a technology-related work order, yet the division has not incorporated an automated process indicating that the work order was received and is being processed. Additionally, users mentioned feeling frustrated since work orders are submitted and they never hear back from technology staff unless they happen to see them working in their office or classroom; however, as indicated in **Exhibit 9-8**, survey results do not support concerns mentioned during the onsite visit in the division. It should be noted that while we are exhibiting survey results, the number of respondents are not at an acceptable return rate to declare that they are 'representative' of the population surveyed per statisticians.

**EXHIBIT 9-8
HAMPTON CITY SCHOOLS
TECHNOLOGY-RELATED SURVEY RESULTS
TECHNICAL SUPPORT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Our school division provides adequate technical support.	83/4	88/4	75/10
I have adequate equipment and computer support to conduct my work.	84/7	95/2	70/20

Source: MGT survey results, 2008.

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

In addition, school-based technology support staff as well as those who provide division-wide support stated during interviews that many work orders are not entered into the system. Reasons given were evasive but related to not remembering to enter the work order or did not think it was important since the issue was resolved while they were working with others in the vicinity.

Users are not provided with a mechanism to evaluate the support provided by technology staff. This lack of user input into the system was corroborated through interviews and documentation requests.

The practice of not entering all work orders, not providing electronic notification of work order status, and not following up with users on satisfaction tends to lead the inefficient and ineffective use of staff time. In addition, managers cannot appropriately evaluate staff performance nor objectively review the equity of work among all support staff.

Industry standards, including those created by school system peers across the country, as in the case of the International Society of Technology in Education (ISTE), state that user support systems need to be in place to track issues and resolutions, feedback for quality assurance and online support are required for high efficiency technology departments. Furthermore, *CRM*, a publication on customer relations management, states "customer feedback is essential for any operation and a best practice for technology support personnel."

RECOMMENDATION 9-3:

Require the creation and steps necessary to complete work orders, develop a knowledge base for resolutions, and provide automated tracking and feedback for all technology-related work orders.

Technology support staff should be required to submit work orders for all technology-related requests; however, an exception should be made for teachers, who may be providing classroom instruction at that time. The requirement to submit work orders for all requests should never prevent assisting users if technology staff are available. Users, especially teachers who may be teaching, can complete the work order request after technicians leave their office or classroom.

Additionally, all resolutions to every work order should be captured in the work order system. Once the data base has several options for resolutions, a drop down menu can be created to populate the field automatically. By the end of the school year, this knowledge base should be copied to a secured Intranet site so users can find ways to resolve their own issues as the first line of defense, which is the optimum in technology support.

Technology programmers should also modify the work order system to automatically send an e-mail to users upon receipt of the work order, any assignment information to particular staff or vendors, and then again upon completion. Furthermore, staff should develop and implement a user feedback survey that is also automatically sent once the work order is completed. This survey should include the following for proper assessment by management:

- Completion time satisfaction.
- Accuracy of advice and information received.
- Timeliness for hardware repair.
- Overall satisfaction regarding the particular request and resolution.
- Open ended comments.

Customer feedback is essential to ensure that users are satisfied and if not, steps need to be taken to resolve concerns. The captured survey feedback should then become a component in performance evaluation of technology support staff.

FISCAL IMPACT

The work order submission should only take five minutes per work order and programmers would need approximately 200 hours to create and test the knowledge base resolution data base with the drop down menus. The automated e-mail notification based on criteria for actions on work orders should take approximately 120 hours of staff time to program, test, and implement. Surveys would only take approximately 40 hours to create, test, and implement, including data base creation and population. Management would need approximately one to two hours per month to review feedback and discuss with staff.

9.4 Student Data and Online Courses

It is imperative for school divisions to use technology to capture all aspects of student information, including but not limited to: attendance, discipline, course information,

grades, internal testing scores, and state scores by test area. Automated student information is needed for easier data-driven decision-making by school and division administrators to determine levels of student success.

In addition, students need to have the access and availability to complete courses online. School systems are using virtual learning techniques to assist with homebound students, students attempting to graduate early, or enabling them to pursue advanced coursework earlier in the secondary career.

FINDING

According to documentation received, HCS submitted 24,085 records to the Virginia Department of Education (VDOE) during the fall of 2008, yet 1,117 records were rejected during the first submission.

While this fall submission had an error rate of approximately five percent of the total records, there were a number of common submissions that could have been caught with effective data cleansing programs prior to this preliminary submission. The majority of errors dealt with the following reason codes at the division level:

- Exit Code inconsistent with subsequent record status - State ID Testing.
- Original entry code inconsistent at State Level – Entry Code.

Other errors were due to inconsistent data entry or missing data at the school level involving 11 of the division's schools.

By not having enough generic type of error codes used in data cleansing activities prior to submission, the division will continue to correct these data for each submission. A more effective process used throughout the State of Florida school systems is to cleanse all data prior to the first submission for these types of errors. Should these errors continue, training is needed for those entering the data for a more efficient process.

RECOMMENDATION 9-4:

Incorporate routine errors into preliminary data cleansing programs prior to VDOE submissions in order to reduce the number of errors during processing.

By implementing this recommendation, HCS will be incorporating a best practice used in school systems like Florida and Texas to eliminate basic or generic errors. Thus the processing errors should only include a minimal number of specific errors from school level data entry.

Additionally, if schools have entered data producing errors in subsequent submissions, training should be conducted to provide instruction on the proper steps for entry.

FISCAL IMPACT

Current staff handling annual training and data submission to VDOE would need an additional four hours to program and test data each time generic submission errors occur. Once all of these division level errors have been incorporated into the cleansing

routine, the division should save staff time on data entry correction, thus making the process more efficient. Staff should incorporate any unique errors into the annual training, a process that already exists in the division..

FINDING

The division is pursuing the use of online courses for general studies to counter the many advanced placement courses offered through the Hampton Roads Virtual Learning Center (HRVLC).

Currently, HCS is one of 12 school divisions participating in the HRVLC. In 2006, this cooperative venture started developing English 9, Earth Science, Survival Economics, and United States Government online courses. Participating divisions are able to offer some or all of the courses each year.

During the time of this review, the HCS is developing an Algebra I Course, English 10, English 11, and English 12 online courses. Within this phase, staff are working on making each of these courses to be more interactive than the original series of courses.

Many school divisions across the country use online courses to compliment the school's current curriculum or perhaps to allow for students of several schools to attend the same class online without having to create additional classroom space, hire additional teachers per school or transport students between facilities, especially when courses have small enrollments. This practice is becoming more of a trend with summer classes in school systems.

COMMENDATION 9-C:

HCS participates in cooperative virtual learning through the Hampton Roads Virtual Learning Center.

RECOMMENDATION 9-5:

Consider implementing additional online courses for general education students to reduce the number of schools open for summer classes.

The division should consider the use of online courses in cluster-like settings for high schools in order to either offer remedial courses or allow students to pursue additional coursework in the summer.

By considering this type of curriculum delivery, the division should be able to eventually save on the number of facilities open each summer, the staff and operational costs needed to teach and maintain the buildings. By using cluster-type of open buildings, transportation to and from the buildings should be considered as well as having teachers conduct the coursework from these schools instead of their home school. By using this process, inequity of student access would be addressed for those not able to afford computers or Internet access at home.

FISCAL IMPACT

This recommendation can be implemented by existing staff to meet and discuss to determine the feasibility of offering this style of education delivery. The superintendent should meet with staff from curriculum and instruction, technology, and finance. In addition, teachers and principals interested in offering this type of coursework should be involved in the decision-making process. By involving these groups, it is estimated that each staff member involved would need to dedicate approximately 24-32 hours for meetings and research.

9.5 Organizational Development

Since technology evolves so rapidly, appropriate and ongoing training is essential for school division staff. This premise is evident in both the classroom in the delivery of curriculum as well as in the administrative offices of each school and central office. Teachers need to quickly identify issues and possibly troubleshoot without having to submit a request for assistance and administrative staff need to complete routine functions in a timely manner.

FINDING

While HCS has incorporated many different staff training related to technology, there is no avenue other than submitting work orders to receive technical assistance associated with hardware.

The division does have a variety of training sessions available to staff including, but not limited to:

- Signing on and operating desktop or laptop computers.
- Accessing the student information system.
- Using network servers.
- Using the grade book system.
- Using the state testing system.
- Student registration.
- Creating and submitting work orders.
- Accessing the discipline referral data base.
- Introduction through advanced levels for division or school-based software applications.
- Accessing and using the e-mail system.

- Technology requirements for licensure.

While the division is enabling a multitude and cross section of training, especially for new personnel, there is no way for staff to access online help. This lack of online help leads to frustration among users, as indicated by many interviewed during the onsite visit. In addition to this frustration, a couple of school-based technology staff repeatedly refuse to help school-level staff unless a work order is submitted, which is never an acceptable practice and violates all customer service responsibilities since teachers may immediately need help and the work order can be completed immediately after the help is provided by either party.

Furthermore, staff continually indicated that they want to incorporate video clips to help users; however, a timeline has not been provided nor is it necessary when step-by-step procedures could also be beneficial to users.

A more effective and efficient practice for HCS to implement would include providing online frequently asked questions or procedural steps for staff to access via the division's web site as seen in school systems such as Gloucester Public Schools (MA).

RECOMMENDATION 9-6:

Incorporate FAQs and step-by-step procedures on the division's web site, after log in, where staff can potentially answer their own questions to possibly eliminate down time and reduce the number of help request submissions.

The Intranet site can be used to enter repair requests as well as provide users with references to information for their particular type of equipment or type of problem. The site should provide answers to frequently asked technology-related support questions, which allows the user to often take care of the situation without the need for a service request. When a service request is needed the user should log in to the system and complete a service request routed directly to the technician assigned to that school. Most requests for assistance should be responded to within 24 hours.

This recommended virtual help desk should be password protected with security hierarchical roles so that server and network procedures and troubleshooting can also be placed within the system.

Prior to implementation, all division staff should be informed of the pending project so that they can also be testers once implemented.

FISCAL IMPACT

This recommendation can be implemented with existing division staff by using web programmers develop the site, and incorporate all training documents currently used by staff. This facet of the implementation will likely take 100-200 staff hours depending on how staff training documents are currently captured. Additionally, technology staff should take an additional 160 hours to pull all work orders and begin placing problem with corrective action needed in such a way that users can easily answer their own questions. The site should also contain the same type of search mechanism currently used on the division's web site for user consistency.

9.6 Telecommunications

School divisions use different types of technology to interact among other teachers, staff, or parents. Telephones are generally the first choice of equipment when communicating. Cellular telephones have been helpful in allowing staff to communicate efficiently and effectively when outside of the school building, especially when emergencies may arise.

FINDING

The division has a board policy regarding cellular phone reimbursements when staff use minutes for personal use; however, a policy has not been created related to the issuance of cellular phones to HCS personnel.

Personnel have been issued 123 Treos, which are used by central office administrators, principals, and assistant principals. In addition, 134 basic cellular phones have been issued for some technology-related staff, maintenance, and transportation, as well as a few others who are required to be in contact when leaving their offices.

The total monthly cost is \$9,605 per month. HCS receives \$5,189 per month in eRate funds for a net cash expense of \$4,416 each month or \$52,992 per year. However, the division could use the eRate funds for other network-related phone lines and eliminate most of the net cost to the division.

Additionally, the financial department staff support the 257 phones issued, which normally is a component of technology operations. In fact, the only phones not supported by technology staff are these cellular phones since technology staff support all other land lines, fax lines, and data lines.

A more effective use of funds, would be to reduce the number of cellular phones issued in the division, and use any remaining eRate funds for other communication hardware currently used in HCS.

RECOMMENDATION 9-7:

Establish a school board policy that identifies criteria for issuance of cellular phones to division staff and transfer the responsibility of cellular phone support to information management systems.

Exhibit 9-9 shows the cellular phone assignments that seem excessive and not necessary for staff to function in these types of positions. Additional phones could be eliminated once the criteria are developed and a board policy is approved.

**EXHIBIT 9-9
HAMPTON CITY SCHOOLS
CELLULAR PHONE ASSIGNMENTS BY POSITION
AS OF OCTOBER 2008**

Positions To Review for Cellular Phone Assignments	Number
Academic Coordinator PLC	1
Applications Data Base Administrator	1
Assistant Coordinator of Health Services	1
Assistant Director of Human Resources	2
Assistant Systems Administrator	1
Benchmark Assessment Specialist	1
Communication Network Specialist	1
Coordinator Athletics	1
Coordinator of Health Services	1
Coordinator of School Social Work	1
Curriculum Leader Health and Physical Education	1
Data Base Manager	1
Director Adult Education and staff	3
Director Library Media	1
Director of Community and Legislative Relations	1
Director of School Counseling	1
Director TV Media and other TV staff	4
District Technologist	3
District Technology CTE	1
Division Director of Testing	1
Facilities Planning	1
Fixed Assets and Inventory	1
Information Systems Support	1
Information Systems Support	1
Library Processing	1
Local Data Base Manager	1
Network Support Supervisor	1
Network Support Technician	1
Programmer /Analyst	4
Psychologists	16
Psychologist Coordinator	1
Research Evaluation Specialist	1
School Social Workers	12
School Technologists	19
School/Court Liaison	1
Secretary	1
Senior Information Systems Support	1
Senior Programmer/Analyst	1
Technical Repair Staff	4
Total Cellular Phones	97

Source: HCS financial department staff, 2008.

By implementing this recommendation, HCS should only assign cellular phones to those staff dealing with student safety since most staff listed have e-mail capability in their offices, schools, or classrooms, and can be reached when visiting schools.

Exhibits 9-10 and 9-11 provide examples of policies that define criteria and conditions for cellular phone issuance.

**EXHIBIT 9-10
SAMPLE SCHOOL BOARD POLICY ON
EMPLOYEE CELLULAR PHONE ISSUANCE AND USE**

1. **Cellular Telephones.**-- Consistent with the goal of expending public funds in the most economical manner, the following guidelines shall apply to use of District-issued wireless communication devices, which include cellular telephones/radios, PDAs, and any other portable communications devices that can transmit voice/data signals through wireless technology, all of which are referred to in this policy as "cellular phones":
 - a. District employees will limit cellular phone usage; whenever possible, calls will be made on a conventional land line telephone if one is reasonably available.
 - b. A centralized, standardized, and cost-effective wireless services contract shall be established through a competitive procurement process. All cellular phones paid for with District funds, other than those used by personnel at school sites and paid from local funds, must be obtained and operated under a standard contract adopted by the District.
 - i. Schools sites, using internal account funds for cellular service, are authorized and encouraged to participate under the District-approved wireless contract described in this policy. School principals who choose another plan must justify the cost-effectiveness of that choice in writing to the area superintendent.
 - ii. Every cellular phone issued in the District must be approved in writing by the employee's Director-level supervisor (or Principal at school centers) and justified as reasonably necessary for carrying out the employee's responsibilities for the District. The Director-level supervisor must obtain the employee's signature acknowledging receipt of this Policy and maintain the acknowledgment on file at the department or school site.
 - iii. Each District cellular phone must be placed on the most cost-effective plan to satisfy the work-related needs of the particular employee. The employee's Director-level supervisor, or designee, must approve the appropriate plan that fulfills the employee's reasonable needs for District use. Extra features and upgrades such as roaming, anytime minutes, and "free" long distance shall be included only when justified as necessary and cost-effective features for the employee's particular work functions.
 - iv. The Director-level supervisor, or designee, of an employee with a District cellular phone shall periodically monitor and approve the bills and call details generated by the employee's usage.
 - A. The employee shall identify any personal calls shown on such bills.
 1. A "personal call" means communication for purposes other than furtherance of the employee's public duties for the District.
 2. A brief, occasional call to the employee's home from the school or from a District-sponsored event or activity (e.g., to explain that the employee will be delayed in returning home due to being present at a District-sponsored event), will not be construed as a personal call.
 3. Personal calls on District cellular phones will generally be limited to emergencies and exigent circumstances. Employees who wish to use their District cellular phones for personal calls routinely must establish a separate personal account, at personal expense, with the cellular service provider.
 4. Employees shall reimburse the District for any personal calls that result in any increased expense to the District (e.g., when personal calls have resulted in the employee exceeding the total minutes allowed under a flat-rate/flexible-rate plan). Such reimbursement shall be on a monthly or quarterly basis and shall cover the actual extra cost incurred by the District.
 - B. Based on a monthly review of the use and non-use thresholds for each employee, the Director-level supervisor, or designee, shall consider altering the employee's plan if the bona fide District calls regularly fall significantly below the allotted minutes for more than two consecutive months. Director-level supervisors or their designees will use a memo to Information Technology to request modification or elimination of an employee's plan.
 - c. Employees issued a District phone should not make or receive calls on the phone while driving unless equipped for hands-free usage. Employees must also exercise due care to prevent loss or theft of the phone. If the phone is lost or stolen, the employee must report the incident to the supervisor and Information Technology immediately. If it appears that a District phone is lost through carelessness, the supervisor may exercise reasonable discretion in deciding whether to provide a replacement.
 - d. The invoice and all call details of District cellular phone accounts, including all numbers dialed, are public records subject to disclosure under Florida Statutes Chapter 119 and monitoring by supervisors for compliance with this Policy.

Source: Palm Beach County School Board Policy Manual, 2006.

**EXHIBIT 9-11
SAMPLE POLICY ON EMPLOYEE CELLULAR PHONE ISSUANCE**

- A **business purpose** for having a cellular access device is one where:
- the employee is responsible in emergency matters where they must be available 100% of the identified business period or,
 - the employee does not have access to a landline or other communication device when doing a substantial portion of his or her job (defined as 75% of the identified business period) or,
 - the use of other less expensive communication devices does not serve as a viable alternative to the business purpose or,
 - the employee's job effectiveness will show a significant increase through the use of a cellular phone or electronic access/device or,
 - a group of employees has the need for group or shared devices for purposes such as rotating on-call contact.

Source: Excerpted from Indiana University's Administrative Policy on Cellular Phones and Other Electronic Access Devices, 2006.

FISCAL IMPACT

Financial management staff would need approximately four hours to develop the board policy. The division could save \$43,512 annually by eliminating phones shown in **Exhibit 9-6**. This savings was derived by taking the total monthly charges of \$9,605 divided by 257 cellular phones equals \$37 per phone multiplied by 97 phones equals \$3,589 per month or \$43,068. The elimination of these phone assignments would create a five-year cost savings of \$215,340. The cost savings will be reduced should the division decide that social workers and psychologists must retain cell phones.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Eliminate 97 Cellular Phones	\$43,068	\$43,068	\$43,068	\$43,068	\$43,068

FINDING

Since implementing voice over internet protocol (VOIP) throughout the division, instances have occurred regarding classroom telephones ringing during instruction. Unfortunately, the division has not developed a school board policy that limits the use of telephones in classrooms.

In fact, work orders have been submitted to technology staff that indicated teacher phones are ringing throughout the day, causing disruption of instruction. Additionally, staff indicated that teachers are using their phones for personal use while students are completing assignments. It should be noted that most of these calls are short; however, this practice does cause a disruption during the delivery of curriculum. Technology staff also indicated that many teachers forget how to automatically forward calls by depressing the 'do not disturb' option so that all calls would be sent to voice mail.

A more practical approach would to make certain that phones are off during classroom instruction.

RECOMMENDATION 9-8:

Develop a school board policy on the use of classroom telephones.

Hampton City Schools should develop a policy regarding classroom telephone use and create a new best practice for school systems to replicate throughout the country.

The policy should indicate that telephone use should be limited to before/after class, breaks, or during lunch. Additionally, technology staff should incorporate steps on how to automatically forward phones to voice mail

FISCAL IMPACT

The board policy development should take less than four hours of technology administration time and less than one hour to create and disseminate telephone directions for placing phones on 'do not disturb' to send calls automatically to voice mail without ringing.

10.0 FOOD SERVICES

10.0 FOOD SERVICES

This chapter presents the findings, commendations and recommendations regarding operations of food services for Hampton City Schools (HCS).

- 10.1 Organization and Staffing
- 10.2 Policies and Procedures
- 10.3 Planning and Budgeting
- 10.4 Oversight and Compliance

CHAPTER SUMMARY

The food service department for HCS offers breakfast and lunch to over 21,500 students and approximately 1,570 adults in 23 elementary schools, six middle schools and four high schools. Each school has a cafeteria and a full prep kitchen.

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 SBP, the school division receives federal and state reimbursement for free, reduced, and paid breakfast and lunch meals served.

In addition to the federal meal reimbursement, the school division also receives USDA food commodities. Purchased food and supplies from local vendors are shipped directly to each school kitchen.

MGT reviewed the practices for food services within HCS and has determined that the school division needs to focus on several areas of operation in the food service program. For example, meal prices, finding substitute workers, and the capital assets inventory tag system need to be addressed by the division.

The following commendation is included in this chapter:

- HCS Food Service Program has an active and successful community outreach program to increase free and reduced price meal applications (**Commendation 10-A**).

The following recommendations are included in this chapter:

- Employ a substitute coordinator that will assign available substitute workers to school cafeterias (**Recommendation 10-1**).
- Review and monitor staffing on a continuous basis to reduce labor cost to best practice levels of 40 percent of total revenue (**Recommendation 10-2**).
- Ensure that Material Safety Data Sheets (MSDS) are readily accessible, placed in consistent location division-wide, and employees are trained to use them (**Recommendation 10-3**).
- Develop methods to communicate with teachers and administrators about the food service program (**Recommendation 10-4**).

- Increase breakfast and lunch prices up to the average of local school divisions (**Recommendation 10-5**).
- Develop and implement a plan with short- and long-term goals for purchasing cafeteria equipment (**Recommendation 10-6**).
- Attach bar code tags to all appropriate HCS food service equipment (**Recommendation 10-7**).
- Correct non-critical kitchen hazards listed on the Virginia Department of Health food service evaluation reports in a timely manner (**Recommendation 10-8**).
- Monitor the elementary school breakfast program on a regular basis (**Recommendation 10-9**).
- Reduce food cost to an industry standard of 40 percent of total revenue (**Recommendation 10-10**).

MGT surveyed staff in the HCS food service operation. The responses given by central office administrators, principals, assistant principals and teachers are presented in **Exhibit 10-1**.

These survey results suggest that the food services operation is doing fair in areas related to staff friendless, 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.

**EXHIBIT 10-1
HAMPTON CITY SCHOOLS FOOD SERVICE
SURVEY RESPONSES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATORS	PRINCIPALS/ ASSISTANT PRINCIPALS	TEACHERS
The food services department provides nutritious and appealing meals & snacks	49/6	77/14	47/25
The food services department encourages student participation through customer satisfaction survey	43/3	41/25	22/21
Cafeteria staff are helpful and friendly	51/1	75/12	69/12
Cafeteria facilities are clean and neat	61/1	89/2	75/6
Parents/guardian are informed about menus	61/2	89/2	73/3

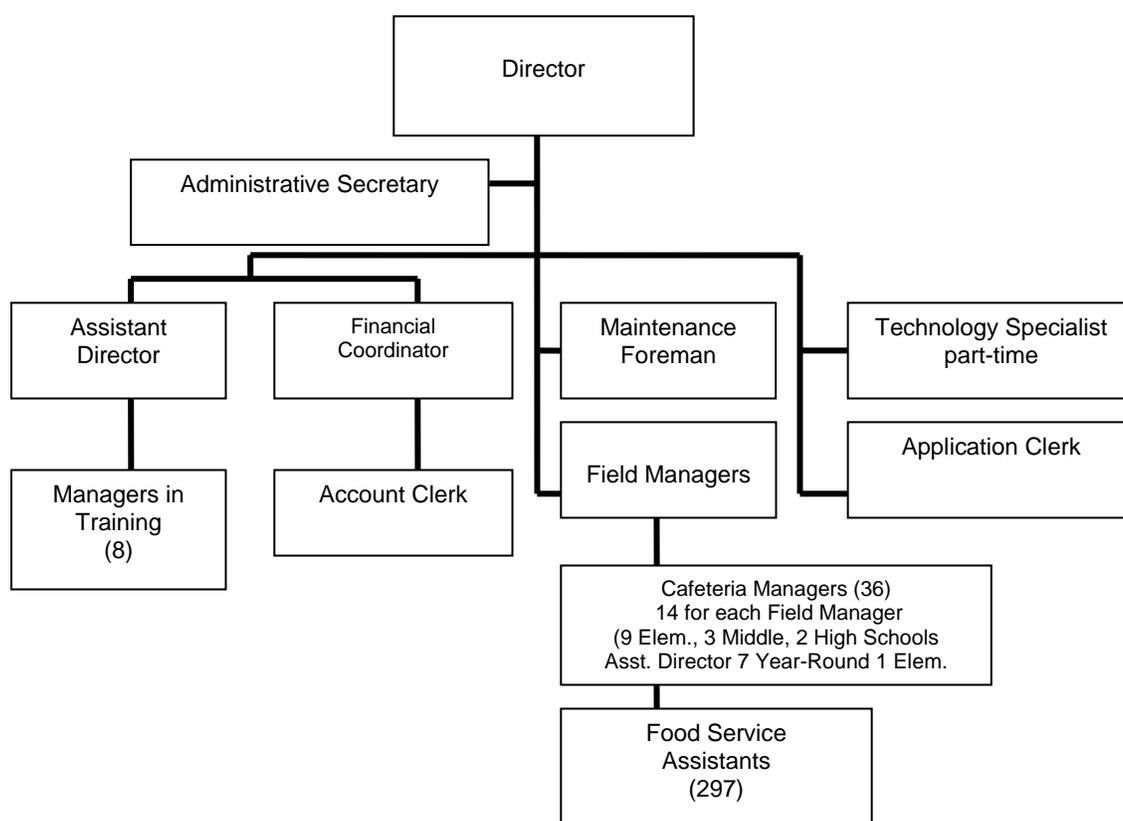
Source: MGT survey results, 2008.

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

10.1 Organization and Staffing

The director of HCS Food and Nutrition Services reports to the deputy superintendent for facilities and business support. In addition to the director, the department includes an assistant director, an administrative secretary, a financial coordinator, an account clerk, a maintenance foreman, a technology specialist, an application clerk, and two field managers, 8 managers in training, 36 cafeteria managers, and 297 food service assistants. **Exhibit 10-2** shows the organizational structure of the HCS Food Service Department.

**EXHIBIT 10- 2
HAMPTON CITY SCHOOLS
CURRENT ORGANIZATIONAL CHART**



Source: Hampton City Schools, department of food services, 2008.

The two field managers are the latest supervisory positions that have been added to HCS food service staff. Their key duties and responsibilities are as follows:

- Supervises food service operations and special events in assigned schools; reviews and monitors cafeteria operations in the areas of record-keeping, nutritional standards, free and reduced meal price policies, food storage, forecasting, preparation and serving of food, and sanitation standards; identifies operational deficiencies and make suggestions for corrections.
- Maintains records of staffing and meals per staff hour; performs time and motion studies.

- Reviews Health Department reports and initiates correction; ensures proper standards for sanitation are maintained.
- Reviews weekly and monthly accountability reports, forecasts, production records, and cash receipts reports from each school; reviews and analyzes costs of individual child nutrition operations regarding the management of money, labor, food, supplies and equipment; makes recommendations to ensure the implementation of correct cost accounting procedures.
- Assists in developing and conducting manager training classes and workshops; performs on-the-job training for staff related to cafeteria operations and computer systems; conducts orientation for food service employees.

FINDING

The HCS food service program is having difficulty finding substitutes and part-time workers for the cafeterias. Focus group interviews with elementary, middle, and high school managers revealed that this was one of their main concerns. The director and assistant director also felt that the shortage of labor was a major problem. On many occasions, the director and assistant director have had to assist in the cafeterias to satisfy this shortage. This practice was observed by the review team at Tucker Capps Elementary School. Even though the HCS Food Service program has budgeted funds to properly staff the cafeterias, they are having difficulty finding the labor to fill substitute and part time positions. This is causing the cafeterias to be understaffed.

The shortage of labor could also be distracting the field managers from focusing on their job responsibilities and setting priorities. Examples of this are not observing the breakfast programs on regular basis to check collection procedures and not conducting on the job training for staff relating to cafeteria operations and computer systems. Training will be especially important with the installation of the new computer system.

At the present time, a secretary in the food service central office calls for substitutes each morning. This is an awkward task for a secretary to perform as she is not familiar with the kitchen labor tasks and environment; this task also keeps her from accomplishing other primary responsibilities.

The HCS food service program cannot properly serve the child nutrition needs of the school division if there is a shortage of labor in the kitchen. A shortage of labor slows down the serving lines and can make lunch periods interfere with instructional time. Additionally, this practice reduces the time students have to eat breakfast and lunch.

The most effective method to improve this situation is to hire a substitute coordinator to contact substitute workers. This individual would be able to coordinate and prioritize substitutes in order for all the kitchens to function as normal as possible. Once the substitute assignments have been fulfilled, the substitute coordinator also serves as a substitute worker and can assist in a kitchen operation as needed. The Virginia Beach Public Schools and Newport News Public Schools have a substitute coordinator and found that it has helped solve many of their substitute problems. **Exhibit 10-3** lists the duties of the substitute coordinator position for the Newport News Schools child nutrition program.

**EXHIBIT 10-3
SAMPLE CHILD NUTRITION SUBSTITUTE COORDINATOR
ESSENTIAL DUTIES**

Essential Duties
Coordinates substitutes and managers-in- training as needed to all child nutrition sites. Working with managers through e-mail and calling to assist filling the most urgent needs first
Maintain records of substitute's attendance and absences, working with program administrator when issues arise concerning attendance or insubordination
Work with program administrator to coordinate the hiring needs to maintain substitute list
Ability to cook, bake and cashier when needed
Follows standards of safety in preparing, storing and serving food as required by Child Nutrition Services and Virginia Department of Health
Follow procedures in food preparation, use and care of equipment, and personal habits to assure that sanitation standards are met as required by Child Nutrition Services and the Department of Health
Operates computer to include but not limited to: downloads, food production records, food inventory, end of day procedures, lunch loan notices to students, weekly roaster to be used in the event of power failure, and the ability to send and receive e-mail
Attend job related training classes and workshops
Performs other duties as assigned
Models nondiscriminatory practices in all activities

Source: Newport News Public Schools-CNS coordinator job description, 2008.

RECOMMENDATION 10-1:

Employ a substitute coordinator that will assign available substitute workers to school cafeterias.

The coordinator shall work out of the central office while assigning substitutes. Once substitute assignments have been completed, the coordinator should assist in a kitchen as needed.

Finding substitute workers will be the major task of this position and **Exhibit 10-3** provides an example of essential duties needed for this position.

FISCAL IMPACT

This recommendation can be implemented by hiring an individual for seven hours a day for 185 days at \$9.25 per hour. The total cost would be calculated at seven hours a day times the hourly rate of \$9.25 for a daily rate of \$64.75, times 185 days equals \$11,978, times 23.4 percent for benefits, plus \$7,902 for insurance for an annual total of \$22,683 for this position.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Employ a Substitute Coordinator	(\$22,683)	(\$22,683)	(\$22,683)	(\$22,683)	(\$22,683)

FINDING

The food service labor costs are slightly higher than the industry standard of 40 percent of sales. Labor hours should be monitored and reviewed in a timely manner and adjusted as soon as possible.

The food service department provided the review team data for the month of April 2008. Data included an employee roster for each school and the number of hours that they were scheduled to work, also data giving the average daily participation (ADP) for breakfast, lunch, and a la carte sales.

Exhibit 10-4 shows the number of breakfast and lunch meal equivalents according to the United States Department of Agriculture (USDA) requirements, staffing hours allocated during the month of April 2008 and the calculated meals per labor hour (MPLH).

As shown in **Exhibit 10-4**:

- Bassette, Cary, Kecoughtan, Mary Peake, Phillips, and Tyler are at best practice levels for meals per labor hour.
- Eighteen of the schools are slightly under best practice levels for meals per labor hour.

The best practice levels used for this exhibit come from '*Managing Child Nutrition Programs, First Edition 1999*. HCS food service uses a combination of the conventional system and the convenient system in their kitchens, so an average of the two industry benchmarks on staff hours was used in the meals per labor hours analysis in **Exhibit 10-4**.

The conventional system is preparation of food from raw ingredients on premises (using some bakery breads and prepared pizza and washing dishes). The conventional system is using many processed foods (for example, using mostly bakery breads, pre-fried chicken and pre-portion condiments and using disposable flatware).

**EXHIBIT 10-4
HAMPTON CITY SCHOOLS
MEALS PER LABOR HOUR (MPLH) ANALYSIS**

SCHOOL	ADP* BREAKFAST SERVED 3BRKF=1MEAL	ADP LUNCH SERVED INCL.ADLT	AVG. NUMBER OF MEALS SERVED (INCLUDES ALACARTE) \$3.00/MEAL	ACTUAL STAFFING HOURS	MEALS PER LABOR HOUR	INDUSTRY BENCHMARK ON STAFF HOURS	STAFF HOURS BENCHMARK OVER (UNDER)
Aberdeen	75	316	416	23.0	18	16	2
Armstrong	43	287	368	23.0	16	15	1
Asbury	55	309	404	22.0	18	16	2
Barron	42	278	355	24.5	14	15	(1)
Bassette	96	419	550	32.5	17	17	0
Bethel High	73	879	1,160	77.0	15	21	(6)
Booker	65	310	422	28.0	15	16	(1)
Bryan	49	198	277	22.0	13	14	(1)
Burbank	60	316	410	22.0	19	16	3
Cary	77	374	477	30.0	16	16	0
Cooper	98	325	458	42.5	11	16	(5)
Davis Middle	57	701	863	57.5	15	16	(1)
Eaton Middle	55	617	772	46.5	17	18	(1)
Forrest	57	394	489	27.0	18	16	2
Hampton High	117	877	1,161	66.0	18	21	(3)
Jones Middle	103	612	831	46.0	18	21	(3)
Kecoughtan	122	807	1,193	54.5	22	22	0
Kraft	72	386	505	28.0	18	16	2
Langley	62	376	483	27.5	18	16	2
Lee	57	340	413	28.0	15	16	(1)
Lindsay Middle	135	720	948	66.0	14	21	(7)
Machen	79	378	504	28.0	18	16	2
Mallory	55	290	373	26.0	14	15	(1)
Mary Peake	32	136	192	17.5	11	11	0
Merrimack	71	334	435	29.0	15	16	(1)
Moton	71	189	271	18.5	15	14	1
Phillips	56	328	439	27.5	16	16	0
Phoebus High	88	613	807	62.0	13	17	(4)
Smith	96	386	517	31.5	16	17	(1)
Spartley Middle	87	527	666	47.0	14	18	(4)
Syms Middle	101	816	1,072	64.0	17	21	(4)
Tarrant	73	320	424	25.0	17	16	1
Tucker-Capps	51	311	412	27.5	15	16	(1)
Tyler	86	255	379	24.5	15	15	0
Wythe	70	293	393	29.0	16	15	5
TOTAL	2,586	15,017	19,839	1,251	554	n/a	n/a

Source: Hampton City Schools, department of food services, April 2008, and *Managing Child Nutrition Programs*, First Edition, 1999.

*Average Daily Participation.

A review of 23 elementary schools in **Exhibit 10-4** reveals that the meals per labor hour (MPLH) for 11 of the cafeterias are from one to five staff hours over the industry benchmark. It is commendable that the MPLH are over the benchmark level in these schools. However, when the MGT team visited some elementary schools to observe the breakfast program, it appeared that additional labor was needed to get the children through the line in a suitable time. In some cases, the line was backed up out the entrance door and into the hall. Additional labor could help solve this problem by preparing breakfast bags to go, assisting children through the line, relieving the manager from cashiering for breakfast, or setting up an additional portable breakfast line.

The best practice benchmark as defined by *Managing Child Nutrition Programs, First Edition, 1999* is to limit the cost of labor to the industry standard of 40 percent of sales.

The School Nutrition Association (SNA) key to excellence best practice is to insure that the staffing is planned and allocated according to operational needs.

Exhibit 10-5 shows the actual costs for the three most recent school years. The labor cost to the total revenue ranged from 36 to 43 percent. This exhibit shows a trend of increasing labor costs for the division, which will cause additional funding needs if not corrected.

**EXHIBIT 10-5
HAMPTON CITY SCHOOLS
LABOR COST ANALYSIS
2007-2008 SCHOOL YEAR**

SCHOOL YEAR	TOTAL LABOR COST	TOTAL REVENUE	PERCENTAGE OF LABOR COST TO REVENUE
2005-2006	\$2,772,983	\$7,844,291	36%
2006-2007	\$3,473,553	\$8,068,950	43%
2007-2008	\$3,576,857	\$8,583,119	42%

Source: Hampton City Schools, department of food services, 2008.

RECOMMENDATION 10-2:

Review and monitor staffing on a continuous basis to reduce labor cost to best practice levels of 40 percent of total revenue.

If labor costs are not controlled, the fund balance will reduce significantly and there could be less for food or other expenses.

Children need to have the minimum required time of 10 minutes to eat breakfast; some could miss instructional time if it takes too long for them to get through the serving lines.

FISCAL IMPACT

By reducing labor cost to 40 percent of revenue, HCS will realize a cost savings of \$143,610 per year.

This estimate was derived as follows: actual labor cost in 2007-08 was \$3,576,857, while 40 percent of \$8,583,119 total revenue is \$3,433,247. This amount (\$3,433,247) is \$143,610 over the best practice level.

The estimated five years labor cost savings would be \$718,050.

This cost savings could be used to purchase kitchen equipment and/or improve the food service fund balance.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Reduce Labor Cost to 40 Percent of Total Revenue	\$143,610	\$143,610	\$143,610	\$143,610	\$143,610

This would result in a cost savings of \$718,050 over a five-year period, derived by multiplying the yearly cost savings of \$143,610 by five.

FINDING

There are inconsistencies as to the locations of material safety data sheets (MSDS) in the cafeterias. The MGT team observed that in some kitchens the MSDS book was located in the manager’s office and some in plastic holders on the wall in different locations in the kitchen.

The MSDS book needs to be accessible and located where the chemicals are being used by the staff. Some chemicals used in the dish rooms or elsewhere in the kitchen could cause health problems to staff members if not used properly. If the MSDS are available and the information is used immediately, an accident could be treated in the proper manner.

The School Nutrition Association (SNA) keys to excellence best practice recommends that the MSDS procedures are placed in a consistent location and be made easily accessible to school and nutrition program personnel to ensure a safe working environment.

The U.S. Department of Labor Occupational Safety and Health Administration standards -29CFR Hazard Communication- number 1910,1200; states that:

...the employer maintain in the workplace copies of the required MSDS for each hazardous chemical, and shall ensure that they are readily accessible during each work shift to employees when they are in their work area.

RECOMMENDATION 10-3:

Ensure that Material Safety Data Sheets (MSDS) are readily accessible, placed in a consistent location division-wide, and employees are trained to use them.

It is a requirement of the U.S. Department of Labor Occupational Safety and Health Administration (OSHA) that the MSDS be readily accessible to employees. Penalties can be assessed if the standard is not followed by the employer.

Chemical accidents can happen quickly and a first aid response followed from information on the MSDS could prevent a more serious accident from occurring.

FISCAL IMPACT

HCS food service program should purchase holders and notebooks for the material safety data sheets (MSDS). The cost to purchase these items would be \$1,980 based on research. Existing staff could install the holders in the kitchens in 30 hours. In many cases, the supplying vendor will also install at no cost.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Purchase Notebooks and Holders for MSDS	(\$1,980)	\$ 0	\$ 0	\$ 0	\$ 0

10.2 Policies and Procedures

Food service policies and procedures are essential because they provide important information to drive internal operations. The absence of formal policies and procedures creates potential misinterpretations and omissions within the food service department. Policies should be communicated to customers as well as staff members.

FINDING

There is a need for HCS teachers, teacher’s aides, principals, and other staff to have a better understanding of the food service program.

Information gained through comments related to food service indicates that staff are not certain of how food service programs work. The review team collected input from managers in focus groups, conversations with managers when the MGT team visited the school cafeterias, and talks with the director and assistant director of the department. Some examples are as follows: when flavored milk is offered to students, some teachers or aides will not allow students to choose it; this is against federal regulations. When the offer versus. served option is being exercised in a cafeteria, students do not need to select all the items offered. This prevents plate waste. However, some teachers and aides tell students to pick up all of the items offered; this violates federal regulations. Also, teachers and aides do not understand why their food portions are not larger than the student portions. Adult portions should not be larger than secondary student’s portions without teachers paying for the extra food.

A better understanding of the food service program federal regulations needs to be improved by communicating with the school administration and teachers.

The Virginia Department of Education has a brochure designed to explain many of these procedures. Many school divisions develop their own brochures. An example of the contents in an informative brochure for teachers is given in **Exhibit 10-6**.

Another way of communicating with the teachers and other adults in schools is to visit a faculty meeting for a short question and answer session.

**EXHIBIT 10-6
SAMPLE FOOD SERVICE BROCHURE FOR TEACHERS
ON THE SCHOOL NUTRITION PROGRAM**

<p>Content:</p> <ul style="list-style-type: none">➤ Why are breakfast and lunch served at schools?➤ What is a school lunch?➤ How is the price for teachers' meals determined?➤ What serving sizes should teachers receive?➤ Why do school lunches seem so starchy?➤ Are school lunches healthy by today's standards?➤ Does chocolate milk affect behavior and learning ability?➤ Who can receive a grab lunch on a field trip?➤ What is "Offer vs. Serve"?

Source: Newport News Public Schools, child nutrition services, 2008.

RECOMMENDATION 10-4:

Develop methods to communicate with teachers and school administrators about the food service program.

Teachers, teacher aides, and school administrators are busy educating children and may not be aware of the many school food service federal regulations that must be followed.

Regulations and procedures require constant communication with shareholders in the program in order to be in compliance and not lose any funding.

FISCAL IMPACT

An informative brochure can be designed and developed to include the content given above as an example. This brochure should be incorporated into the division's web site.

The staff time needed by the food service managers is approximately 20 hours with the information technology staff needing approximately two hours to add to the division's web site.

10.3 Planning and Budgeting

Effective management is built upon sound planning and budgeting practices. It is important to make long-range plans and follow through with them to the budgeting process. There must be enough revenue from the sales of meals to pay for food, labor supplies, equipment, repairs, and others costs incurred by the food service operation. Financial obligations of the food service program must be realistically determined before planning a budget.

FINDING

The HCS meal prices are free or lower than the average of other local and peer school divisions and breakfast meals are free to all students.

It is beneficial to students to keep meal prices as low as possible, but not so low that the food service program does not have the necessary funds to operate a successful program.

MGT has reviewed the meal prices in the peer and surrounding school divisions to compare breakfast and lunch prices with the prices charged by HCS.

Exhibits 10-7 through **10-10** compare HCS breakfast and lunch prices to those prices charged by local and peer school divisions.

Exhibit 10-7 compares breakfast meal prices among area school divisions. As shown:

- HCS is below the area school division's average for reduced price breakfast at both elementary and secondary schools because there is no charge to students that qualify for reduced price meals.
- HCS is below the area school division's average for full price breakfast at both elementary and secondary schools because there is no charge to students that would normally pay the full price for breakfast.

**EXHIBIT 10-7
BREAKFAST PRICES AMONG AREA SCHOOL DIVISIONS
2008–09 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT PAID BREAKFAST	MIDDLE STUDENT PAID BREAKFAST	HIGH STUDENT PAID BREAKFAST	ELEMENTARY STUDENT REDUCED BREAKFAST	MIDDLE STUDENT REDUCED BREAKFAST	HIGH STUDENT REDUCED BREAKFAST
Hampton*	0	0	0	0	0	0
Newport News	0.90	0.90	0.90	0.30	0.30	0.30
Norfolk	0.70	0.70	0.70	0	0	0
Portsmouth*	0	0	0	0	0	0
Virginia Beach	1.00	1.00	1.00	0.30	0.30	0.30
York County	0.95	1.05	1.05	0.30	0.30	0.30
Chesapeake	1.00	1.00	1.00	0.30	0.30	0.30
AREA DIVISION AVERAGE	0.91	0.93	0.93	0.30	0.30	0.30

Source: Virginia Department of Education web site, 2008.

*Hampton City and Portsmouth City are not included in the area division average since both divisions have opted to serve free breakfast to all students in their respective divisions.

The best practice would be to increase meal prices to the equivalent of the surrounding school divisions.

The SNA best practice is to review financial management practices on an ongoing basis. Meal prices need to be increased to the equivalent of the surrounding school divisions.

Exhibit 10-8 shows that HCS is below the peer school division’s average breakfast prices at both elementary and secondary schools because there is no charge to students that would normally pay the full price for breakfast.

**EXHIBIT 10-8
BREAKFAST PRICES AMONG PEER SCHOOL DIVISIONS
2008–09 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT PAID BREAKFAST	MIDDLE STUDENT PAID BREAKFAST	HIGH STUDENT PAID BREAKFAST	ELEMENTARY STUDENT REDUCED BREAKFAST	MIDDLE STUDENT REDUCED BREAKFAST	HIGH STUDENT REDUCED BREAKFAST
Hampton*	0	0	0	0	0	0
Lynchburg	0.85	0.95	0.95	0.30	0.30	0.30
Newport News	0.90	0.90	0.90	0.30	0.30	0.30
Norfolk	0.70	0.70	0.70	0	0	0
Portsmouth*	0	0	0	0	0	0
Roanoke	0.75	0.75	0.75	0.30	0.30	0.30
PEER DIVISION AVERAGE	0.80	0.93	0.93	0.30	0.30	0.30

Source: Virginia Department of Education web site, 2008.

*Hampton City and Portsmouth City are not included in the peer division average since both divisions have opted to serve free breakfast to all students in their respective divisions.

Exhibit 10-9 compares lunch meal prices among area school divisions, (prices are rounded up to nearest 5 cents) as shown:

- HCS is consistent with the area school division's average for reduced price lunch at both elementary and secondary schools.
- HCS is .25 cents lower than the area average for full price lunches at the elementary schools.
- HCS is .15 cents lower than the area average for full price lunches at the secondary schools.

**EXHIBIT 10-9
LUNCH PRICES AMONG AREA SCHOOL DIVISIONS
2008–09 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT PAID LUNCH	MIDDLE STUDENT PAID LUNCH	HIGH STUDENT PAID LUNCH	ELEMENTARY STUDENT REDUCED LUNCH	MIDDLE STUDENT REDUCED LUNCH	HIGH STUDENT REDUCED LUNCH
Hampton	1.40	1.60	1.60	0.40	0.40	0.40
Newport News	1.65	1.80	1.80	0.40	0.40	0.40
Norfolk	1.35	1.50	1.50	0	0	0
Portsmouth	1.25	1.25	1.25	0.30	0.30	0.30
Virginia Beach	2.00	2.00	2.00	0.40	0.40	0.40
York County	2.00	2.10	2.10	0.40	0.40	0.40
Chesapeake	1.80	1.90	1.90	0.40	0.40	0.40
AREA DIVISION AVERAGE	1.64	1.74	1.74	0.33	0.33	0.33

Source: Virginia Department of Education web site, 2008.

Exhibit 10-10 shows:

- HCS is below the average lunch prices among peer school divisions.
- HCS is at the average for reduced price lunch among the peer school divisions.

**EXHIBIT 10-10
LUNCH PRICES AMONG PEER SCHOOL DIVISIONS
2008-09 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT PAID LUNCH	MIDDLE STUDENT PAID LUNCH	HIGH STUDENT PAID LUNCH	ELEMENTARY STUDENT REDUCED LUNCH	MIDDLE STUDENT REDUCED LUNCH	HIGH STUDENT REDUCED LUNCH
Hampton	1.40	1.60	1.60	0.40	0.40	0.40
Lynchburg	1.65	1.80	1.80	0.40	0.40	0.40
Newport News	1.65	1.80	1.80	0.40	0.40	0.40
Norfolk	1.35	1.50	1.50	0.00	0.00	0.00
Portsmouth	1.25	1.25	1.25	0.30	0.30	0.30
Roanoke	1.75	1.75	1.75	0.40	0.40	0.40
PEER DIVISION AVERAGE	1.51	1.62	1.62	0.38	0.38	0.38

Source: Virginia Department of Education web site, 2008.

RECOMMENDATION 10-5:

Increase breakfast and lunch prices up to the average of local school divisions.

The HCS should implement this recommendation in order to have the revenue appropriately meet the current and future financial necessities of the food service program.

Even though the HCS food service program is operating at a small profit with the current pricing, there are good reasons to increase meal prices to peer and area averages. The cost of food and labor are continuously increasing, new equipment is needed in many schools, and the increase in utilities could require an increase in indirect cost charged to the food service program by the HCS. Additional operating funds will be needed to meet these requirements.

FISCAL IMPACT

Exhibit 10-11 shows the projected price increase in revenue for HCS by raising meal prices up to the average of area school divisions.

- Elementary schools full price lunch would increase by .25 cents to \$1.65.
- Middle/high schools full price lunch would increase by .15 cents to \$1.75.
- Elementary full price breakfast would increase by no charge to .90 cents.
- Elementary reduced price breakfast would increase by no charge to .30 cents.
- Middle/high schools full price breakfast would increase by no charge to \$1.75.
- Middle/high schools reduced price breakfast would increase by no charge to .30 cents.

**EXHIBIT 10-11
HAMPTON CITY SCHOOLS
PROJECTED PRICE INCREASE REVENUE**

TYPE OF MEAL	NUMBER OF MEALS 2007-08	MEAL PRICE INCREASE	TOTAL REVENUE
Elementary Lunch - Full paid	1,182,801	.25	\$295,700
Middle/High Lunch - Full paid	34,591	.15	\$5,189
Elementary Breakfast - Full paid	531,788	.90	\$478,609
Elementary Breakfast - Reduced	144,458	.30	\$43,337
Middle/High Breakfast - Full paid	10,991	.95	\$10,002
Middle/High Breakfast - Reduced	6,066	.30	\$1,820
Total Projected Price Increase Revenue			\$834,657

Source: Virginia Department of Education web site, 2008.

By implementing this recommendation, the HCS should yield an annual increase in revenue of \$834,657 or \$4,173,285 over five years. This estimate is based on the number of meals served during school year 2007-08 and the September 2008 meal prices.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Increase Meal Prices	\$834,657	\$834,657	\$834,657	\$834,657	\$834,657

FINDING

The food services department does not have a long-range plan or goals for purchasing cafeteria equipment.

Based on data provided and interviews with staff, there was no long-range plan or goals on how funds spent on equipment would impact the HCS in the long-term. Kitchen equipment was purchased with no plan or goals until many items were in such bad condition that replacements had to be purchased as quickly as possible. This created an increase in the expenditure to correct the problem as noted in the cost for equipment for the last three years. **Exhibit 10-12** shows:

- The cost for kitchen equipment increased by 300 percent in school year 2006-07 over the previous school year 2005-06.
- In 2007-08 the cost of equipment increased to \$130,000. An increase of \$9,000 over the 2006-07 school year.

**EXHIBIT 10-12
HAMPTON CITY SCHOOLS
KITCHEN EQUIPMENT EXPENSE**

KITCHEN EQUIPMENT EXPENSE	2005-06	2006-07	2007-08
	\$40,690	\$121,000	\$130,000

Source: Hampton City Schools, department of food services, 2008.

If long-term goals or plans are not established, the purchase of equipment will not be accomplished in a systematic manner. To prepare a plan the fixed asset inventory for food service equipment can be used to analyze the age of the equipment to determine in what order equipment needs to be replaced.

Also, request for funds to purchase equipment can be justified by utilizing data found on the capital asset inventory.

Old equipment can break down and in many cases cannot be repaired. Emergency purchases are more costly than the planned purchases because planned purchases of several pieces of equipment on a formal bid are usually more cost effective. Equipment should be ordered early so that it can be installed before school starts.

The best practice, as stated by the *Keys to Excellence*, is for the food service program to have written short- and long-term goals that are communicated and evaluated annually.

RECOMMENDATION 10-6:

Develop and implement a plan with short- and long-term goals for purchasing cafeteria equipment.

Without a plan and goals, the food service staff will not have the vital information needed to justify the funds requested in their equipment budget. Emergency replacements of equipment usually cost more and require the kitchen staff to adjust meal preparation. This could result in additional work and menu changes.

FISCAL IMPACT

This recommendation can be implemented by existing staff. The director and the assistant director of food service and the two field managers would need 40 hours each to implement.

10.4 Oversight and Compliance

In order to properly manage and operate the food service program, it is essential that an up-to-date equipment inventory system be maintained; conditions that exist in cafeterias that are not in compliance with health department standards must be corrected to protect the health of students and staff; point of service collection procedures need to be monitored on a regular basis to insure USDA federal regulations are being followed; and food cost need to be evaluated on a regular basis to ensure that food cost are maintained at an appropriate best practice level.

FINDING

The HCS has a computerized capital assets inventory system that is complete. This includes a bar code tag system for the equipment. However, bar code tags have not been placed on any of the food service equipment.

An equipment inventory for each school kitchen was obtained by risk management when the inventory system was initiated. Risk management acquires inventory data from

invoices when new equipment is purchased for the cafeterias. This procedure helps to keep the inventory up-to-date; however, bar code tags are not placed on the equipment.

If the equipment is not identified with bar code tags, it makes it very difficult to have adequate controls over the equipment. A physical inventory would be almost impossible to take and in many cases equipment would have to be moved to locate a serial number or other identifying data. Trying to read these numbers would lead to mistakes and inaccuracies.

Many school divisions including the Virginia Beach Public Schools have tagged fixed assets with bar codes on their kitchens equipment. These divisions are able to use a hand held scanner to accurately conduct annual physical inventory.

Kitchen equipment is an important capital asset and needs to be accurately accounted for by being identified properly.

RECOMMENDATION 10-7:

Attach bar code tags to all appropriate HCS food service equipment.

A bar code tag systems is an effective way to identify kitchen equipment for an accurate inventory. This inventory information is especially helpful to justify requests for the purchase of new equipment. Also, the food service program could pay more when equipment is purchased on an emergency basis and in small quantities. A formal bid to purchase many equipment items is the least expensive way to purchase equipment, because of price breaks when purchasing quantity and competitive bidding.

FISCAL IMPACT

The initial placement of bar code tags could be accomplished by the HCS technology staff. Since a bar code system is already in place, the tags and the reading equipment should be available. The estimated time to complete this task should be approximately 100 hours using food service managers.

FINDING

Corrective action for non-critical hazards listed on the Virginia Department of Health food service cafeteria evaluation reports are not being addressed in a timely manner by the maintenance department. Repeat violations are being noted by the health department.

If non-critical hazards are not corrected in a reasonable time, it can lead to a decline in the sanitation and appearance of the kitchen. **Exhibit 10-13** is an example of a repeat observation listed on a health evaluation report completed at Davis Middle School on October 24, 2008, and **Exhibit 10-14** is a report completed at Kecoughtan High School on September 22, 2008.

**EXHIBIT 10-13
HEALTH DEPARTMENT OBSERVATION
DAVIS MIDDLE SCHOOL
OCTOBER 24, 2008**

2930 – Outer Openings – Protected
REPEAT OBSERVATION Weather strip sweep on screen door is damaged.
Corrective Action(s): Protect the food establishment against the entry of insects and rodents by providing solid, self-closing, tight fitting doors. Sweeps must go all the way to the floor. Insects and rodents are vectors of disease-causing micro-organisms which may be transmitted to humans by contamination of food and food contact surfaces.

Source: Hampton City Schools, Health Department Form, 2008.

**EXHIBIT 10-14
HEALTH DEPARTMENT OBSERVATION
KECOUGHTAN HIGH SCHOOL
SEPTEMBER 22, 2008**

3170 – Physical facilities in good repair
REPEAT OBSERVATION Walls of Subway Sandwich Shop need patching and repair.
Corrective Action(s): Maintain physical facilities in good repair – poor repair and maintenance compromises the functionality of the physical facilities.

Source: Hampton City Schools, Health Department Form, 2008.

The Virginia Department of Health can revoke the permit to operate a school cafeteria if the permit holder does not comply with directives of the health department. The best practice would be to follow these directives.

Health department reports should be sent to the central office to be reviewed for corrective action. If there are hazards on the report those need to be corrected by maintenance, a copy of the health department report should be attached and sent with a repair request to maintenance.

RECOMMENDATION 10-8:

Correct non-critical kitchen hazards listed on the Virginia Department of Health food service evaluation reports in a timely manner.

These corrections need to be made to ensure that the kitchens stay in a sanitary condition. Reports along with corrective actions are reviewed by the Virginia Department of Education Child Nutrition Program when they review schools.

FISCAL IMPACT

This recommendation can be implemented using existing maintenance staff for approximately 20 hours per month. The maintenance department should receive a maintenance work order request along with the health department report from the food

service department. Maintenance should then inform food service upon completion of the work or the status of the request if it will be done at a later date.

FINDING

The HCS staff is not monitoring some elementary schools breakfast programs point-of-service collection procedures on a regular basis to prevent student point-of-service irregularities.

Students should get their breakfast and pass the cashier to be counted and to make sure they have all the required components to meet federal meal guidelines.

At one of the elementary schools, the MGT team observed a school staff member giving each student a card with their identification number on it. The cashier had left the point-of-service cash register, but students continued moving through and leaving their ID cards on the counter. In doing so, many students did not have the minimum breakfast components. No one was monitoring the point-of-service to ensure compliance.

The best practice is to ensure that federal guidelines are followed by monitoring the breakfast program on a regular basis.

RECOMMENDATION 10-9:

Monitor the elementary school breakfast program on a regular basis.

School staff in many cases need assistance in implementing procedures to get the students through the service lines in a timely manner; the food service staff can help accomplish this in a way that meets federal guidelines and regulations.

FISCAL IMPACT

There are two full-time field managers on the food service staff with the primary duty of monitoring federal procedures. Therefore, no additional cost is required to accomplish this recommendation.

FINDING

HCS has not been maintaining its food cost to the standard of 40 percent of revenue. The food service program spent 45 percent of revenues for food in 2007-08.

The percentage of revenues for food has been over the best practices percentage for the past three years. As shown in **Exhibit 10-15**:

- Food cost for the last three years has averaged 48 percent.
- Food cost for the 2007-08 school year is the highest of the three years shown.

**EXHIBIT 10-15
HAMPTON CITY SCHOOLS
FOOD COST ANALYSIS
SCHOOL YEARS 2005-06 THROUGH 2007-08**

SCHOOL YEAR	TOTAL FOOD COST	TOTAL REVENUE	PERCENTAGE OF FOOD COST TO REVENUE
2005-2006	\$4,038,951	\$8,361,679	49%
2006-2007	\$3,864,807	\$8,575,030	45%
2007-2008	\$4,612,974	\$9,227,490	50%

Source: Hampton City Schools, department of food services, 2008.

The higher percentage cost for food will gradually reduce the fund balance if the situation is not corrected. Reasons for the high food cost could be attributed to not using more USDA commodities. Also, HCS gives all students free breakfast even if they do not qualify. Consequently, they are not receiving sales revenue for paid and reduced price students, yet they still have food cost in order to prepare these breakfast.

The best practice as defined by *Managing Child Nutrition Programs, First Edition, 1999* is to limit the cost of food to the industry standard of 40 percent of sales.

RECOMMENDATION 10-10:

Reduce food cost to an industry standard of 40 percent of total revenue.

The standard is a benchmark that the food service program can use to maintain reasonable food cost.

Food cost reductions can be made by reducing food waste, costing each item on the menu, good inventory control and purchasing, checking plate waste to determine if food portions are too large, and utilizing more USDA commodities.

FISCAL IMPACT

The implementation of this recommendation would result in a savings of \$921,978 for the first year and \$4,609,890 over five years. The annual figure is based on a reduction in 2007-08 food cost to 40 percent of revenue.

This estimate was derived as follows: actual food cost in 2007-08 was \$4,612,974. Forty percent of \$8,583,119 total revenue is \$3,690,996. The difference is \$921,978.

Recommendation	2009-10	2010-11	2011-12	2012-13	2013-14
Reduce Food Cost to Industry Standard Levels	\$921,978	\$921,978	\$921,978	\$921,978	\$921,978

FINDING

The HCS food service program has an active outreach program in the community to increase free and reduced price meal applications. Seminars and application clinics were held with guardians of students participating in the parks and recreation summer feeding program.

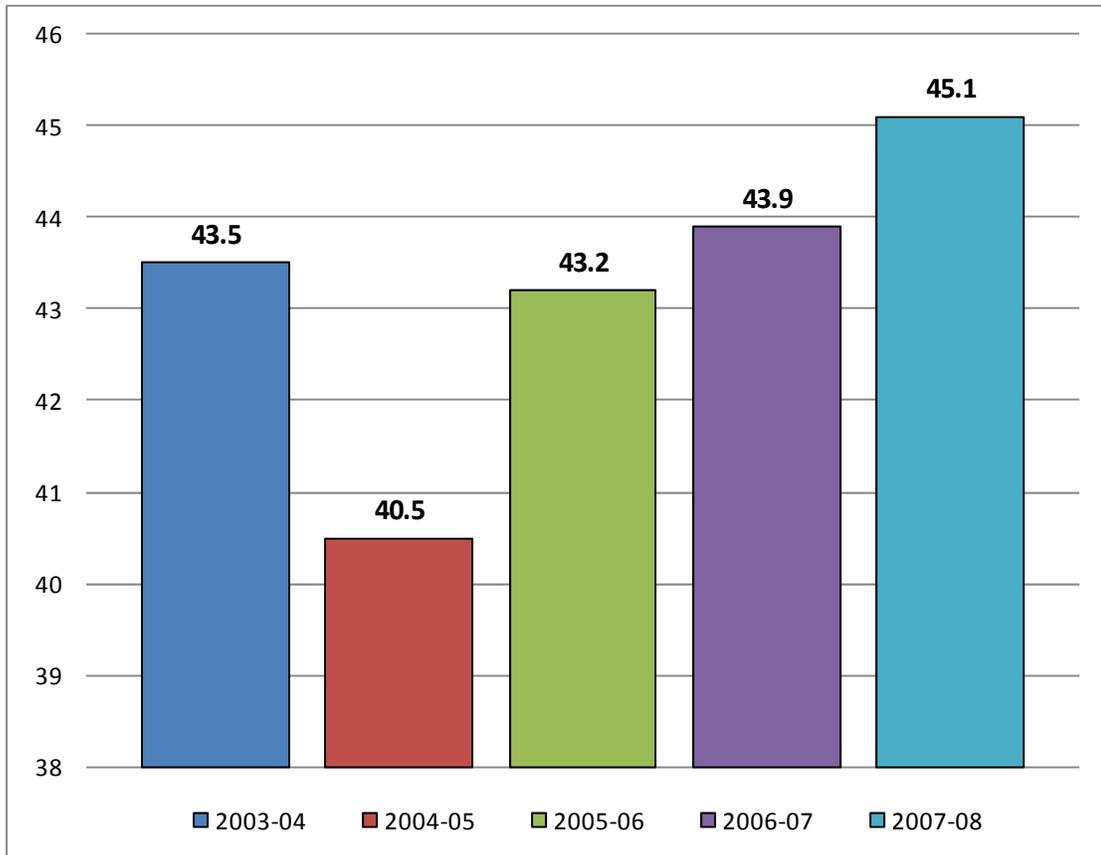
Application clinics were also held at the Boys and Girls Clubs, the YMCA, Hampton Healthy Families, the Peninsula Food Bank and Social Service Agencies.

The division's food service department formed alliances with various community Social organizations to improve the number of applications, such as; Links, Inc. a non-profit national corporation, service oriented sororities and fraternities, 100 Black Men, Big Brothers and Sisters and the National Association for the Advancement of Colored People.

Also, an information table and assistance with applications was available at all HCS back-to-school nights in August and September.

Exhibit 10-16 presents the percentages on increase in the free and reduced price meal eligibility for the past five years.

**EXHIBIT 10-16
HAMPTON CITY SCHOOLS
FREE AND REDUCED ELIGIBILITY**



Source: Hampton City Schools, department of food services, 2008.

COMMENDATION 10-A:

HCS Food Service Program has an active and successful community outreach program to increase free and reduced price meal applications.

**11.0 SUMMARY OF POTENTIAL
SAVINGS AND COSTS**

11.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews, community input, state and school division documents, Hampton City Schools (HCS), and first-hand observations during the review, MGT developed 102 recommendations, of which 32 have fiscal implications.

As shown in **Exhibit 11-1**, full implementation of the recommendations in this report over a five-year period would generate gross savings of \$51,155,480; gross costs for the same period would equal \$7,740,035. Including a net one-time cost of \$563,064, there could be a **net savings of \$42,852,381**.

It is important to note that many of the recommendations MGT made without specifying a fiscal impact are also expected to result in a net cost savings to HCS, 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 2009-10 dollars and do not reflect increases due to salary or inflation adjustments.

EXHIBIT 11-1 SUMMARY OF ANNUAL SAVINGS AND COSTS

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS
	2009-10	2010-11	2011-12	2012-13	2013-14	
TOTAL SAVINGS	\$10,570,295	\$10,613,295	\$9,990,630	\$9,990,630	\$9,990,630	\$51,155,480
TOTAL (COSTS)	(\$1,515,135)	(\$1,556,225)	(\$1,556,225)	(\$1,556,225)	(\$1,556,225)	(\$7,740,035)
TOTAL NET SAVINGS (COSTS)	\$9,055,160	\$9,057,070	\$8,434,405	\$8,434,405	\$8,434,405	\$43,415,445
ONE-TIME SAVINGS (COSTS)						(\$563,064)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$42,852,381

Exhibit 11-2 provides a chapter-by-chapter summary for all costs and savings. It is important to note that only the 33 recommendations with fiscal impacts are identified in this chapter. The remaining recommendations to improve the efficiency and effectiveness of HCS are included in **Chapters 1.0** through **10.0** of this report. All of the recommendations are listed in the **Executive Summary**.

MGT recommends that HCS gives each of the recommendations serious consideration and develops plans to proceed with their implementation and a system to monitor subsequent progress.

**EXHIBIT 11-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS AND COSTS**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 1: DIVISION ADMINISTRATION								
Rec 1-1	Purchase One Lockable, Fire-Rated Cabinet (page 1-7)	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,300)
Rec 1-9	Downgrade One Executive Director Position to Director (page 1-27)	\$41,956	\$41,956	\$41,956	\$41,956	\$41,956	\$209,780	\$0
Rec 1-9	Downgrade One Director Position to Coordinator (page 1-27)	\$9,872	\$9,872	\$9,872	\$9,872	\$9,872	\$49,360	\$0
Rec 1-9	Eliminate One Deputy Position (page 1-27)	\$158,450	\$158,450	\$158,450	\$158,450	\$158,450	\$792,250	\$0
Rec 1-9	Create One Executive Director for School Cluster Leadership Position (page 1-27)	(\$133,770)	(\$133,770)	(\$133,770)	(\$133,770)	(\$133,770)	(\$668,850)	\$0
Rec 1-15	Create Two Dean Positions (page 1-44)	(\$121,928)	(\$121,928)	(\$121,928)	(\$121,928)	(\$121,928)	(\$609,640)	\$0
Rec 1-15	Eliminate Ten Elementary Assistant Principal Positions (page 1-44)	\$757,720	\$757,720	\$757,720	\$757,720	\$757,720	\$3,788,600	\$0
Rec 1-15	Convert 12 Part-time Clerical Support Office Positions to Full-time (page 1-44)	(\$225,108)	(\$225,108)	(\$225,108)	(\$225,108)	(\$225,108)	(\$1,125,540)	\$0
CHAPTER 1 TOTAL SAVINGS/(COSTS)		\$487,192	\$487,192	\$487,192	\$487,192	\$487,192	\$2,435,960	(\$1,300)
CHAPTER 2: HUMAN RESOURCES								
Rec 2-5	Install iRecruitment® in HRMS (page 2-22)	\$0	\$0	\$0	\$0	\$0	\$0	(\$392,237)
Rec 2-7	Reduce Voluntary Attrition by Ten Percent Annually (page 2-29)	\$771,120	\$771,120	\$771,120	\$771,120	\$771,120	\$3,855,600	\$0
Rec 2-8	Phase Out Out-of-Field Educational Supplements (page 2-33)	\$144,900	\$144,900	\$0	\$0	\$0	\$289,800	\$0
Rec 2-9	Phase Out Existing Retirement Incentive Plan (page 2-35)	\$477,765	\$477,765	\$0	\$0	\$0	\$955,530	\$0
CHAPTER 2 TOTAL SAVINGS/(COSTS)		\$1,393,785	\$1,393,785	\$771,120	\$771,120	\$771,120	\$5,100,930	(\$392,237)
CHAPTER 3: FINANCIAL MANAGEMENT								
Rec 3-11	Hold Secretaries and Accountants Accountable for Accurately Reporting Leave Time (page 3-28)	\$0	\$43,000	\$43,000	\$43,000	\$43,000	\$172,000	\$0
CHAPTER 3 TOTAL SAVINGS/(COSTS)		\$0	\$43,000	\$43,000	\$43,000	\$43,000	\$172,000	\$0

EXHIBIT 11-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS AND COSTS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 4: PURCHASING								
NONE		\$0	\$0	\$0	\$0	\$0	\$0	\$0
CHAPTER 4 TOTAL SAVINGS/(COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	\$0
CHAPTER 5: EDUCATION SERVICE DELIVERY								
Rec 5-1	Eliminate Six Teacher Specialist Positions (page 5-10)	\$491,652	\$491,652	\$491,652	\$491,652	\$491,652	\$2,458,260	\$0
Rec 5-1	Eliminate Four Clerical Positions (page 5-10)	\$179,688	\$179,688	\$179,688	\$179,688	\$179,688	\$898,440	\$0
Rec 5-1	Eliminate One Career and Technical Education Coordinator Position (page 5-10)	\$88,112	\$88,112	\$88,112	\$88,112	\$88,112	\$440,560	\$0
Rec 5-2	Eliminate Five Coordinator Positions (page 5-14)	\$440,560	\$440,560	\$440,560	\$440,560	\$440,560	\$2,202,800	\$0
Rec 5-2	Eliminate One Director Position (page 5-14)	\$96,750	\$96,750	\$96,750	\$96,750	\$96,750	\$483,750	\$0
Rec 5-2	Eliminate Eight Clerical Positions (page 5-14)	\$359,376	\$359,376	\$359,376	\$359,376	\$359,376	\$1,796,880	\$0
Rec 5-3	Eliminate Five School Nurse Positions Per Year for Five Years (page 5-17)	\$348,010	\$348,010	\$348,010	\$348,010	\$348,010	\$1,740,050	\$0
Rec 5-3	Eliminate Five Guidance Counselor Positions Per Year for Five Years (page 5-17)	\$348,010	\$348,010	\$348,010	\$348,010	\$348,010	\$1,740,050	\$0
Rec 5-4	Eliminate Three Coordinator Positions (page 5-19)	\$264,336	\$264,336	\$264,336	\$264,336	\$264,336	\$1,321,680	\$0
Rec 5-6	Eliminate 8.7 Teacher Positions at Lindsay Middle Schools (page 5-23)	\$605,537	\$605,537	\$605,537	\$605,537	\$605,537	\$3,027,685	\$0
Rec 5-12	Eliminate 16 Teacher Positions (page 5-43)	\$916,192	\$916,192	\$916,192	\$916,192	\$916,192	\$4,580,960	\$0
Rec 5-12	Create 8 Teacher Positions (page 5-43)	(\$458,096)	(\$458,096)	(\$458,096)	(\$458,096)	(\$458,096)	(\$2,290,480)	\$0
Rec 5-12	Decrease Payment to New Horizons Career and Technical Education Center (page 5-43)	\$450,000	\$450,000	\$450,000	\$450,000	\$450,000	\$2,250,000	\$0
CHAPTER 5 TOTAL SAVINGS/(COSTS)		\$4,130,127	\$4,130,127	\$4,130,127	\$4,130,127	\$4,130,127	\$20,650,635	\$0

EXHIBIT 11-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS AND COSTS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 6: SPECIAL EDUCATION COSTS								
Rec 6-1	Eliminate Two Special Education Coordinator Positions (page 6-9)	\$163,884	\$163,884	\$163,884	\$163,884	\$163,884	\$819,420	\$0
Rec 6-1	Eliminate three Clerical Positions (page 6-9)	\$134,766	\$134,766	\$134,766	\$134,766	\$134,766	\$673,830	\$0
Rec 6-1	Eliminate One Assistant Director Position (page 6-9)	\$88,112	\$88,112	\$88,112	\$88,112	\$88,112	\$440,560	\$0
CHAPTER 6 TOTAL SAVINGS/(COSTS)		\$386,762	\$386,762	\$386,762	\$386,762	\$386,762	\$1,933,810	\$0
CHAPTER 7: FACILITY USE AND MANAGEMENT								
Rec 7-4	Develop a Long-Range Facility Master Plan (page 7-11)	\$0	\$0	\$0	\$0	\$0	\$0	(\$150,000)
Rec 7-7	Review and Revision of Department Schedules (page 7-19)	\$17,400	\$17,400	\$17,400	\$17,400	\$17,400	\$87,000	\$0
Rec 7-8	Increase Custodians to Support New Schools (page 7-25)	(\$314,388)	(\$314,388)	(\$314,388)	(\$314,388)	(\$314,388)	(\$1,571,940)	\$0
Rec 7-10	Eliminate the Warehouse Supervisor Position (page 7-28)	\$73,456	\$73,456	\$73,456	\$73,456	\$73,456	\$367,280	\$0
Rec 7-10	Eliminate Two Full-time Staff Positions (page 7-28)	\$62,876	\$62,876	\$62,876	\$62,876	\$62,876	\$314,380	\$0
Rec 7-10	Eliminate Two Part-time Staff Positions (page 7-28)	\$31,438	\$31,438	\$31,438	\$31,438	\$31,438	\$157,190	\$0
CHAPTER 7 TOTAL SAVINGS/(COSTS)		(\$129,218)	(\$129,218)	(\$129,218)	(\$129,218)	(\$129,218)	(\$646,090)	(\$150,000)
CHAPTER 8: TRANSPORTATION								
Rec 8-4	Three-tier Routing (page 8-15)	\$560,780	\$560,780	\$560,780	\$560,780	\$560,780	\$2,803,900	\$0
Rec 8-6	Use Four-Part discipline Form and Three-Part Maintenance Form (page 8-18)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$5,000)	\$0
Rec 8-8	Increase Staffing by Three Mechanics (page 8-23)	(\$82,180)	(\$123,270)	(\$123,270)	(\$123,270)	(\$123,270)	(\$575,260)	\$0
Rec 8-9	ASE Certification (Page 8-24)	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,547)
Rec 8-10	Purchase Vehicle Maintenance Software (page 8-25)	\$0	\$0	\$0	\$0	\$0	\$0	(\$16,000)
Rec 8-12	Eliminate Four Vehicles (page 8-27)	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$50,000	\$0
CHAPTER 8 TOTAL SAVINGS/(COSTS)		\$487,600	\$446,510	\$446,510	\$446,510	\$446,510	\$2,273,640	(\$17,547)

EXHIBIT 11-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS AND COSTS

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2009-10	2010-11	2011-12	2012-13	2013-14		
CHAPTER 9: TECHNOLOGY MANAGEMENT								
Rec 9-1	Hire a Chief Information Officer (page 9-8)	(\$155,982)	(\$155,982)	(\$155,982)	(\$155,982)	(\$155,982)	(\$779,910)	\$0
Rec 9-1	Eliminate Two Elementary and Secondary ITRT Teacher Specialist Positions (page 9-8)	\$116,937	\$116,937	\$116,937	\$116,937	\$116,937	\$584,685	\$0
Rec 9-1	Eliminate One E-mail Administrator Position (page 9-8)	\$58,441	\$58,441	\$58,441	\$58,441	\$58,441	\$292,205	\$0
Rec 9-1	Eliminate One Supervisor for Technical Support Staff (page 9-8)	\$67,042	\$67,042	\$67,042	\$67,042	\$67,042	\$335,210	\$0
Rec 9-1	Eliminate Vacant Repair Shop Technician Position (page 9-8)	\$57,728	\$57,728	\$57,728	\$57,728	\$57,728	\$288,640	\$0
Rec 9-1	Eliminate Two Local Data Base Support Positions (page 9-8)	\$106,192	\$106,192	\$106,192	\$106,192	\$106,192	\$530,960	\$0
Rec 9-1	Eliminate Two Server Support Positions (page 9-8)	\$127,924	\$127,924	\$127,924	\$127,924	\$127,924	\$639,620	\$0
Rec 9-7	Eliminate 97 Cellular Phones (page 9-21)	\$43,068	\$43,068	\$43,068	\$43,068	\$43,068	\$215,340	\$0
CHAPTER 9 TOTAL SAVINGS/(COSTS)		\$421,350	\$421,350	\$421,350	\$421,350	\$421,350	\$2,106,750	\$0
CHAPTER 10: FOOD SERVICES								
Rec 10-1	Employ a Substitute Coordinator (page 10-5)	(\$22,683)	(\$22,683)	(\$22,683)	(\$22,683)	(\$22,683)	(\$113,415)	\$0
Rec 10-2	Reduce Labor Cost to 40 Percent of Total Revenue (page 10-8)	\$143,610	\$143,610	\$143,610	\$143,610	\$143,610	\$718,050	\$0
Rec 10-3	Purchase Notebooks and Holders for MSDS (page 10-10)	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,980)
Rec 10-5	Increase Meal Prices (page 10-15)	\$834,657	\$834,657	\$834,657	\$834,657	\$834,657	\$4,173,285	\$0
Rec 10-10	Reduce Food Cost to Industry Standard Levels (page 10-21)	\$921,978	\$921,978	\$921,978	\$921,978	\$921,978	\$4,609,890	\$0
CHAPTER 10 TOTAL SAVINGS/(COSTS)		\$1,877,562	\$1,877,562	\$1,877,562	\$1,877,562	\$1,877,562	\$9,387,810	(\$1,980)
GROSS SAVINGS		\$10,570,295	\$10,613,295	\$9,990,630	\$9,990,630	\$9,990,630	\$51,155,480	\$0
GROSS (COSTS)		(\$1,515,135)	(\$1,556,225)	(\$1,556,225)	(\$1,556,225)	(\$1,556,225)	(\$7,740,035)	(\$563,064)
NET SAVINGS (COSTS)		\$9,055,160	\$9,057,070	\$8,434,405	\$8,434,405	\$8,434,405	\$43,415,445	(\$563,064)
TOTAL NET SAVINGS (COSTS) INCLUDING ONE TIME SAVINGS (COSTS)							\$42,852,381	

APPENDICES

APPENDIX A: SURVEY RESULTS

**APPENDIX A
HAMPTON CITY SCHOOLS
SURVEY RESULTS**

**Total responses for Central Office Administrators = 67
Total responses for Principal/Assistant Principals = 44
Total responses for Teachers = 520**

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 Hampton City Schools, the response rates for administrators and principals were below this standard. This appendix displays the combined results of the three surveys.

**EXHIBIT A-1
COMPARISON SURVEY RESPONSES
PART A: OVERALL QUALITY**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. How long have you worked in the division? Five years or less 6-10 years 11-20 years 21 years or more	 25% 13 28 33	 23% 14 43 20	 41% 25 21 12
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	 61% 24 12 3	 70% 16 11 2	 56% 24 15 5
3. Overall quality of public education in our school division is: Good or Excellent Fair or Poor	 89% 9	 88% 9	 79% 21
4. Overall quality of education in our school division is: Improving Staying the Same Getting Worse Don't Know	 87% 10 0 3	 91% 5 2 2	 63% 23 10 5
5. Grade given to our school division teachers: Above Average (A or B) Below Average (D or F)	 83% 0	 87% 0	 82% 1
6. Grade given to our school division school level administrators: Above Average (A or B) Below Average (D or F)	 86% 0	 95% 0	 66% 6
7. Grade given to our school division central office administrators: Above Average (A or B) Below Average (D or F)	 87% 1	 80% 4	 60% 11

*Percentages may equal over 100 percent due to rounding

**EXHIBIT A-2
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART B: SCHOOL/DIVISION CLIMATE**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. I feel that I have the authority to adequately perform my job responsibilities.	83/13	86/7	82/11
2. I am actively looking for a job outside of this school division.	11/75	18/70	11/71
3. I am very satisfied with my job in this school division.	75/13	84/12	70/14
4. The work standards and expectations in this school division are equal to or above those of most other school divisions.	70/9	81/7	63/12
5. This school division's officials enforce high work standards.	85/7	89/7	70/10
6. Workload is evenly distributed.	43/39	52/41	45/38
7. I feel that my work is appreciated by my supervisor(s).	76/22	77/14	69/16
8. Teachers who do not meet expected work standards are disciplined.	25/39	72/16	20/41
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	36/27	70/16	18/32
10. I feel that I am an integral part of this school division team.	82/8	75/19	67/12

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 DIVISION
PART C1: DIVISION ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers and administrators in our division have excellent working relationships.	58/7	79/5	59/15
2. Most administrative practices in our school division are highly effective and efficient.	55/19	71/14	46/24
3. Administrative decisions are made promptly and decisively.	42/35	77/9	47/24
4. Central Office Administrators are easily accessible and open to input.	79/2	70/20	50/19
5. Authority for administrative decisions is delegated to the lowest possible level.	25/41	34/34	21/18
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	59/8	86/4	60/20
7. The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions.	62/10	64/18	43/24
8. Our school division has too many committees.	48/23	32/34	31/20
9. Our school division has too many layers of administrators.	13/64	18/57	33/28
10. Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	64/20	52/25	48/17
11. Central office administrators are responsive to school needs.	88/4	70/18	43/23
12. School-based personnel play an important role in making decisions that affect schools in our school division.	72/7	73/16	43/21

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

**EXHIBIT A-4
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART C2: DIVISION ORGANIZATION**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Board of Education members' knowledge of the educational needs of students in this school division.	61/29	66/23	36/29
2. Board of Education members' knowledge of operations in this school division.	65/26	66/23	38/27
3. Board of Education members' work at setting or revising policies for this school division.	73/17	77/9	39/26
4. The School Division Superintendent's work as the educational leader of this school division.	61/36	75/25	67/22
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	57/41	77/22	73/21
6. Principals' work as the instructional leaders of their schools.	81/7	94/7	71/26
7. Principals' work as the managers of the staff and teachers.	81/7	96/5	69/28

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

**EXHIBIT A-5
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school division has increased in recent years.	89/3	84/2	71/12
2. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	79/4	81/11	73/16
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	70/6	79/19	58/26
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	92/0	93/2	89/5
5. Lessons are organized to meet students' needs.	57/6	91/2	81/7
6. The curriculum is broad and challenging for most students.	43/14	86/9	67/15
7. Teachers in our schools know the material they teach.	64/3	100/0	82/4
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	66/1	86/2	60/11
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	52/16	66/23	46/33
10. Our division provides curriculum guides for all grades and subject areas.	79/1	98/0	85/5
11. Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	85/1	100/0	89/2
12. Our division has effective educational programs for the following:			
a) Reading and Language Arts	79/1	95/2	74/10
b) Writing	76/0	95/2	68/12
c) Mathematics	75/4	95/2	76/7
d) Science	81/0	88/2	74/4
e) Social Studies (history or geography)	82/0	95/0	73/4
f) Foreign Language	69/1	55/4	38/5
g) Basic Computer Instruction	63/1	64/12	50/9
h) Advanced Computer Instruction	53/3	48/4	33/7
i) Music, Art, Drama, and other Fine Arts	73/1	77/7	60/8
j) Physical Education	77/0	86/4	65/6
k) Career and Technical (Vocational) Education	61/4	54/7	34/9
l) Business Education	64/4	55/2	32/5
13. The division has effective programs for the following:			
a) Special Education	84/3	86/9	55/20
b) Literacy Program	62/4	59/16	45/12
c) Advanced Placement Program	67/7	57/5	44/5
d) Drop-out Prevention Program	53/10	32/16	17/14
e) Summer School Programs	64/13	66/20	48/12

EXHIBIT A-5 (Continued)
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
f) Honors and Gifted Education	67/5	75/5	51/13
g) Alternative Education Programs	76/6	55/16	33/15
h) Career Counseling Program	51/8	39/16	24/12
i) College Counseling Program	50/7	35/14	24/11
14. The students-to-teacher ratio is reasonable.	77/11	75/14	49/37
15. Our division provides a high quality education that meets or exceeds state and federal mandates.	75/6	91/0	66/11
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	68/4	84/7	53/13
17. There is generally cooperation and collaboration regarding special education issues in our school division.	68/3	75/9	53/17
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	53/6	86/2	46/22
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	35/7	55/28	27/18
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	56/6	29/7	17/6
21. The school division adequately identifies students who are English language learners.	64/3	50/5	24/6
22. The school division provides appropriate and mandated assessments for English language learners.	63/0	39/2	20/3
23. The school division provides documents to parents in their native language.	28/18	27/7	13/6
24. The school division provides adequate translation services.	31/15	27/9	14/7

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

**EXHIBIT A-6
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART D2: CURRICULUM AND INSTRUCTION**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers' work in meeting students' individual learning needs.	55/25	72/28	82/16
2. Teachers' work in communicating with parents/guardians.	59/17	75/25	85/13
3. How well students' test results are explained to parents/guardians.	42/23	54/43	63/23
4. The amount of time students spend on task learning in the classroom.	54/18	75/25	71/24

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

**EXHIBIT A-7
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school division are competitive.	50/36	75/19	48/36
2. Our division has an effective employee recognition program.	26/37	38/41	26/35
3. Our division has an effective process for staffing critical shortage areas of teachers.	44/12	45/18	24/25
4. My supervisor evaluates my job performance annually.	82/15	93/2	89/6
5. Our division offers incentives for professional advancement.	57/22	55/23	46/27
6. I know who to contact in the central office to assist me with professional development.	97/1	98/2	91/5
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	96/1	96/5	90/7
8. My salary level is adequate for my level of work and experience.	40/43	52/32	29/54
9. Our division has an effective teacher recruitment plan.	69/7	63/9	35/10
10. I have a professional growth plan that addresses areas identified for my professional growth.	49/28	59/21	54/21

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

**EXHIBIT A-8
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART E2: HUMAN RESOURCES**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Staff development opportunities provided by this school division for teachers.	78/13	86/13	71/28
2. Staff development opportunities provided by this school division for school administrators.	63/26	84/16	27/8
3. Staff development opportunities provided by this school division for support staff.	48/33	46/50	30/12

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

**EXHIBIT A-9
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school buildings provide a healthy environment in which to teach.	56/19	55/27	37/43
2. Our schools have sufficient space and facilities to support the instructional programs.	29/40	35/50	33/51
3. Our facilities are clean.	57/10	80/4	50/28
4. Our facilities are well maintained.	44/28	59/18	40/37
5. Our division plans facilities in advance to support growing enrollment.	54/16	55/21	43/27
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	73/6	75/7	50/13
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	58/5	63/13	47/32

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

EXHIBIT A-10
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Funds are managed wisely to support education in this school division.	59/16	68/19	31/24
2. The budgeting process effectively involves administrators and staff.	66/16	62/23	22/30
3. School administrators are adequately trained in fiscal management techniques.	33/37	39/41	18/8
4. My school allocates financial resources equitably and fairly.	34/10	77/9	36/19
5. The purchasing department provides me with what I need.	49/22	55/14	30/21
6. The purchasing process is easy.	29/41	43/18	26/21
7. Textbooks are distributed to students in a timely manner.	44/5	75/12	67/10
8. The books and resources in the school library adequately meet the needs of students.	56/0	77/11	66/14

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

EXHIBIT A-11
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART H: TRANSPORTATION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	16/28	39/45	32/50
2. The division has a simple method of requesting buses for special events and trips.	43/1	91/5	48/11
3. Bus drivers maintain adequate discipline on the buses.	31/6	43/36	22/16
4. Buses are clean.	30/0	77/9	35/4
5. Buses arrive early enough for students to eat breakfast at school.	37/4	68/16	50/16
6. Buses are safe.	47/4	66/21	35/13

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

**EXHIBIT A-12
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school division provides adequate technology-related staff development.	80/7	86/7	72/17
2. Our school division requests input on the long-range technology plan.	54/19	41/32	33/22
3. Our school division provides adequate technical support.	83/4	88/4	75/10
4. I have adequate equipment and computer support to conduct my work.	84/7	95/2	70/20
5. Administrative computer systems are easy to use.	87/3	90/9	49/10
6. Technology is effectively integrated into the curriculum in our division.	67/6	54/32	58/18

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

**EXHIBIT A-13
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The school division's job of providing adequate instructional technology.	76/13	79/20	68/29
2. The school division's use of technology for administrative purposes.	85/12	89/9	57/15

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

**EXHIBIT A-14
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The food services department provides nutritious and appealing meals and snacks.	49/6	77/14	47/25
2. The food services department encourages student participation through customer satisfaction surveys.	43/3	41/25	22/21
3. Cafeteria staff are helpful and friendly.	51/1	75/12	69/12
4. Cafeteria facilities are clean and neat.	61/1	89/2	75/6
5. Parents/guardians are informed about the menus.	61/2	89/2	73/3

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

**EXHIBIT A-15
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our schools are safe and secure from crime.	68/12	84/7	56/22
2. Our schools effectively handle misbehavior problems.	62/10	98/2	50/32
3. There is administrative support for managing student behavior in our schools.	68/8	93/2	63/20
4. If there were an emergency in my school/office, I would know how to respond appropriately.	81/5	100/0	91/2
5. Our division has a problem with gangs.	52/15	48/16	48/11
6. Our division has a problem with drugs, including alcohol.	45/18	27/28	37/15
7. Our division has a problem with vandalism.	25/31	43/21	42/20
8. Our school enforces a strict campus access policy.	58/13	70/16	47/21

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

EXHIBIT A-16
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	34/37	50/34	30/51
2. Parents/guardians in this school division are satisfied with the education their children are receiving.	70/6	82/5	62/5
3. Most parents/guardians seem to know what goes on in our schools.	51/18	78/11	47/28
4. Parents/guardians play an active role in decision making in our schools.	43/15	47/20	32/30
5. This community really cares about its children's education.	73/7	71/16	52/19
6. Our division works with local businesses and groups in the community to help improve education.	99/0	84/7	59/8
7. Parents/guardians receive regular communications from the division.	89/0	89/4	81/2
8. Our school facilities are available for community use.	82/0	84/2	64/4

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

EXHIBIT A-17
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	47/31	55/46	31/65
2. Parent/Guardians/guardians' participation in school activities and organizations.	37/38	46/54	28/67
3. How well relations are maintained with various groups in the community.	65/18	66/32	39/36

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

**EXHIBIT A-18
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART M: SCHOOL DIVISION OPERATIONS**

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
a. Budgeting	52/39	48/46	46/31
b. Strategic planning	34/56	18/75	31/40
c. Curriculum planning	25/52	23/77	33/58
d. Financial management and accounting	25/61	25/66	30/37
e. Grants administration	26/43	25/61	21/38
f. Community relations	11/75	16/82	29/50
g. Program evaluation, research, and assessment	25/58	18/71	22/49
h. Instructional technology	10/74	27/68	33/57
i. Administrative technology	11/78	13/82	16/47
j. Internal Communication	48/47	34/63	30/54
k. Instructional support	12/76	20/80	34/60
l. Coordination of Federal Programs (e.g., Title I, Special Education)	10/69	21/70	25/45
m. Personnel recruitment	26/67	30/66	23/43
n. Personnel selection	37/56	27/71	29/44
o. Personnel evaluation	42/51	30/66	24/62
p. Staff development	34/61	14/87	31/64
q. Data processing	10/64	12/75	12/47
r. Purchasing	37/46	21/59	19/36
s. Safety and security	24/70	23/73	36/52
t. Plant maintenance	37/46	43/52	37/36
u. Facilities planning	31/49	32/59	35/33
v. Transportation	37/47	48/52	39/43
w. Food service	16/61	37/64	36/51
x. Custodial services	30/46	37/64	36/56
y. Risk management	5/55	16/75	17/36

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 DIVISIONS

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. How long have you worked in the division? Five years or less 6-10 years 11-20 years 21 years or more	25% 13 28 33	N/A	23% 14 43 20	N/A	41% 25 21 12	N/A
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	61% 24 12 3	N/A	70% 16 11 2	N/A	56% 24 15 5	N/A
3. Overall quality of public education in our school division is: Good or Excellent Fair or Poor	89% 9	86 14	88% 9	89 10	79% 21	76 23
4. Overall quality of education in our school division is: Improving Staying the Same Getting Worse Don't Know	87% 10 0 3	70 20 7 3	91% 5 2 2	78 15 6 1	63% 23 10 5	55 26 15 4
5. Grade given to our school division teachers: Above Average (A or B) Below Average (D or F)	83% 0	79 1	87% 0	85 1	82% 1	84 1
6. Grade given to our school division school level administrators: Above Average (A or B) Below Average (D or F)	86% 0	77 3	95% 0	91 1	66% 6	60 11
7. Grade given to our school division central office administrators: Above Average (A or B) Below Average (D or F)	87% 1	77 5	80% 4	72 8	60% 11	40 21

*Percentages may add up to over 100 percent due to rounding.

EXHIBIT A-20
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART B: SCHOOL/DIVISION CLIMATE

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. I feel that I have the authority to adequately perform my job responsibilities.	83/13	78/15	86/7	81/12	82/11	81/11
2. I am actively looking for a job outside of this school division.	11/75	8/78	18/70	8/78	11/71	11/73
3. I am very satisfied with my job in this school division.	75/13	78/12	84/12	84/8	70/14	71/15
4. The work standards and expectations in this school division are equal to or above those of most other school divisions.	70/9	76/7	81/7	84/6	63/12	64/13
5. This school division's officials enforce high work standards.	85/7	74/12	89/7	81/9	70/10	66/13
6. Workload is evenly distributed.	43/39	32/46	52/41	46/34	45/38	36/42
7. I feel that my work is appreciated by my supervisor(s).	76/22	75/14	77/14	74/15	69/16	65/21
8. Teachers who do not meet expected work standards are disciplined.	25/39	26/32	72/16	49/30	20/41	25/37
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	36/27	38/33	70/16	55/24	18/32	23/34
10. I feel that I am an integral part of this school division team.	82/8	75/11	75/19	74/12	67/12	61/20

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

EXHIBIT A-21
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART C1: DIVISION ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Teachers and administrators in our division have excellent working relationships.	58/7	55/13	79/5	76/7	59/15	47/26
2. Most administrative practices in our school division are highly effective and efficient.	55/19	55/23	71/14	69/17	46/24	36/35
3. Administrative decisions are made promptly and decisively.	42/35	44/32	77/9	63/20	47/24	37/35
4. Central Office Administrators are easily accessible and open to input.	79/2	65/18	70/20	72/14	50/19	42/33
5. Authority for administrative decisions is delegated to the lowest possible level.	25/41	28/44	34/34	36/37	21/18	16/28
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	59/8	53/18	86/4	78/11	60/20	56/26
7. The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions.	62/10	49/20	64/18	59/21	43/24	29/38
8. Our school division has too many committees.	48/23	35/33	32/34	33/35	31/20	40/15
9. Our school division has too many layers of administrators.	13/64	18/65	18/57	25/58	33/28	49/18
10. Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	64/20	56/24	52/25	58/26	48/17	37/26
11. Central office administrators are responsive to school needs.	88/4	78/7	70/18	65/20	43/23	30/32
12. School-based personnel play an important role in making decisions that affect schools in our school division.	72/7	49/23	73/16	61/23	43/21	36/33

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

EXHIBIT A-22
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART C2: DIVISION ORGANIZATION

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Board of Education members' knowledge of the educational needs of students in this school division.	61/29	42/51	66/23	41/56	36/29	26/60
2. Board of Education members' knowledge of operations in this school division.	65/26	37/57	66/23	42/54	38/27	32/52
3. Board of Education members' work at setting or revising policies for this school division.	73/17	45/47	77/9	52/45	39/26	30/54
4. The School Division Superintendent's work as the educational leader of this school division.	61/36	79/18	75/25	80/17	67/22	50/39
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	57/41	77/19	77/22	81/17	73/21	52/37
6. Principals' work as the instructional leaders of their schools.	81/7	70/28	94/7	89/10	71/26	64/35
7. Principals' work as the managers of the staff and teachers.	81/7	74/24	96/5	94/5	69/28	67/31

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

**EXHIBIT A-23
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The emphasis on learning in this school division has increased in recent years.	89/3	83/6	84/2	89/4	71/12	72/12
2. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	79/4	58/25	81/11	57/34	73/16	55/32
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	70/6	63/16	79/19	75/14	58/26	55/30
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	92/0	N/A	93/2	N/A	89/5	N/A
5. Lessons are organized to meet students' needs.	57/6	57/10	91/2	85/6	81/7	81/8
6. The curriculum is broad and challenging for most students.	43/14	71/8	86/9	87/7	67/15	78/10
7. Teachers in our schools know the material they teach.	64/3	70/5	100/0	91/4	82/4	89/3
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	66/1	N/A	86/2	N/A	60/11	N/A
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	52/16	N/A	66/23	N/A	46/33	N/A
10. Our division provides curriculum guides for all grades and subject areas.	79/1	N/A	98/0	N/A	85/5	N/A
11. Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	85/1	N/A	100/0	N/A	89/2	N/A
12. Our division has effective educational programs for the following:						
i. Reading and Language Arts	79/1	N/A	95/2	N/A	74/10	N/A
ii. Writing	76/0	N/A	95/2	N/A	68/12	N/A
iii. Mathematics	75/4	N/A	95/2	N/A	76/7	N/A
iv. Science	81/0	N/A	88/2	N/A	74/4	N/A
v. Social Studies (history or geography)	82/0	N/A	95/0	N/A	73/4	N/A
vi. Foreign Language	69/1	N/A	55/4	N/A	38/5	N/A
vii. Basic Computer Instruction	63/1	N/A	64/12	N/A	50/9	N/A

EXHIBIT A-23 (Continued)
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
viii. Advanced Computer Instruction	53/3	N/A	48/4	N/A	33/7	N/A
ix. Music, Art, Drama, and other Fine Arts	73/1	N/A	77/7	N/A	60/8	N/A
x. Physical Education	77/0	N/A	86/4	N/A	65/6	N/A
xi. Career and Technical (Vocational) Education	61/4	N/A	54/7	N/A	34/9	N/A
xii. Business Education	64/4	N/A	55/2	N/A	32/5	N/A
13. The division has effective programs for the following:						
i. Special Education	84/3	N/A	86/9	N/A	55/20	N/A
ii. Literacy Program	62/4	N/A	59/16	N/A	45/12	N/A
iii. Advanced Placement Program	67/7	N/A	57/5	N/A	44/5	N/A
iv. Drop-out Prevention Program	53/10	N/A	32/16	N/A	17/14	N/A
v. Summer School Programs	64/13	N/A	66/20	N/A	48/12	N/A
vi. Honors and Gifted Education	67/5	N/A	75/5	N/A	51/13	N/A
vii. Alternative Education Programs	76/6	N/A	55/16	N/A	33/15	N/A
viii. Career Counseling Program	51/8	N/A	39/16	N/A	24/12	N/A
ix. College Counseling Program	50/7	N/A	35/14	N/A	24/11	N/A
14. The students-to-teacher ratio is reasonable.	77/11	N/A	75/14	N/A	49/37	N/A
15. Our division provides a high quality education that meets or exceeds state and federal mandates.	75/6	N/A	91/0	N/A	66/11	N/A
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	68/4	N/A	84/7	N/A	53/13	N/A
17. There is generally cooperation and collaboration regarding special education issues in our school division.	68/3	N/A	75/9	N/A	53/17	N/A
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	53/6	N/A	86/2	N/A	46/22	N/A
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	35/7	N/A	55/28	N/A	27/18	N/A

EXHIBIT A-23 (Continued)
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	56/6	N/A	29/7	N/A	17/6	N/A
21. The school division adequately identifies students who are English language learners.	64/3	N/A	50/5	N/A	24/6	N/A
22. The school division provides appropriate and mandated assessments for English language learners.	63/0	N/A	39/2	N/A	20/3	N/A
23. The school division provides documents to parents in their native language.	28/18	N/A	27/7	N/A	13/6	N/A
24. The school division provides adequate translation services.	31/15	N/A	27/9	N/A	14/7	N/A

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

EXHIBIT A-24
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART D2: CURRICULUM AND INSTRUCTION

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Teachers' work in meeting students' individual learning needs.	55/25	62/32	72/28	80/20	82/16	81/19
2. Teachers' work in communicating with parents/guardians.	59/17	50/40	75/25	68/31	85/13	77/22
3. How well students' test results are explained to parents/guardians.	42/23	37/44	54/43	51/47	63/23	39/51
4. The amount of time students spend on task learning in the classroom.	54/18	50/33	75/25	73/27	71/24	64/34

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

**EXHIBIT A-25
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Salary levels in this school division are competitive.	50/36	45/39	75/19	42/45	48/36	33/51
2. Our division has an effective employee recognition program.	26/37	N/A	38/41	N/A	26/35	N/A
3. Our division has an effective process for staffing critical shortage areas of teachers.	44/12	N/A	45/18	N/A	24/25	N/A
4. My supervisor evaluates my job performance annually.	82/15	N/A	93/2	N/A	89/6	N/A
5. Our division offers incentives for professional advancement.	57/22	N/A	55/23	N/A	46/27	N/A
6. I know who to contact in the central office to assist me with professional development.	97/1	N/A	98/2	N/A	91/5	N/A
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	96/1	N/A	96/5	N/A	90/7	N/A
8. My salary level is adequate for my level of work and experience.	40/43	42/44	52/32	34/55	29/54	21/67
9. Our division has an effective teacher recruitment plan.	69/7	N/A	63/9	N/A	35/10	N/A
10. I have a professional growth plan that addresses areas identified for my professional growth.	49/28	N/A	59/21	N/A	54/21	N/A

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

**EXHIBIT A-26
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART E2: HUMAN RESOURCES**

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Staff development opportunities provided by this school division for teachers.	78/13	64/31	86/13	69/30	71/28	60/39
2. Staff development opportunities provided by this school division for school administrators.	63/26	54/42	84/16	63/37	27/8	32/21
3. Staff development opportunities provided by this school division for support staff.	48/33	N/A	46/50	N/A	30/12	N/A

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

**EXHIBIT A-27
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our school buildings provide a healthy environment in which to teach.	56/19	N/A	55/27	N/A	37/43	N/A
2. Our schools have sufficient space and facilities to support the instructional programs.	29/40	27/61	35/50	32/58	33/51	29/61
3. Our facilities are clean.	57/10	69/31	80/4	65/34	50/28	53/46
4. Our facilities are well maintained.	44/28	69/31	59/18	65/34	40/37	53/46
5. Our division plans facilities in advance to support growing enrollment.	54/16	N/A	55/21	N/A	43/27	N/A
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	73/6	N/A	75/7	N/A	50/13	N/A
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	58/5	N/A	63/13	N/A	47/32	N/A

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

EXHIBIT A-28
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Funds are managed wisely to support education in this school division.	59/16	68/18	68/19	67/19	31/24	28/44
2. The budgeting process effectively involves administrators and staff.	66/16	N/A	62/23	N/A	22/30	N/A
3. School administrators are adequately trained in fiscal management techniques.	33/37	N/A	39/41	N/A	18/8	N/A
4. My school allocates financial resources equitably and fairly.	34/10	N/A	77/9	N/A	36/19	N/A
5. The purchasing department provides me with what I need.	49/22	N/A	55/14	N/A	30/21	N/A
6. The purchasing process is easy.	29/41	N/A	43/18	N/A	26/21	N/A
7. Textbooks are distributed to students in a timely manner.	44/5	N/A	75/12	N/A	67/10	N/A
8. The books and resources in the school library adequately meet the needs of students.	56/0	N/A	77/11	N/A	66/14	N/A

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

EXHIBIT A-29
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART H: TRANSPORTATION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	16/28	9/55	39/45	20/68	32/50	19/60
2. The division has a simple method of requesting buses for special events and trips.	43/1	N/A	91/5	N/A	48/11	N/A
3. Bus drivers maintain adequate discipline on the buses.	31/6	N/A	43/36	N/A	22/16	N/A
4. Buses are clean.	30/0	N/A	77/9	N/A	35/4	N/A
5. Buses arrive early enough for students to eat breakfast at school.	37/4	N/A	68/16	N/A	50/16	N/A
6. Buses are safe.	47/4	N/A	66/21	N/A	35/13	N/A

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

**EXHIBIT A-30
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our school division provides adequate technology-related staff development.	80/7	N/A	86/7	N/A	72/17	N/A
2. Our school division requests input on the long-range technology plan.	54/19	N/A	41/32	N/A	33/22	N/A
3. Our school division provides adequate technical support.	83/4	N/A	88/4	N/A	75/10	N/A
4. I have adequate equipment and computer support to conduct my work.	84/7	71/21	95/2	66/25	70/20	56/34
5. Administrative computer systems are easy to use.	87/3	N/A	90/9	N/A	49/10	N/A
6. Technology is effectively integrated into the curriculum in our division.	67/6	N/A	54/32	N/A	58/18	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-31
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The school division's job of providing adequate instructional technology.	76/13	55/42	79/20	48/50	68/29	48/49
2. The school division's use of technology for administrative purposes.	85/12	55/45	89/9	56/43	57/15	46/30

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

**EXHIBIT A-32
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The food services department provides nutritious and appealing meals and snacks.	49/6	64/12	77/14	59/24	47/25	42/34
2. The food services department encourages student participation through customer satisfaction surveys.	43/3	N/A	41/25	N/A	22/21	N/A
3. Cafeteria staff are helpful and friendly.	51/1	N/A	75/12	N/A	69/12	N/A
4. Cafeteria facilities are clean and neat.	61/1	N/A	89/2	N/A	75/6	N/A
5. Parents/guardians are informed about the menus.	61/2	N/A	89/2	N/A	73/3	N/A

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

**EXHIBIT A-33
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our schools are safe and secure from crime.	68/12	67/15	84/7	82/8	56/22	57/25
2. Our schools effectively handle misbehavior problems.	62/10	55/23	98/2	75/13	50/32	39/45
3. There is administrative support for managing student behavior in our schools.	68/8	69/12	93/2	89/6	63/20	56/29
4. If there were an emergency in my school/office, I would know how to respond appropriately.	81/5	79/7	100/0	96/2	91/2	87/6
5. Our division has a problem with gangs.	52/15	N/A	48/16	N/A	48/11	N/A
6. Our division has a problem with drugs, including alcohol.	45/18	N/A	27/28	N/A	37/15	N/A
7. Our division has a problem with vandalism.	25/31	N/A	43/21	N/A	42/20	N/A
8. Our school enforces a strict campus access policy.	58/13	N/A	70/16	N/A	47/21	N/A

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

EXHIBIT A-34
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	34/37	42/33	50/34	52/30	30/51	27/52
2. Parents/guardians in this school division are satisfied with the education their children are receiving.	70/6	58/15	82/5	74/8	62/5	55/12
3. Most parents/guardians seem to know what goes on in our schools.	51/18	37/37	78/11	45/35	47/28	31/47
4. Parents/guardians play an active role in decision making in our schools.	43/15	35/24	47/20	57/22	32/30	35/38
5. This community really cares about its children's education.	73/7	63/15	71/16	71/14	52/19	50/26
6. Our division works with local businesses and groups in the community to help improve education.	99/0	N/A	84/7	N/A	59/8	N/A
7. Parents/guardians receive regular communications from the division.	89/0	N/A	89/4	N/A	81/2	N/A
8. Our school facilities are available for community use.	82/0	N/A	84/2	N/A	64/4	N/A

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

EXHIBIT A-35
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	47/31	29/55	55/46	37/62	31/65	23/74
2. Parent/Guardians/guardians' participation in school activities and organizations.	37/38	28/59	46/54	35/65	28/67	25/73
3. How well relations are maintained with various groups in the community.	65/18	59/36	66/32	65/32	39/36	44/43

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

**EXHIBIT A-36
COMPARISON OF RESPONSES WITH OTHER DIVISIONS
PART M: SCHOOL DIVISION OPERATIONS**

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	% (NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹		/		% (ADEQUATE + OUTSTANDING) ¹	
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
a. Budgeting	52/39	48/46	48/46	48/49	46/31	64/17
b. Strategic planning	34/56	45/42	18/75	39/53	31/40	48/25
c. Curriculum planning	25/52	30/50	23/77	40/59	33/58	49/44
d. Financial management and accounting	25/61	37/53	25/66	35/61	30/37	49/24
e. Grants administration	26/43	27/49	25/61	34/49	21/38	21/33
f. Community relations	11/75	40/52	16/82	38/60	29/50	52/39
g. Program evaluation, research, and assessment	25/58	35/49	18/71	33/63	22/49	41/39
h. Instructional technology	10/74	47/42	27/68	59/41	33/57	52/42
i. Administrative technology	11/78	41/51	13/82	46/51	16/47	23/35
j. Internal Communication	48/47	N/A	34/63	N/A	30/54	N/A
k. Instructional support	12/76	31/51	20/80	43/56	34/60	46/46
l. Coordination of Federal Programs (e.g., Title I, Special Education)	10/69	24/53	21/70	33/56	25/45	36/42
m. Personnel recruitment	26/67	46/43	30/66	48/47	23/43	38/36
n. Personnel selection	37/56	45/49	27/71	41/57	29/44	40/39
o. Personnel evaluation	42/51	47/49	30/66	40/58	24/62	39/50
p. Staff development	34/61	47/50	14/87	42/57	31/64	42/52
q. Data processing	10/64	37/46	12/75	37/53	12/47	20/35
r. Purchasing	37/46	34/54	21/59	36/58	19/36	31/32
s. Safety and security	24/70	26/62	23/73	28/68	36/52	39/47
t. Plant maintenance	37/46	41/50	43/52	54/44	37/36	40/36
u. Facilities planning	31/49	38/49	32/59	50/44	35/33	40/28
v. Transportation	37/47	22/65	48/52	43/54	39/43	33/46
w. Food service	16/61	18/68	37/64	35/64	36/51	41/47
x. Custodial services	30/46	37/54	37/64	46/52	36/56	43/49
y. Risk management	5/55	21/54	16/75	22/62	17/36	22/33

¹ Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

***APPENDIX B: PEER COMPARISON
DATA***

**APPENDIX B
HAMPTON CITY SCHOOLS
PEER COMPARISON DATA**

Exhibits B-1 through B-16 illustrate how the comparison school divisions compare to Hampton City Schools in terms of enrollment, demographics, staffing, and funding for the 2006-07 school year from the Virginia Department of Education's Web site. It is important for readers to keep in mind that when peer comparisons are made across divisions, the data are not as reliable, as school divisions may have different operational definitions and data self-reported by peer school divisions can be subjective.

**EXHIBIT B-1
OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER	END-OF-YEAR MEMBERSHIP	STUDENT POPULATION PER 1,000 GENERAL POPULATION*	PERCENTAGE STUDENTS WITH DISABILITIES	PERCENTAGE ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS**
Hampton City	3	21,733	148.4	14.7%	40.0	34
Lynchburg	3	8,343	127.8	16.9%	45.9	16
Newport News	3	29,368	163.0	14.7%	24.8	38
Norfolk	3	32,516	138.7	15.2%	59.3	49
Portsmouth	3	14,588	145.1	14.4%	56.6	20
Roanoke City	3	11,981	126.2	15.3%	66.0	27
Division Average	n/a	19,755	141.5	15.2%	48.8	31

Sources: 2006-2007 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2008; United States Census Bureau, 2000 Census Data; <http://www.schooldatairect.org/>.

*Based on 2000 Census Data.

**Number of Schools from the School Data Direct.

**EXHIBIT B-2
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS*	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7**	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Hampton City	89.26	10.0	10.3
Lynchburg	81.81	11.0	10.8
Newport News	70.95	12.0	12.9
Norfolk	80.77	13.5	7.4
Portsmouth	95.12	8.8	10.8
Roanoke City	77.04	13.9	8.0
Division Average	82.49	11.52	10.05

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

*Based on End-of-Year Average Daily Membership.

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

**EXHIBIT B-3
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2006-07 FISCAL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS ¹	LOANS, BONDS, ETC. ³	TOTAL
Hampton City	10.01%	50.59%	9.19%	27.56%	2.57%	0.09%	225,719,916.73
Lynchburg	9.56%	42.91%	10.05%	34.48%	1.86%	1.15%	91,960,338.44
Newport News	9.34%	45.29%	9.38%	30.51%	2.09%	3.40%	343,308,901.97
Norfolk	8.51%	46.58%	13.48%	28.64%	2.40%	0.38%	374,016,473.84
Portsmouth	6.98%	49.12%	14.03%	26.75%	2.70%	0.42%	174,900,175.21
Roanoke City	6.92%	36.65%	7.87%	38.38%	2.38%	7.79%	173,862,937.01
Division Average	8.55%	45.19%	10.67%	31.05%	2.33%	2.21%	230,628,123.87

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

¹ Includes funds from private sources, food service receipts, transportation revenues, the sale of assets and supplies, rebates and refunds, and receipts from other agencies.

² Represents the total amount of beginning-year balances as reported by school divisions and regional programs on the Annual School Report Financial Section.

³ Represents proceeds from Literary Fund loans, the sale of bonds, and interest earned on bank notes and/or investments.

**EXHIBIT B-4
DISBURSEMENTS PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2006-07 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL ¹	ADMINISTRATION PER PUPIL ^{2,3}
Hampton City	\$7,333.77	\$580.53
Lynchburg	\$7,612.26	\$274.00
Newport News	\$7,214.27	\$480.36
Norfolk	\$7,847.73	\$512.28
Portsmouth	\$7,548.51	\$341.28
Roanoke City	\$7,965.29	\$277.88
Division Average	\$7,586.97	\$411.06

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

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
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	END-OF-YEAR AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Hampton City	22,486.91	4.14	89.26	18.03	6.12
Lynchburg	8,746.90	4.00	81.81	20.31	5.37
Newport News	31,706.90	3.75	70.95	12.55	4.18
Norfolk	34,853.02	3.07	80.77	16.81	7.43
Portsmouth	15,518.56	3.88	95.12	20.49	4.77
Roanoke City	12,785.86	3.65	77.04	21.31	7.54
Division Average	21,016.36	3.75	82.49	18.25	5.90

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

**EXHIBIT B-6
INSTRUCTIONAL PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Hampton City	33.36	281.58	0.00	25.50
Lynchburg	17.35	71.70	14.49	0.10
Newport News	75.60	348.34	20.70	0.40
Norfolk	40.15	218.55	33.00	21.00
Portsmouth	2.26	192.73	45.60	12.64
Roanoke City	13.18	111.92	37.20	0.00
Division Average	30.32	204.14	25.17	9.94

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

**EXHIBIT B-7
ADMINISTRATIVE, ATTENDANCE AND HEALTH PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Hampton City	23.70	60.64	88.73
Lynchburg	11.00	18.62	29.50
Newport News	31.25	65.50	140.10
Norfolk	26.85	82.00	75.50
Portsmouth	11.13	31.39	85.08
Roanoke City	15.26	27.70	33.67
Division Average	19.87	47.64	75.43

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

**EXHIBIT B-8
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Hampton City	2.00	73.97	0.00
Lynchburg	1.00	14.00	0.00
Newport News	6.50	39.25	50.00
Norfolk	3.80	78.50	14.00
Portsmouth	1.13	47.00	9.00
Roanoke City	1.00	12.56	0.00
Division Average	2.57	44.21	12.17

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

**EXHIBIT B-9
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	TRANSPORTATION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, LABOR AND SERVICE
Hampton City	1.00	147.53	1.00	209.48
Lynchburg	0.75	2.00	1.50	124.00
Newport News	10.50	32.00	0.60	520.00
Norfolk	1.00	12.00	7.00	314.00
Portsmouth	0.00	7.95	4.85	155.57
Roanoke City	1.00	67.67	0.00	178.53
Division Average	2.38	44.86	2.49	250.26

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

**EXHIBIT B-10
OPERATIONS AND MAINTENANCE PERSONNEL
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	OPERATIONS AND MAINTENANCE			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, LABOR AND SERVICE
Hampton City	3.00	37.90	3.22	279.86
Lynchburg	0.50	2.00	4.00	118.50
Newport News	8.30	7.50	0.00	392.00
Norfolk	2.00	8.50	8.00	448.00
Portsmouth	0.00	16.00	8.70	349.29
Roanoke City	1.00	4.98	5.23	196.75
Division Average	2.47	12.81	4.86	297.40

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

**EXHIBIT B-11
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	FOOD SERVICES	PER PUPIL COST
Hampton City	8,223,385	\$375.99
Lynchburg	2,805,649	\$330.53
Newport News	12,544,686	\$413.12
Norfolk	13,510,342	\$409.22
Portsmouth	6,501,539	\$438.03
Roanoke City	4,968,900	\$403.57
Division Average	8,092,417	\$395.08

Source: Virginia Department of Education School Nutrition Program Web site 2008.

**EXHIBIT B-12
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2006-07 YEAR**

SCHOOL DIVISION	SCHOOL NUTRITION PROGRAM MEMBERSHIP	TOTAL FREE LUNCH	PERCENT FREE LUNCH	TOTAL REDUCED LUNCH	PERCENT REDUCED LUNCH	PERCENT FREE/REDUCED LUNCH
Hampton City	22,261	7,865	35.33%	1,953	8.77%	44.10%
Lynchburg	9,002	4,072	45.23%	529	5.88%	51.11%
Newport News	30,904	12,375	40.04%	3,021	9.78%	49.82%
Norfolk	35,985	17,053	47.39%	3,922	10.90%	58.29%
Portsmouth	15,228	6,934	45.53%	1,000	6.57%	52.10%
Roanoke City	13,174	7,134	54.15%	1,068	8.11%	62.26%
Division Average	21,092	9,239	44.61%	1,916	8.33%	52.95%

Source: Virginia Department of Education School Nutrition Program Web site, 2008.

**EXHIBIT B-13
FREE AND REDUCED BREAKFAST PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST
Hampton City	*	*	*	*	*	*
Lynchburg	\$0.85	\$0.95	\$0.95	\$0.30	\$0.30	\$0.30
Newport News	\$0.80	\$0.80	\$0.80	\$0.30	\$0.30	\$0.30
Norfolk	\$0.60	\$0.60	\$0.60	*	*	*
Portsmouth	*	*	*	*	*	*
Roanoke City	\$0.70	\$0.70	\$0.70	\$0.30	\$0.30	\$0.30
Division Average	\$0.74	\$0.76	\$0.76	\$0.30	\$0.30	\$0.30

Source: Virginia Department of Education Web site School Nutrition Program Web site, 2008.

* Indicate combined schools or no program participation.

**EXHIBIT B-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
Hampton City	\$1.40	\$1.50	\$1.50	\$0.40	\$0.40	\$0.40
Lynchburg	\$1.40	\$1.60	\$1.60	\$0.40	\$0.40	\$0.40
Newport News	\$1.50	\$1.65	\$1.65	\$0.40	\$0.40	\$0.40
Norfolk	\$1.10	\$1.25	\$1.25	*	*	*
Portsmouth	\$0.85	\$0.95	\$0.95	\$0.30	\$0.30	\$0.30
Roanoke City	\$1.55	\$1.65	\$1.65	\$0.40	\$0.40	\$0.40
Division Average	\$1.30	\$1.43	\$1.43	\$0.38	\$0.38	\$0.38

Source: Virginia Department of Education School Nutrition Program Web site, 2008.

* Indicate combined schools or no program participation.

**EXHIBIT B-15
GRADUATES BY DIPLOMA TYPE
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	STANDARD DIPLOMA	ADVANCED STUDIES DIPLOMA	SPECIAL DIPLOMA	CERTIFICATE OF PROGRAM COMPLETION	GED CERTIFICATE	ISAEP	GAD DIPLOMA	MODIFIED STANDARD DIPLOMA	TOTAL GRADUATES AND COMPLETERS BY DIPLOMA TYPE
Hampton City	55.2%	39.8%	2.3%	1.4%	0.0%	12.5%	0.0%	2.7%	1,347
Lynchburg	46.0%	46.9%	3.0%	0.3%	8.3%	0.0%	0.0%	4.2%	576
Newport News	52.5%	41.5%	4.3%	0.0%	3.7%	0.0%	0.0%	1.7%	1,905
Norfolk	56.3%	35.7%	7.3%	0.0%	3.1%	0.0%	0.0%	0.7%	1,599
Portsmouth	50.8%	42.2%	5.6%	0.5%	1.0%	0.4%	0.0%	1.4%	782
Roanoke City	51.3%	36.0%	9.4%	3.8%	2.6%	12.5%	0.0%	3.3%	583
Division Average	52.0%	40.4%	5.3%	1.0%	3.1%	4.2%	0.0%	2.3%	1,132

Source: Virginia Department of Education Web site, 2008.

**EXHIBIT B-16
GRADUATES BY CONTINUING EDUCATION PLANS
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ATTENDING TWO-YEAR COLLEGES	ATTENDING FOUR-YEAR COLLEGES	OTHER CONTINUING EDUCATION PLANS	EMPLOYMENT	MILITARY	NO PLANS
Hampton City	22.2%	43.8%	10.3%	11.2%	4.2%	8.2%
Lynchburg	17.9%	43.3%	3.0%	10.9%	0.8%	24.1%
Newport News	10.1%	59.5%	4.3%	2.9%	4.0%	19.2%
Norfolk	24.6%	47.8%	11.0%	9.2%	5.3%	2.1%
Portsmouth	33.9%	43.8%	4.3%	11.5%	4.9%	1.6%
Roanoke City	29.0%	34.1%	3.3%	22.7%	2.9%	8.1%
Division Average	22.9%	45.4%	6.0%	11.4%	3.7%	10.6%

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

**EXHIBIT B-17
DROPOUT PERCENTAGE
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	GRADES 7-12 MEMBERSHIP*	TOTAL DROPOUTS	DROPOUT PERCENTAGE
Hampton City	10,653	315	3.00%
Lynchburg	4,127	83	2.00%
Newport News	14,380	134	0.90%
Norfolk	14,474	447	3.10%
Portsmouth	6,745	318	4.70%
Roanoke City	5,544	202	3.60%
Division Average	9,321	250	2.88%

Source: Virginia Department of Education Web site, 2008.

*September 30, 2006 Membership.